

**The strategy of the
International Labour Organization**

Social security for all

Building social protection floors
and comprehensive social security systems

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Foreword

This document lays out the social security strategy of the International Labour Organization as agreed by a consensus of governments and workers' and employers' organizations of 185 ILO member States.

Social security for all: Building social protection floors and comprehensive social security systems is the result of a decade of research, economic, fiscal and actuarial studies, legal analyses, tripartite consultations at global, regional and national levels, consultation and collaboration with our sister organizations in the UN system, dialogue with the international financial institutions as well as with a large number of civil society organizations and, most prominently, intense discussions during three sessions of the International Labour Conference (2001, 2011 and 2012).

The consensus that emerged from these consultations and discussions was finally, in June 2012, promulgated in the form of a new international labour standard: the ILO Social Protection Floors Recommendation, 2012 (No. 202). Consensus documents that have to be adopted in international or, as in this case, global decision-making processes, often lose their “bite”, yet this document stands out as an exception.

In the context of a crisis-shaken world marked by a perhaps unprecedented quagmire of political, environmental, economic and fiscal uncertainties, the Recommendation sends strong messages to decision- and policy-makers in all corners of the world. The main messages are:

- Social security is a human right and all people, regardless of where they live, should be guaranteed at least a floor of basic social protection.
- Social security is a social and economic necessity to combat poverty and social exclusion and promote development, equality and equal opportunity.
- A floor of social protection is economically affordable and can be introduced, completed or maintained everywhere, in accordance with national circumstances.
- A floor of social protection should consist of at least four basic social security guarantees: essential health care;



and basic income security during childhood, adulthood and old age for all residents and all children.

- All societies should also develop strategies to enhance their levels of social security, guided by ILO social security standards as their economies mature and fiscal space widens.

At the heart of these messages is this: there is no excuse for any society to put off building social security for its members, and it can be done at any stage of development, even if gradually. All societies can grow with equity.

The ILO Members represented by governments, employers and workers have committed themselves to this strategy. They have assumed the responsibility of enhancing social security for the people in their countries and of building national social protection floors and, progressively, comprehensive social security systems.

This Recommendation is a powerful contribution of the International Labour Organization towards the achievement of the targets of the Millennium Development Goals (MDG) and the post-MDG debate.

Preferring to let the conclusions of the 100th International Labour Conference in 2011 and the Recommendation adopted by the 101st Conference in 2012 speak for themselves, we simply provide a short introduction that guides the reader through these documents.

The consensus achieved is remarkable and the social protection floor approach has elicited widespread support. This is encouraging. However, a strategy is only as good as its realization and successful implementation will depend on the commitment and action of many – within and beyond national boundaries. Only if we are able to say a decade from now that the ILO strategy has been taken up and used to help make a positive difference in people's lives will it have been a success. I urge you to make good use of it.

A handwritten signature in black ink that reads "Guy Ryder".

Guy Ryder
Director-General, International Labour Office



Acknowledgements

This document is the result of the work and commitment of hundreds of people who contributed to the formulation of the strategy in governments, in workers' and employers' organizations, in academia, in civil society and in international organizations, including the International Labour Office. It is impossible to name them all. Those who served as members of the social security committees at the 100th and 101st Sessions of the International Labour Conference are listed at the end of this document. It is they who held the final discussions and adopted the strategy and the Recommendation as representatives of all those who contributed to its development. We thank them all.



Introduction

The International Labour Organization (ILO) set out its strategy for addressing the challenge of extending social security coverage and further developing and maintaining comprehensive social security systems in the Resolution and Conclusions¹ adopted by the International Labour Conference² at its 100th Session in June 2011. Based on the premise that social security is a human right and a social and economic necessity, the Conference noted that closing coverage gaps was of highest priority for equitable economic growth, social cohesion and decent work for all women and men, and called for the extension of social security coverage through a two-dimensional approach, with a view to building comprehensive social security systems.

At its 101st Session in June 2012 the Conference adopted a new international social security standard, the Social Protection Floors Recommendation, 2012 (No. 202),³ which completes the ILO's social security strategy. This Recommendation complements the existing ILO social security standards and provides "flexible but meaningful guidance to member States in building Social Protection Floors within comprehensive social security systems tailored to national circumstances and levels of development".⁴

The ILO's two-dimensional strategy provides clear guidance on the future development of social security in countries at all levels of development. Effective national strategies to extend social security, in line with national circumstances, should aim at achieving universal protection of the population by ensuring at least minimum levels of income security and access to essential health care (horizontal dimension) and progressively ensuring higher levels of protection guided by up-to-date ILO social security standards (vertical dimension). In line with national priorities, resources and circumstances, such two-dimensional strategies should aim at building and maintaining comprehensive and adequate social security systems.

Both the Resolution and Conclusions as well as the Recommendation address the policy and institutional context for social security, the role of and need for social security, social security extension strategies, the affordability and financing of social security, social security governance, and the role of ILO social security standards. They also underline the respective roles of governments and social partners, highlighting the fact that governments have the primary responsibility



for ensuring effective access to social security to all, and that an effective process of social dialogue plays a key role in contributing to the formulation, implementation and monitoring of social security policies and ensuring the good governance of national social security systems. The mandate of the ILO in assisting its member States in all aspects of the design and implementation of their national social security strategies and policies is also affirmed and further specified.

The strategic directions for the ILO laid out in the 2011 Resolution and Conclusions, as well as the Recommendation, further the new consensus on social security reached at the 89th Session of the Conference in 2001.⁵ They take forward the tripartite commitment to extend social security to all in need of such protection, which is embedded in the Declaration of Philadelphia (1944) and part of the ILO's Constitution, and was reaffirmed in the ILO Declaration on Social Justice for a Fair Globalization (2008), highlighting the inseparable, interrelated and mutually supportive nature of employment, social protection, social dialogue, and rights at work, the four strategic objectives of the Decent Work Agenda.

In view of the importance of the strategic directions given by the Conference for the extension of social security, this publication contains, for easy reference and guidance, the Resolution and Conclusions adopted in 2011 (Part I), as well as Recommendation No. 202 (Part II) and the Resolution concerning efforts to make social protection floors a national reality worldwide (Part III),⁶ both adopted in 2012. These texts reflect the global tripartite consensus shared by the ILO's 185 member States regarding the importance, role and nature of social security in national social and economic development. This general recognition and agreement is well-captured in the speeches given by constituents on the occasions of the 100th and 101st Sessions of the Conference, of which excerpts are reproduced in Annex I.

The ILO's strategy for the extension of social security has been shaped over a number of years, benefiting from inputs from constituents and experts from many countries. Many people from various backgrounds have contributed over the years by sharing experiences and points of view which have helped to ensure that this strategy is well-balanced, and relevant to different national contexts – and is making a significant difference to the lives of people all over the world. In an attempt to acknowledge these valuable contributions, Annex II of this publication lists the names of representatives of governments,



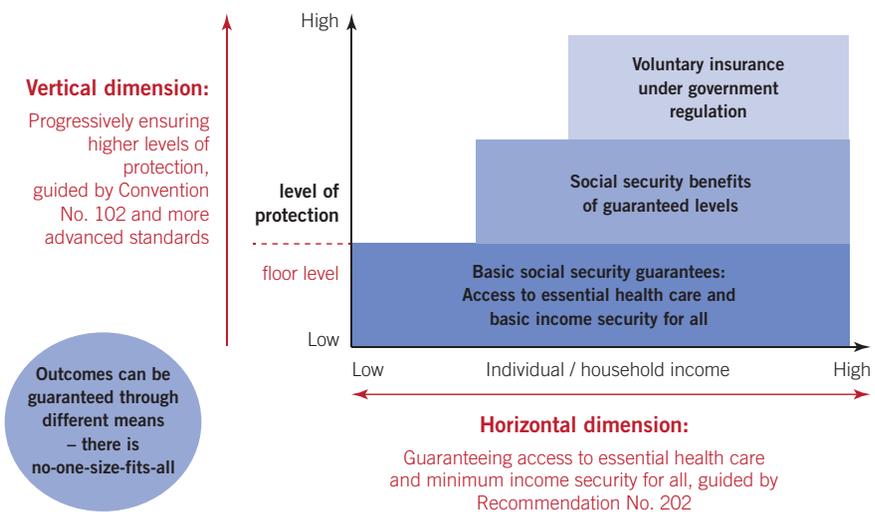
employers' and workers' organizations, experts, representatives of international organizations and others who contributed to this process in various functions, including on behalf of many others who, in various circumstances, have been working relentlessly over many years to make social security a reality for increasing numbers of people.

The two-dimensional strategy for the extension of social security

The two-dimensional strategy for the extension of social security, as defined in the Resolution and Conclusions of 2011 and further strengthened by Recommendation No. 202, comprises the following elements:⁷

- establishing and maintaining of social protection floors as a fundamental element of national social security systems (*horizontal dimension*); and
- pursuing strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards (*vertical dimension*).

This two-dimensional strategy for the extension of social security should aim at building comprehensive social security systems in line with national priorities, resources and circumstances. It can be illustrated as follows:





The principles to be applied by member States when extending social security coverage along the horizontal and vertical dimensions are set out in Recommendation No. 202,⁸ where the overall and primary responsibility of the State is singled out as an overarching principle that frames the other principles.

A first group of principles guides the design of the social security system and its components, the definition of entitlements and personal coverage, and the establishment of legal frameworks. Protection should be universal, based on social solidarity, aiming at social inclusion, including of persons in the informal economy. Such universal protection can be achieved progressively, including by setting targets and time frames. It should be based on the principles of non-discrimination, gender equality and responsiveness to special needs. Entitlements to benefits should be prescribed by national law, and should also be accompanied by efficient and accessible complaint and appeal procedures. The rights and dignity of people covered by social security guarantees should be respected. Benefits should be adequate and predictable.

A second group of principles applies to the delivery, financing, management, coordination and monitoring of social security systems. When designing and implementing social protection floors and social security extension strategies, Members should consider a diversity of methods and approaches, including of financing mechanisms and delivery systems. These measures should be based on solidarity in financing while seeking to achieve an optimal balance between the responsibilities and interests among those who finance and benefit from social security schemes. At the same time, measures should ensure:

- financial, fiscal and economic sustainability with due regard to social justice and equity;
- transparent, accountable and sound financial management and administration;
- coherence of social protection policies with social, economic and employment policies;
- coherence across institutions responsible for delivery of social protection together with the provision of high-quality public services, for effective and efficient implementation;
- regular monitoring of implementation, as well as periodic evaluation; and



-
- full respect for collective bargaining and freedom of association for all workers, as well as tripartite participation with representative organizations of employers and workers, and consultation with other relevant and representative organizations of persons concerned.

The horizontal dimension: National social protection floors

The horizontal dimension of the ILO's strategy consists of the “rapid implementation of national Social Protection Floors, containing basic social security guarantees that ensure that over the life cycle all in need can afford and have access to essential health care and have income security at least at a nationally defined minimum level”.⁹

In this view, Recommendation No. 202 sets out that member States should establish and maintain national social protection floors. These are nationally-defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion. These guarantees should ensure at a minimum that, over the life cycle, all in need have access to essential health care and basic income security. These together ensure effective access to essential goods and services defined as necessary at the national level.

National social protection floors should comprise at least the following four social security guarantees, as defined at the national level:¹⁰

- (a) access to essential health care, including maternity care;
- (b) basic income security for children, providing access to nutrition, education, care and any other necessary goods and services;
- (c) basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and
- (d) basic income security for older persons.

Such guarantees should be provided to all residents and all children, as defined in national laws and regulations, and subject to existing international obligations.¹¹



Recommendation No. 202 also states that basic social security guarantees should be established by law. National laws and regulations should specify the range, qualifying conditions and levels of the benefits giving effect to these guarantees, and provide for effective and accessible complaint and appeal procedures.

Basic social security guarantees should be provided through the most effective and efficient combination of benefits and schemes in the national context. Benefits may include child and family benefits, sickness and health-care benefits, maternity benefits, disability benefits, old-age benefits, survivors' benefits, unemployment benefits and employment guarantees, and employment injury benefits as well as any other social benefits in cash or in kind. Schemes providing such benefits may include universal benefit schemes, social insurance schemes, social assistance schemes, negative income tax schemes, public employment schemes and employment support schemes.

The necessary financial resources can be mobilized through a variety of different methods to ensure the financial, fiscal and economic sustainability of national social protection floors, taking into account the contributory capacities of different population groups. Such methods may include, individually or in combination, effective enforcement of tax and contribution obligations, reprioritizing expenditure, or a broader and sufficiently progressive revenue base.

The vertical dimension: National strategies for the extension of social security

Underlining that the process of building comprehensive social security systems cannot stop at the ground floor of protection, ILO member States agreed in 2011 to pursue strategies that “seek to provide higher levels of income security and access to health care – taking into account and progressing towards in the first instance the coverage and benefit provisions of Convention No. 102 – to as many people as possible and as soon as possible; based, as a prerequisite, on policies aiming at encouraging participation of those in the informal economy and its gradual formalization”.¹²

Recommendation No. 202 provides additional guidance regarding the formulation and implementation of national social security extension strategies, based on national consultations through effective



social dialogue and social participation. These should prioritize the establishment and maintenance of social protection floors, and seek to provide higher levels of protection to as many people as possible, reflecting economic and fiscal capacities of Members, and as soon as possible. Higher levels of protection can include a broader range of benefits provided, a wider scope of personal coverage, and higher benefit levels.

When building comprehensive social security systems, countries should aim to achieve the range and levels of benefits set out in the Social Security (Minimum Standards) Convention, 1952 (No. 102), or in other ILO social security Conventions and Recommendations setting out more advanced standards.

Recommendation No. 202 also provides guidance on the process that Members should follow in formulating and implementing national social security extension strategies. Such a process should start by setting objectives that reflect national priorities; identifying gaps in, and barriers to, protection; seeking to close gaps in protection through appropriate means; and specifying financial requirements and resources, time frames and sequencing of appropriate policies. Special emphasis is given to raising awareness among the population, including through social dialogue.

Social security extension strategies should support the growth of formal employment and the reduction of informality, and should be complemented whenever appropriate by active labour market policies.

Towards comprehensive social security systems

The two dimensions of the ILO's social security strategy aim at building and maintaining comprehensive and adequate social security systems which are coherent with national policy objectives. Coordination with other public policies is essential, ensuring that social security extension strategies are consistent with and conducive to the implementation of wider national social, economic and environmental development plans.

The strategy highlights the importance of national monitoring of progress in implementing social protection floors and achieving other objectives of national social security extension strategies. This



should be done through appropriate nationally-defined mechanisms, including tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned. Countries should also regularly convene national consultations to assess progress and discuss policies for the further horizontal and vertical extension of social security. Recommendation No. 202 also encourages countries to exchange information, experiences and expertise among themselves and with the ILO. In implementing this Recommendation, countries may seek technical assistance from the ILO and other relevant international organizations in accordance with their respective mandates.

The ILO's two-dimensional strategy opens a new chapter in social security. Reaffirming the human right to social security, it acknowledges that this right is, along with the promotion of employment, an economic and social necessity for development and progress. It recognizes the importance of the universality of protection, based on social solidarity, for the prevention and reduction of poverty, inequality, social exclusion and insecurity; the promotion of equal opportunity and gender and racial equality; and as a means to support the transition from informal to formal employment. It also appreciates social security as a means to empower people to adjust to changes in the economy and in the labour market; and recognizes that social security systems act as automatic social and economic stabilizers that help stimulate aggregate demand in times of crisis and beyond, and help support a transition to a more sustainable economy. The strategy emphasizes the overall and primary responsibility of the State in line with national priorities and efficiently using national resources, the importance of legal entitlements, effective governance and administration, and of a broad national consultative process.

All these elements are essential for enabling people to live in dignity, realizing the human right to social security, and in fostering inclusive societies and productive economies.

This strategy is an important contribution of the ILO to the global debate on social protection floors and the future of social security at a time when a crisis-shaken world is seeking a new balance between economic and social policies to achieve sustainable development.



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1. ILO, 2011: Resolution and conclusions concerning the recurrent discussion on social protection (social security), International Labour Conference, 100th Session, Geneva, 2011, in *Provisional Record* (Geneva, 2011), No. 24: Report of the Committee for the Recurrent Discussion on Social Protection, and reproduced in Part I of this publication. The resolution and conclusions were adopted after the discussion of the ILO report *Social security for social justice and a fair globalization: Recurrent discussion on social protection (social security) under the ILO Declaration on Social Justice for a Fair Globalization*, Report VI, International Labour Conference, 100th Session, Geneva, 2011.
 2. Bringing together government, employer and worker delegates of all 185 ILO member States, the International Labour Conference is the organ of the ILO which sets the broad policies of the Organization, and establishes and adopts international labour standards.
 3. Recommendation concerning national floors of social protection (Social Protection Floors Recommendation), 2012 (No. 202). It was adopted with 453 votes in favour and one abstention.
 4. Resolution and conclusions concerning the recurrent discussion on social protection (social security), 2011, para. 31.
 5. Resolution and conclusions concerning social security, International Labour Conference, 89th Session, Geneva, 2001. See also ILO: *Social security: A new consensus* (Geneva, 2001).
 6. Resolution concerning efforts to make social protection floors a national reality worldwide, International Labour Conference, 101st Session, Geneva, 2012 in *Provisional Record* (Geneva, 2012), No. 14: Report of the Committee on the Social Protection Floor, and reproduced in Part III of this publication.
 7. Recommendation No. 202, paras. 1 and 2. See also Conclusions concerning the recurrent discussion on social protection (social security), 2011, paras. 8–14.
 8. Recommendation No. 202, para. 3.
 9. Conclusions concerning the recurrent discussion on social protection (social security), 2011, para. 9.
 10. Recommendation No. 202, paras. 4 and 5.
 11. *Ibid.* para. 6.
 12. Conclusions concerning the recurrent discussion on social protection (social security), 2011, para 11.



PART I

Resolution and conclusions concerning the recurrent discussion on social protection (social security)

Resolution concerning the recurrent discussion on social protection (social security)¹³

The General Conference of the International Labour Organization, meeting in Geneva at its 100th Session, 2011,

Having undertaken, in accordance with the ILO Declaration on Social Justice for a Fair Globalization, a recurrent discussion on the basis of Report VI, *Social security for social justice and a fair globalization*,

1. Adopts the following conclusions,
2. Invites the Governing Body of the International Labour Office as a follow-up to the recurrent discussion on social protection (social security) and in line with the following conclusions which recognize the need for a Recommendation, to place a standard-setting item entitled “Elaboration of an autonomous Recommendation on the Social Protection Floor” on the agenda of the 101st Session of the International Labour Conference, 2012, for a single discussion with a view to the adoption of a Recommendation, and
3. Invites the Governing Body of the International Labour Office to give due consideration to the following conclusions in planning future action on social protection (social security) and requests the Director-General to take them into account when preparing and implementing the programme and budget for future biennia and when allocating such other resources as may be available during the 2012–13 biennium.



Conclusions concerning the recurrent discussion on social protection (social security)¹⁴

Policy and institutional context

1. The new consensus on social security reached at the International Labour Conference, at its 89th Session in 2001, gave the highest priority to policies and initiatives that can bring social security to those who are not covered by existing schemes. Consequently, the International Labour Office launched in 2003 the Global Campaign on Social Security and Coverage for All. The ILO Declaration on Social Justice for a Fair Globalization, adopted by the International Labour Conference at its 97th Session in 2008, again reaffirmed the tripartite commitment to extend social security to all in need of such protection in the framework of the Decent Work Agenda.

2. The International Labour Conference at its 98th Session in 2009 recognized the crucial role of social protection policies in crisis response, and the Global Jobs Pact called for countries to “give consideration, as appropriate, to building adequate social protection for all, drawing on a basic social protection floor”. The High-level Plenary Meeting of the UN General Assembly on the Millennium Development Goals (MDG Summit) in September 2010 recognized that “promoting universal access to social services and providing social protection floors can make an important contribution to consolidating and achieving further development gains” and hence endorsed the Social Protection Floor initiative which the UN Chief Executives Board had launched in 2009.

3. Regional tripartite ILO meetings in Latin America, Arab States and Asia and the Pacific during 2007 and 2008 discussed social security extension strategies. A generic two-dimensional extension strategy, combining the extension of coverage to all through nationally defined social protection floors and the progressive implementation of higher levels of social security through comprehensive systems, emerged. This strategy was endorsed by the Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor adopted at the 2nd African Decent Work Symposium in Yaoundé in 2010, and the Chair’s Summary of the Tripartite Meeting of Experts on Strategies for the Extension of Social Security Coverage in 2009.



4. This consensus concerning social security is underpinned by the Decent Work Agenda, including its four pillars: employment, social dialogue, social protection and standards and fundamental principles and rights. These four pillars are inseparable, interrelated and mutually supportive. These conclusions on social security sit within this context. Sustainable social security systems are a key element in promoting productive economic growth with equity. They are closely linked to all of the elements of the Decent Work Agenda and should be based on entitlements within a legal framework. Tripartism and social dialogue based on freedom of association and the effective recognition of the right to collective bargaining are key elements to ensure adequate wages for workers thereby assisting them to increase their contributory capacity. They also contribute to the sustainability of broader social security systems in which non-contributory and contributory schemes complement each other.

The role of and need for social security

5. The Conference recognizes and reiterates that:

(a) Social security is a human right.

Everyone as a member of society has a right to social security as stated in the Universal Declaration of Human Rights, Article 22. Globally the large majority of women, men and children do not have access to adequate or any social security. By recognizing in the Declaration of Philadelphia the solemn obligation of the International Labour Organization “to further among the nations of the world programmes which will achieve ... the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care”, its member States confirmed the ILO’s commitment to achieving adequate social security for all.

(b) Social security is a social necessity.

Effective national social security systems are powerful tools to provide income security, to prevent and reduce poverty and inequality, and promote social inclusion and dignity. They are an important investment in the well-being of workers and the population at large, notably by enhancing access to health care, and providing income security thereby facilitating access to education and re-



ducing child labour and in particular eliminating its worst forms. Social security strengthens social cohesion and thus contributes to building social peace, inclusive societies and a fair globalization with decent standards of living for all.

(c) Social security is an economic necessity.

Full, productive and decent employment is the most important source of income security. Social protection is key to ensure a just share of the fruits of progress for all. Sustainable growth requires good health, nutrition and education, which can foster transitions from low productivity and subsistence level activities to highly productive decent jobs and from the informal to the formal economy. Social security, well designed and linked to other policies, enhances productivity, employability and supports economic development. Adequate social security encourages human capital investment for both employers and workers, enables workers to adapt to change and facilitates equitable and inclusive structural change associated with globalization. As an effective automatic stabilizer in times of crisis, social security contributes to mitigating the economic and social impact of economic downturns, to enhancing resilience, and achieving faster recovery towards inclusive growth.

Social security extension strategies

6. Many developing countries have made significant progress in extending social security coverage during the last decade. They offer the best evidence that the extension of social security is possible. Despite these advances, broad social security coverage gaps remain in many countries of the world. In some regions, the vast majority of the population is excluded from social security.

7. The risk of being excluded from coverage is particularly high among certain groups, including workers in the informal economy and atypical forms of employment, vulnerable workers in rural and urban areas, domestic workers, migrant workers, unskilled workers, and people with disabilities and chronic illnesses, including those affected by HIV and AIDS. Women tend to face higher exclusion than men, due to discrimination throughout the life cycle and the burden they usually shoulder in family and care responsibilities. Children of excluded populations are more likely to grow up in impaired states of health and nutrition that undermine their future and that of their societies.



8. Closing coverage gaps is of highest priority for equitable economic growth, social cohesion and Decent Work for all women and men. Effective national strategies to extend social security in line with national priorities, administrative feasibility and affordability contribute to achieving these objectives. These national strategies should aim at achieving universal coverage of the population with at least minimum levels of protection (horizontal dimension) and progressively ensuring higher levels of protection guided by up-to-date ILO social security standards (vertical dimension). The two dimensions of the extension of coverage are consistent with moving towards compliance with the requirements of the Social Security (Minimum Standards) Convention, 1952 (No. 102) and are of equal importance and should be pursued simultaneously where possible.

9. The horizontal dimension should aim at the rapid implementation of national Social Protection Floors, containing basic social security guarantees that ensure that over the life cycle all in need can afford and have access to essential health care and have income security at least at a nationally defined minimum level. Social Protection Floor policies should aim at facilitating effective access to essential goods and services, promote productive economic activity and be implemented in close coordination with other policies enhancing employability, reducing informality and precariousness, creating decent jobs and promoting entrepreneurship.

10. As a one-size-fits-all approach is not appropriate, every member State should design and implement its Social Protection Floor guarantees according to national circumstances and priorities defined with the participation of social partners. While expected outcomes of these guarantees are of a universal nature, member States find different ways of implementing Social Protection Floor policies, which may include universal benefit schemes, social insurance, public employment programmes and employment support schemes, and social assistance schemes that provide benefits only to people with low income, or appropriate combinations of such measures. To be effective, these policies require an appropriate mix of preventive measures, benefits and social services.

11. The process of building comprehensive social security systems cannot stop at the ground floor of protection. Hence, the vertical dimension of the social security coverage extension strategy in each



member State should seek to provide higher levels of income security and access to health care – taking into account and progressing towards in the first instance the coverage and benefit provisions of Convention No. 102 – to as many people as possible and as soon as possible; based, as a prerequisite, on policies aiming at encouraging participation of those in the informal economy and its gradual formalization. As economies develop and become more resilient, people’s income security and their access to health care should be strengthened.

12. National strategies to extend social security should progress based on the resources of the nation and a set of essential principles, i.e. universal coverage, progressive realization while providing immediate protection against discrimination, promoting gender equality, social and economic adequacy, rights-based benefits, financial and fiscal sustainability, good governance with the overall general responsibility of the State and the ongoing participation of social partners, and finally institutional and organizational questions should not prevent adequate protective outcomes. These principles should guide national policy and strategic decisions.

13. Strategies to extend social security are closely associated with employment policies. Member States should therefore pay particular attention to building an economic and social framework that is conducive to sustainable enterprise creation and growth of decent and productive employment. A large informal economy constitutes a particular challenge for the extension of social security coverage. Social insurance remains the central pillar of social security systems in most member States, yet it tends to focus on formal employees. However, a growing number of developing countries have gradually extended the scope of social insurance coverage to other categories of workers such as own-account workers, domestic workers or workers in rural areas and workers in small and micro-enterprises by adapting the scope of benefits, contributions and administrative procedures. The inclusion of these groups in social insurance is a key component of the formalization of employment and can also reduce the cost of tax-financed benefit systems for poor workers in the informal economy.

14. Member States should be encouraged to continuously employ efforts aimed at the transition from informal to formal economies. While social security policies have a strong role to play in attaining this objective, they have to be complemented by fiscal and employment



policies, and by developing administrative procedures aimed to create adequate incentives to join the formal economy and reduce the costs of formalization. Member States should be encouraged to strengthen compliance assistance, the promotion and the enforcement of legal frameworks including by adequate labour, tax and social security inspections aiming at reducing fraud, and informality including disguised employment, undeclared business and undeclared work. The formalization of the economy is one of the crucial prerequisites for long-term growth and will increase the public revenue base necessary to finance higher levels of social security for contributors and taxpayers and non-contributory benefits to cover those without capacity to contribute.

Ensuring the affordability and the financing of social security

15. The expenditure required to finance social security systems is a long-term investment in people. Societies that do not invest in social security face important costs such as those associated with the lack of a healthy and productive workforce, economic insecurity and social exclusion. On the other hand, investing in people through social security systems requires resources that have to be provided by enterprises, workers, households and others as contributors and taxpayers. It is thus essential that a rational balance is found between short- and long-term costs and benefits of social security systems for society and different groups of financers and beneficiaries.

16. Social security interventions need to achieve their objectives in terms of both social and economic adequacy in an effective and cost-efficient way. Permanent monitoring and evaluation by the social partners of the short- and long-term effectiveness and efficiency of individual programmes and social security systems, including actuarial studies, are important mechanisms and may lead to reform and adjustments whenever necessary. In the case of State operated schemes transparency, consultation and social dialogue are appropriate. In the case of schemes that involve workers and employers organizations social dialogue and agreements are usually appropriate.

17. Many member States at all levels of development have already implemented elements of a national Social Protection Floor as part of their efforts in building comprehensive social security systems. Member



States have chosen different options to ensure the necessary fiscal space, including reprioritizing expenditure, and broadening the revenue base. Sustainable growth, the progressive formalization of the economy and high levels of productive employment are essential in ensuring the financial resources necessary to extend social security to all.

18. While national Social Protection Floors should be financed from domestic sources of revenue to ensure their long-term sustainability, there may be cases where these resources are insufficient to extend the Social Protection Floor to all in a short time frame. International cooperation can play an important role in helping member States to initiate the process and build the national resource base with a view to ensuring sustainable financing mechanisms.

19. The affordability of social security systems is widely discussed in the context of demographic change. The expected increase in economic dependency ratios over the next decades raises concerns about the sustainability of social security systems. The ageing of the population will increase expenditure on pensions, health and long-term care in the decades to come. However, evidence suggests that this challenge is manageable within properly organized systems. Necessary reform processes can be successfully managed fairly balancing social needs and financial and fiscal requirements, if embedded in a well informed social dialogue process.

20. It is indispensable to create positive synergies for sustainable growth and higher levels of decent employment between social protection, financial and economic policies. Integrated national policies promoting productive employment are necessary to ensure sustainable financing, addressing possible skills shortages, promoting productivity, taking advantage of a wider diversity of the workforce in terms of sex, age, nationality and ethnic origin and facilitating a better balance between work and family responsibilities for women and men. Some of the policy options lie within the realm of social security policies proper, while others reside in other policy spheres. Such options may include:

- (a) integrating macroeconomic, employment and social policies that give priority to Decent Work;
- (b) investing social security reserves prudently;
- (c) building quality public services that enhance effective social security systems;



- (d) promoting social dialogue, the effective recognition of the right to collective bargaining and freedom of association;
- (e) promoting and strengthening the enabling environment for sustainable enterprises reflecting employment growth and Decent Work;
- (f) investing in education, vocational skills and lifelong learning;
- (g) promoting the good governance of labour migration;
- (h) facilitating reconciliation of work and family responsibilities for women and men, and ensuring effective access to comprehensive social services to address care needs including for children, people in old age, people living with HIV and AIDS and with disabilities. This includes, maternity protection such as adequate pre and post natal care and income guarantees and other supports for women during the last weeks of pregnancy and the first weeks after delivery;
- (i) policies to enable all workers including those in atypical employment to take advantage of social security;
- (j) promoting labour force participation of women by more equitable treatment creating better employment opportunities, reducing the segmentation of the labour market between men and women, eliminating gender gaps in wages and providing equal professional development opportunities;
- (k) facilitating effective school-to-work transitions;
- (l) improving the rehabilitation of workers with reduced working capacity including personal support and training where appropriate with a view to fostering their participation in the labour market;
- (m) combining the income replacement function of social security with active labour market policies as well as assistance and incentives that promote real participation in the formal labour market.

21. Ensuring adequate labour force participation of older women and men is often essential for the adaptation of social security systems to demographic change. In addition to policies to promote full employment, measures to promote the employment of older workers may include:

- (a) investing in technologies and occupational safety and health measures that permit the productive employment of older workers and workers with health impairments and disabilities;



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- (b) raising the labour force participation rates of older workers by eliminating age discrimination and providing incentives for workers and employers to address enterprise restructuring through innovative work arrangements;
 - (c) introducing socially acceptable rules through a transparent process, including social dialogue and tripartism, as to the age at which people withdraw from the labour market, which should reflect a sustainable relationship between the duration and demands of working life and retirement taking into account issues such as conditions of work, years of service and the recognition that retirement is a legitimate part of the life cycle.

Social security governance

22. Social security systems need to be well managed and administered to ensure effectiveness in reaching agreed objectives, efficiency in using resources, and transparency to gain confidence of those who finance them and benefit from these systems. Active involvement of all stakeholders, and in particular workers and employers through effective social dialogue mechanisms and tripartite supervision, is one of the important means to secure good governance of social security systems.

23. The general responsibility for an effective and efficient social security system lies with the State, particularly with creating political commitment and with respect to setting appropriate policy, legal and regulatory frameworks and the supervision that guarantee adequate benefit levels, good governance and management and protecting acquired rights of beneficiaries and other participants.

24. Collective bargaining and freedom of association play an important role in helping employers and workers negotiate on social security provisions, including for occupational and other supplementary schemes. Agreements should be in the context of a state regulatory framework.

25. Social dialogue is essential in identifying and defining priority policy objectives; the design of the corresponding benefits, entitlements and delivery methods; the allocation of the financial burden between generations and between contributors and tax payers; and the need to find a fair balance between social expectations and financial constraints.



26. Social dialogue is an important means for contributing to the permanent monitoring of financial sustainability and the social adequacy, effectiveness and efficiency of management and administration of the scheme. It is also important in enforcing the existing social security legislation so that the contributions due are paid by all those obliged to pay and benefits delivered to all those eligible. This requires well-resourced and well-trained public inspection services to promote and ensure the law enforcement and the prevention of contribution evasion, fraud and corruption. However this also requires active monitoring by employers, workers and other stakeholders.

27. To play the expected active role in securing good social security governance, all workers and employers need to be aware of, and understand, existing social security provisions and emerging challenges. Member States should consider including basic knowledge about social security in the education and training curricula at different levels of the national education systems. Employers' and workers' organizations have to build significant capacity to be able to share the social security knowledge with their members as well as to actively participate in social dialogue on social security policies and in monitoring and supervision of social security schemes.

The role of ILO standards

28. The up-to-date¹⁵ ILO social security standards, and in particular Convention No. 102, provide a unique set of minimum standards for national social security systems that are internationally accepted. They set out principles that guide the design, financing, governance and monitoring of national social security systems. Convention No. 102 continues to serve as a benchmark and reference in the gradual development of comprehensive social security coverage at the national level. Several member States currently implementing successful and innovative social security extension policies have recently ratified Convention No. 102 and others have indicated their intention to do so.

29. Increasing ratification and effective implementation of Convention No. 102 and other social security Conventions remain a key priority for member States. It is therefore essential to raise awareness and understanding of ILO social security standards, to identify gaps in coverage that still may prevent further ratifications, and to design policies that



may close these gaps. In particular, this should also include the dissemination of information on the requirements concerning implementation of these instruments and devote special efforts to capacity building and the training of the social partners, and thus to strengthening the role of social dialogue in the implementation of standards.

30. As also noted in the outcome of the discussion on the General Survey of 2011 on social security by the Committee on the Application of Standards, the language of certain provisions of Convention No. 102 is often interpreted as gender-biased. There is a need for a pragmatic solution that would enable its interpretation in a gender-responsive way without revising the instrument itself or weakening the prescribed levels of protection and population coverage. This may facilitate further ratifications by a number of member States.

31. In view of the renewed support for the provision of at least a basic level of social security through establishing Social Protection Floors, there is a need for a Recommendation complementing the existing standards that would provide flexible but meaningful guidance to member States in building Social Protection Floors within comprehensive social security systems tailored to national circumstances and levels of development. Such a Recommendation should be promotional, gender-responsive and allow for flexible implementation to be applied by all member States using different methods and according to their own needs, resources and their time frame for progressive implementation. Elements of a possible Recommendation on Social Protection Floors are outlined in the appendix to these conclusions.

The role of governments and social partners

32. Governments have the primary responsibility for ensuring effective access to social security to all. Effective social dialogue processes play a key role in contributing to the formulation, implementation and monitoring of social security policies and ensuring good governance of national social security systems.

33. Governments of member States should consider and/or undertake the following:

- (a) fully assuming their responsibility for social security by providing an appropriate policy, legal and institutional framework, effec-



- tive governance and management mechanisms, including a legal framework to secure and protect the private individual information contained in their social security data systems;
- (b) fostering coherence of social security policies with employment, macroeconomic, and other social policies within a decent work framework, particularly with respect to promoting the progressive formalization of employment and providing support for productive employment;
 - (c) the development of a national two-dimensional social security extension strategy, through a social dialogue-based consultation process, that identifies gaps in the desired levels of social security and seeks to close those gaps in a coordinated and planned manner over a period of time with a view to developing national Social Protection Floors and building comprehensive social security systems;
 - (d) ensuring that social security policies take account of changing roles of women and men with respect to employment and care responsibilities, promote gender equality, provide maternity protection and support the empowerment of women through measures to ensure equitable outcomes for women;
 - (e) ensuring that social security policies address the needs of women, men and children during all stages of the life cycle and in both urban and rural areas, and the specific needs of vulnerable groups, including indigenous people, minorities, migrant workers, people with disabilities, people living with HIV and AIDS, orphans and vulnerable children;
 - (f) strengthening labour and social security inspection systems to improve compliance with social security and occupational safety and health legislation and strengthen the preventive potential of the latter through the promotion of a health and safety culture;
 - (g) concluding bilateral, regional or multilateral agreements to provide equality of treatment in respect of social security, as well as access to and preservation and/or portability of social security entitlements, to migrant workers to be covered by such agreements;
 - (h) ensuring the financial, fiscal and economic sustainability of social security systems through appropriate policies and different financing mechanisms, developed in consultation with or by social partners as appropriate;



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- (i) balancing, with the participation of social partners, the economic and social adequacy in public and private social security schemes in the longer term;
 - (j) engaging with social partners and promoting effective social dialogue to define the most appropriate national social security policies and time frames for their progressive implementation;
 - (k) giving full effect to the provisions of Convention No. 102 and other up-to-date ILO social security Conventions, and undertaking measures to ratify these Conventions;
 - (l) contributing to exchange of information, experiences and expertise on social security policies and practices among member States and with the ILO.

34. Employers' and workers' organizations should consider and/or undertake the following:

- (a) raising awareness and building public support for social security among their members and the wider public, including on ILO social security standards;
- (b) actively participating in social dialogue processes aiming at the design, implementation and monitoring of national social security strategies and policies, with a view to responding to the evolving needs and capacities of workers and enterprises;
- (c) contributing to the development of innovative solutions including those which might address economic shocks, structural changes and sustainability including through collective bargaining;
- (d) participating in policy dialogue aimed at the establishment of national Social Protection Floors;
- (e) jointly developing initiatives to support the transition to formal employment and formal enterprises;
- (f) supporting the development of standards of good performance and accountability for effective and efficient and sustainable operation of the overall national social security systems;
- (g) actively participating in the governance of social security institutions in order to ensure the effective representation of protected persons and tax payers and contributors;



- (h) assisting workers and employers in their interactions with social security institutions, ensuring due contribution collection and provision of benefits;
- (i) collaborating with the Government and the ILO in promoting the ratification and effective implementation of Convention No. 102.

The role of the ILO and follow-up

35. The Conference calls upon the International Labour Office in the context of the Global Campaign on Social Security and Coverage for All to:

- (a) assist member States, including through Decent Work Country Programmes and appropriate technical advisory services, to support the design and implementation of national two-dimensional strategies to extend social security coverage, including national Social Protection Floors, in the wider context of comprehensive national social and economic policy frameworks;
- (b) assist member States in designing and improving the governance, management and effective delivery systems of social security schemes, and to evaluate regularly the impact, viability and sustainability of social security policies;
- (c) further strengthen member States' capacities to design, implement and monitor social security systems that are responsive to challenges including changing demographic trends and migration and assuring their proper functioning;
- (d) support the establishment of bilateral and multilateral agreements to provide social security to migrant workers and their families;
- (e) strengthen the ILO's leading role in the promotion of the Social Protection Floor at both the international and national level with the participation of constituents and in partnership with other international organizations;
- (f) support the development of macroeconomic frameworks and policies, including activation measures, which are conducive to the creation of quality employment and sustainable and effective social security systems;
- (g) support member States in formulating and implementing, in consultation with employers' and workers' organizations, national poli-



cies aimed at facilitating progressive transition from the informal to the formal economy;

- (h) promote, at the national and international level, social dialogue and the role of social partners in the design, governance and implementation of comprehensive and sustainable social security for all;
- (i) devote special efforts to capacity building and the training of the social partners on ILO social security standards, thus strengthening the role of social dialogue in ways the standards are implemented;
- (j) strengthen the capacities of social partners to engage in policy dialogue, and social security governance at the national level through the further development of appropriate training programmes, technical assistance and other means;
- (k) expand the assistance to constituents in enhancing awareness and understanding of ILO social security standards and their implementation, designing policies to overcome obstacles to ratification and undertaking innovative initiatives for promoting up-to-date ILO Conventions on social security, notably Convention No. 102;
- (l) develop in cooperation with ILO constituents a social security good practices guide that provides member States with practical guidance and benchmarks to evaluate and enhance their national social protection provisions, including general and financial social security management, benefit design and good governance;
- (m) strengthen the International Labour Office's research capacities, particularly with regard to analyzing national social security policies and practices, developing tools for the assessment of performance, and producing reliable statistics, and ensuring its high quality and visibility with the view to helping governments and social partners make informed decisions;
- (n) facilitate the exchange of experiences and good practices, the transfer of knowledge and by mutual agreement, the transfer of technologies among member States including the promotion of South-South and triangular exchange of experiences and expertise;
- (o) facilitate the implementation of the ILO's mandate on social protection by improving international policy coherence, effectiveness and efficiency including by coordinating its programmes and activities and deepening the collaboration with the UN system, the IMF, the World Bank, regional development banks, the OECD, the European



Commission and other regional organizations, the ISSA and civil society organizations. This collaboration is crucial at national level through country-led initiatives;

- (p) strengthen cooperation with ISSA and other national and international social security associations, and their member organizations, with regard to sharing information and mobilizing expertise to support the ILO's technical operations;
- (q) proactively and consistently mainstream gender in all the above activities in order to promote gender equality.

36. The Conference requests the Director-General to take into account these conclusions in preparing future programme and budget proposals and facilitating extra-budgetary sources, including Regular Budget Supplementary Accounts.

37. The Conference invites the Governing Body to place the discussion on the possible Recommendation mentioned in paragraph 31 on the agenda of the 101st Session of the International Labour Conference in 2012.

38. The Conference invites the Governing Body to consider, in light of the resolution concerning gender equality and the use of language in legal texts of the ILO, the question of gender-sensitive language in ILO social security standards and report to the Conference at a later session.

39. The Conference requests the Director-General to prepare a plan of action for the implementation of the other recommendations of these conclusions and of the outcome of the discussions of the Committee of the Applications of Standards, and requests the Governing Body to consider that plan in its 312th Session in November 2011.

13. From ILO: *Provisional Record*, op. cit., No. 24, p. 66. Available at: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_162049.pdf.

14. Ibid. pp. 67–78.

15. The ILO social security standards considered up to date by the ILO Governing Body are: the Social Security (Minimum Standards) Convention, 1952 (No. 102); the Equality of Treatment (Social Security) Convention, 1962 (No. 118); the Employment Injury Benefits Convention, 1964 [Schedule I amended in 1980] (No. 121); the Invalidity, Old-Age and Survivors' Benefits Convention, 1967 (No. 128); the Medical Care and Sickness Benefits Convention, 1969 (No. 130); the Maintenance of Social Security Rights Convention, 1982 (No. 157); the Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168); and the Maternity Protection Convention, 2000 (No. 183).



Appendix

Elements of a possible Recommendation on Social Protection Floors¹⁶

1. General context

A1. Everyone as a member of society has the right to social security as stated in the Universal Declaration of Human Rights, Article 22. Social security is a social and economic necessity, a prerequisite of social and economic development, and an element of Decent Work for all women and men. It can make a major contribution to the achievement of the Millennium Development Goals and targets.

2. Objective

A2. The Recommendation would focus on the extension of coverage to wider groups of the population (horizontal extension of coverage), and thereby supporting the implementation of national Social Protection Floors. With respect to progressively ensuring higher levels of protection (vertical extension of coverage), the Recommendation would encourage member States to ratify and those that have ratified to ensure the effective implementation of the Social Security (Minimum Standards) Convention, 1952 (No. 102) and other up-to-date ILO social security Conventions.

A3. The objective of the Recommendation would be to provide guidance to member States to develop a social security extension strategy compatible with, and supportive of, wider national social, economic and employment policy strategies and seek in particular to contribute to poverty reduction and the formalization of informal employment.

3. Principles for the implementation

A4. The extension of social security should be country-led and responsive to national needs, priorities and resources. In order to support member States in this task, the Recommendation would specify a number of principles for the design and implementation of national social security extension strategies in line with the conclusions of this Committee.



4. Scope of the instrument

A5. The Recommendation should encourage member States to design, through an effective national social dialogue process, a social security strategy that identifies gaps in the achievement of nationally pursued levels of protection and seeks to close those gaps and build a comprehensive social security system in a coordinated and planned manner over a period of time giving due regard to the workers in the informal economy.

A6. The horizontal dimension of the social security extension strategy should prioritize the implementation of a national Social Protection Floor, consisting of four basic social security guarantees, i.e. nationally-defined minimum levels of income security during childhood, working age and old age, as well as affordable access to essential health care. These guarantees set the minimum levels of protection that all members of a society should be entitled to in case of need. Focusing on outcomes achieved, these guarantees do not prescribe specific forms of benefits, financing mechanisms or the organization of benefit delivery.

A7. The Recommendation could encourage member States to close coverage gaps of populations with contributory capacity through contributory schemes. It would encourage member States to ratify up-to-date ILO social security Conventions as early as possible in national social and economic development processes, and to ensure their effective implementation.

A8. The Recommendation should encourage member States to establish appropriate mechanisms to monitor the extension of social security and the implementation of their national basic social security guarantees. It could also invite member States to establish mechanisms, based on effective national social dialogue, to further extend social security coverage on the basis of Convention No. 102 and other up-to-date Conventions and build comprehensive social security systems in line with national social needs, and economic and fiscal capacities.

16. ILO: International Labour Conference, *Provisional Record*, No. 24, p. 78.



PART II

Recommendation concerning national floors of social protection (Social Protection Floors Recommendation), 2012 (No. 202)¹⁷

INTERNATIONAL LABOUR CONFERENCE

Recommendation 202

RECOMMENDATION CONCERNING NATIONAL FLOORS OF SOCIAL PROTECTION

The General Conference of the International Labour Organization,
Having been convened at Geneva by the Governing Body of the
International Labour Office, and having met in its 101st Session
on 30 May 2012, and

Reaffirming that the right to social security is a human right, and

Acknowledging that the right to social security is, along with promoting
employment, an economic and social necessity for development
and progress, and

Recognizing that social security is an important tool to prevent and
reduce poverty, inequality, social exclusion and social insecurity,
to promote equal opportunity and gender and racial equality, and
to support the transition from informal to formal employment, and

Considering that social security is an investment in people that
empowers them to adjust to changes in the economy and in the
labour market, and that social security systems act as automatic
social and economic stabilizers, help stimulate aggregate demand
in times of crisis and beyond, and help support a transition to a
more sustainable economy, and

Considering that the prioritization of policies aimed at sustainable
long-term growth associated with social inclusion helps overcome



extreme poverty and reduces social inequalities and differences within and among regions, and

Recognizing that the transition to formal employment and the establishment of sustainable social security systems are mutually supportive, and

Recalling that the Declaration of Philadelphia recognizes the solemn obligation of the International Labour Organization to contribute to “achiev[ing] ... the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care”, and

Considering the Universal Declaration of Human Rights, in particular Articles 22 and 25, and the International Covenant on Economic, Social and Cultural Rights, in particular Articles 9, 11 and 12, and

Considering also ILO social security standards, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102), the Income Security Recommendation, 1944 (No. 67), and the Medical Care Recommendation, 1944 (No. 69), and noting that these standards are of continuing relevance and continue to be important references for social security systems, and

Recalling that the ILO Declaration on Social Justice for a Fair Globalization recognizes that “the commitments and efforts of Members and the Organization to implement the ILO’s constitutional mandate, including through international labour standards, and to place full and productive employment and decent work at the centre of economic and social policies, should be based on ... (ii) developing and enhancing measures of social protection ... which are sustainable and adapted to national circumstances, including ... the extension of social security to all”, and

Considering the resolution and Conclusions concerning the recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 100th Session (2011), which recognize the need for a Recommendation complementing existing ILO social security standards and providing guidance to Members in building social protection floors tailored to national circumstances and levels of development, as part of comprehensive social security systems, and



Having decided upon the adoption of certain proposals with regard to social protection floors, which are the subject of the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation;

adopts this fourteenth day of June of the year two thousand and twelve the following Recommendation, which may be cited as the Social Protection Floors Recommendation, 2012.

I. OBJECTIVES, SCOPE AND PRINCIPLES

1. This Recommendation provides guidance to Members to:

- (a) establish and maintain, as applicable, social protection floors as a fundamental element of their national social security systems; and
- (b) implement social protection floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards.

2. For the purpose of this Recommendation, social protection floors are nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion.

3. Recognizing the overall and primary responsibility of the State in giving effect to this Recommendation, Members should apply the following principles:

- (a) universality of protection, based on social solidarity;
- (b) entitlement to benefits prescribed by national law;
- (c) adequacy and predictability of benefits;
- (d) non-discrimination, gender equality and responsiveness to special needs;
- (e) social inclusion, including of persons in the informal economy;
- (f) respect for the rights and dignity of people covered by the social security guarantees;



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- (g) progressive realization, including by setting targets and time frames;
 - (h) solidarity in financing while seeking to achieve an optimal balance between the responsibilities and interests among those who finance and benefit from social security schemes;
 - (i) consideration of diversity of methods and approaches, including of financing mechanisms and delivery systems;
 - (j) transparent, accountable and sound financial management and administration;
 - (k) financial, fiscal and economic sustainability with due regard to social justice and equity;
 - (l) coherence with social, economic and employment policies;
 - (m) coherence across institutions responsible for delivery of social protection;
 - (n) high-quality public services that enhance the delivery of social security systems;
 - (o) efficiency and accessibility of complaint and appeal procedures;
 - (p) regular monitoring of implementation, and periodic evaluation;
 - (q) full respect for collective bargaining and freedom of association for all workers; and
 - (r) tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.

II. NATIONAL SOCIAL PROTECTION FLOORS

4. Members should, in accordance with national circumstances, establish as quickly as possible and maintain their social protection floors comprising basic social security guarantees. The guarantees should ensure at a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services defined as necessary at the national level.

5. The social protection floors referred to in Paragraph 4 should comprise at least the following basic social security guarantees:



- (a) access to a nationally defined set of goods and services, constituting essential health care, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality;
- (b) basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services;
- (c) basic income security, at least at a nationally defined minimum level, for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and
- (d) basic income security, at least at a nationally defined minimum level, for older persons.

6. Subject to their existing international obligations, Members should provide the basic social security guarantees referred to in this Recommendation to at least all residents and children, as defined in national laws and regulations.

7. Basic social security guarantees should be established by law. National laws and regulations should specify the range, qualifying conditions and levels of the benefits giving effect to these guarantees. Impartial, transparent, effective, simple, rapid, accessible and inexpensive complaint and appeal procedures should also be specified. Access to complaint and appeal procedures should be free of charge to the applicant. Systems should be in place that enhance compliance with national legal frameworks.

8. When defining the basic social security guarantees, Members should give due consideration to the following:

- (a) persons in need of health care should not face hardship and an increased risk of poverty due to the financial consequences of accessing essential health care. Free prenatal and postnatal medical care for the most vulnerable should also be considered;
- (b) basic income security should allow life in dignity. Nationally defined minimum levels of income may correspond to the monetary value of a set of necessary goods and services, national poverty lines, income thresholds for social assistance or other comparable thresholds established by national law or practice, and may take into account regional differences;



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- (c) the levels of basic social security guarantees should be regularly reviewed through a transparent procedure that is established by national laws, regulations or practice, as appropriate; and
 - (d) in regard to the establishment and review of the levels of these guarantees, tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned, should be ensured.

9. (1) In providing the basic social security guarantees, Members should consider different approaches with a view to implementing the most effective and efficient combination of benefits and schemes in the national context.

(2) Benefits may include child and family benefits, sickness and health-care benefits, maternity benefits, disability benefits, old-age benefits, survivors' benefits, unemployment benefits and employment guarantees, and employment injury benefits as well as any other social benefits in cash or in kind.

(3) Schemes providing such benefits may include universal benefit schemes, social insurance schemes, social assistance schemes, negative income tax schemes, public employment schemes and employment support schemes.

10. In designing and implementing national social protection floors, Members should:

- (a) combine preventive, promotional and active measures, benefits and social services;
- (b) promote productive economic activity and formal employment through considering policies that include public procurement, government credit provisions, labour inspection, labour market policies and tax incentives, and that promote education, vocational training, productive skills and employability; and
- (c) ensure coordination with other policies that enhance formal employment, income generation, education, literacy, vocational training, skills and employability, that reduce precariousness, and that promote secure work, entrepreneurship and sustainable enterprises within a decent work framework.



11. (1) Members should consider using a variety of different methods to mobilize the necessary resources to ensure financial, fiscal and economic sustainability of national social protection floors, taking into account the contributory capacities of different population groups. Such methods may include, individually or in combination, effective enforcement of tax and contribution obligations, reprioritizing expenditure, or a broader and sufficiently progressive revenue base.

(2) In applying such methods, Members should consider the need to implement measures to prevent fraud, tax evasion and non-payment of contributions.

12. National social protection floors should be financed by national resources. Members whose economic and fiscal capacities are insufficient to implement the guarantees may seek international cooperation and support that complement their own efforts.

III. NATIONAL STRATEGIES FOR THE EXTENSION OF SOCIAL SECURITY

13. (1) Members should formulate and implement national social security extension strategies, based on national consultations through effective social dialogue and social participation. National strategies should:

- (a) prioritize the implementation of social protection floors as a starting point for countries that do not have a minimum level of social security guarantees, and as a fundamental element of their national social security systems; and
- (b) seek to provide higher levels of protection to as many people as possible, reflecting economic and fiscal capacities of Members, and as soon as possible.

(2) For this purpose, Members should progressively build and maintain comprehensive and adequate social security systems coherent with national policy objectives and seek to coordinate social security policies with other public policies.

14. When formulating and implementing national social security extension strategies, Members should:

- (a) set objectives reflecting national priorities;



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- (b) identify gaps in, and barriers to, protection;
 - (c) seek to close gaps in protection through appropriate and effectively coordinated schemes, whether contributory or non-contributory, or both, including through the extension of existing contributory schemes to all concerned persons with contributory capacity;
 - (d) complement social security with active labour market policies, including vocational training or other measures, as appropriate;
 - (e) specify financial requirements and resources as well as the time frame and sequencing for the progressive achievement of the objectives; and
 - (f) raise awareness about their social protection floors and their extension strategies, and undertake information programmes, including through social dialogue.

15. Social security extension strategies should apply to persons both in the formal and informal economy and support the growth of formal employment and the reduction of informality, and should be consistent with, and conducive to, the implementation of the social, economic and environmental development plans of Members.

16. Social security extension strategies should ensure support for disadvantaged groups and people with special needs.

17. When building comprehensive social security systems reflecting national objectives, priorities and economic and fiscal capacities, Members should aim to achieve the range and levels of benefits set out in the Social Security (Minimum Standards) Convention, 1952 (No. 102), or in other ILO social security Conventions and Recommendations setting out more advanced standards.

18. Members should consider ratifying, as early as national circumstances allow, the Social Security (Minimum Standards) Convention, 1952 (No. 102). Furthermore, Members should consider ratifying, or giving effect to, as applicable, other ILO social security Conventions and Recommendations setting out more advanced standards.

IV. MONITORING

19. Members should monitor progress in implementing social protection floors and achieving other objectives of national social



security extension strategies through appropriate nationally defined mechanisms, including tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.

20. Members should regularly convene national consultations to assess progress and discuss policies for the further horizontal and vertical extension of social security.

21. For the purpose of Paragraph 19, Members should regularly collect, compile, analyse and publish an appropriate range of social security data, statistics and indicators, disaggregated, in particular, by gender.

22. In developing or revising the concepts, definitions and methodology used in the production of social security data, statistics and indicators, Members should take into consideration relevant guidance provided by the International Labour Organization, in particular, as appropriate, the resolution concerning the development of social security statistics adopted by the Ninth International Conference of Labour Statisticians.

23. Members should establish a legal framework to secure and protect private individual information contained in their social security data systems.

24. (1) Members are encouraged to exchange information, experiences and expertise on social security strategies, policies and practices among themselves and with the International Labour Office.

(2) In implementing this Recommendation, Members may seek technical assistance from the International Labour Organization and other relevant international organizations in accordance with their respective mandates.

17. Available at: <http://www.ilo.org/dyn/normlex/en>.



PART III

Resolution concerning efforts to make social protection floors a national reality worldwide¹⁸

The General Conference of the International Labour Organization,
meeting at its 101st Session, 2012,

Having adopted the Social Protection Floors Recommendation, 2012,

Recognizing the crucial role of social protection in social and economic
development and notably in combating poverty, vulnerability, social
exclusion and realizing decent work for all,

1. Invites governments, employers and workers jointly to give full
effect to the Social Protection Floors Recommendation as soon as
national circumstances permit;

2. Invites the Governing Body of the International Labour Office to
request the Director-General to implement, subject to the availability
of resources, cost-effective measures aimed at:

- (a) promoting, through appropriate awareness-raising initiatives, the
widespread implementation of the Recommendation;
- (b) building the capacity of governments and employers' and workers'
organizations to enable them to design, implement, monitor and
evaluate national social protection floor policies and programmes;
- (c) supporting governments and employers' and workers' organiza-
tions in their efforts to implement national social protection floors
through:
 - the facilitation of sharing of knowledge, information and good
practices on social protection among Members; and
 - technical cooperation and advice;
- (d) supporting national dialogue processes on the design and imple-
mentation of national social protection floors; and
- (e) intensifying cooperation and coordination of support to Members
with other relevant international organizations and employers' and



workers' organizations, as well as with other relevant and representative organizations of persons concerned, for the development of national social protection strategies.

18. From ILO: *Provisional Record* (Geneva, 2012), No. 14: Report of the Committee on the Social Protection Floor, p. 108. Available at: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_182950.pdf.



ANNEXES



ANNEX I

What constituents say: Extracts from speeches, 101st Session of the International Labour Conference, 2012¹⁹

Mr Trevor Kaunda (Government member, Zambia)

(...) Over the last decade, there has been growing awareness about the social insecurity faced by the majority of the world's population and the dramatic consequences for people lacking access to even essential health care and basic income security. This awareness in many countries was converted into action through the implementation of policies and programmes that constitute social protection floors covering all those in need.

In the ILO, at the last session of the 2011 International Labour Conference, we reached a consensus on the need to supplement existing international social security standards with a new instrument guiding all member States in their efforts to establish social protection floors. The Committee did its utmost to respond to the expectations of the ILO's constituents and society at large. The Committee was thus entrusted with a formidable task. I believe that we can all be proud, both of the result we have achieved and of how we achieved it.

“Recognition of the need to establish guaranteed minimum levels of social security through national social protection floors is vital for inclusive development.” Mr John Kiyong’a Munyes (Minister of Labour, Kenya)

“We, the Employers, believe that it is one of the most important contributions made in this area since this Recommendation recognizes and attempts to tackle the challenges it identifies, through efficient and transparent governance and adequate funding.” Mr Héctor Humeres (Employer, Chile)

We succeeded in discussing and adopting the text of the proposed Recommendation. This was a very ambitious task, considering that we were asked to do this in only one year. It was not a simple task to reach a balance between the necessary minimum protection and flexibility



in its implementation. Equally challenging at times was agreeing on wording that could accommodate the various legal regimes, national practices and social and economic circumstances across the world. No matter how challenging, the Committee has worked in a very constructive and engaged manner. It has shown firm determination to reach consensus and to fulfil the task that it was entrusted with to develop a robust instrument which provides meaningful guidance for countries in building social protection floors, guaranteeing access to essential health care and income security to all in need, within comprehensive social security systems tailored to national circumstances and levels of development. (...)

The objective of this proposed Recommendation is to provide guidance to members in establishing and maintaining social protection floors as the fundamental element of their comprehensive social security systems, and in developing extension strategies that progressively ensure higher levels of social security to as many people as possible and as soon as possible, reflecting national objectives, economic and fiscal capacities and guided by ILO social security standards.

Social protection floors are understood as nationally defined sets of basic social security guarantees aimed at preventing or alleviating poverty, vulnerability and social exclusion, and ensuring at a minimum that over the life cycle all in need have access to essential health care and basic income security. Such guarantees should be established by law and be provided to, at least, all residents and children.

“The Mongolian Government supports the ILO’s commitment to adopt a Recommendation on the social protection floor aimed at ensuring social protection, alleviating and preventing poverty and social exclusion at the national level.” **Mr Urgamal Byambasuren (State Secretary, Ministry of Social Welfare and Labour, Mongolia).**

“This Recommendation emphasizes the principles of universality of protection based on social solidarity and calls for a broader and sufficiently progressive tax base to ensure that protection can be extended to the poor. This will also support the transition from low productive informal activities to formal employment. No sustainable economic development is positive without investing in people, their education, their health, and income security.” **Mr Robert Mkwezalamba (Worker, Malawi)**



The proposed Recommendation recognizes the overall and primary responsibility of the State in giving effect to its provisions and sets a number of principles to be applied by Members in doing so.

The progress of national extension strategies should be monitored in the nationally defined mechanisms, which should also include regular national consultations. (...)

Mr Kris de Meester (Employer member, Belgium)

(...) We recognize that this proposed Recommendation is only one piece of the tapestry that makes up the whole picture of the ILO's work on social protection. There is much other research, information and technical support in this area, and this will be even more necessary to assist member States in the future in applying the guidance that is provided in the proposed Recommendation. Employers believe, however, that this Recommendation is one of the most important contributions to the ILO's work on social protection because it recognizes and addresses the challenges presented for many member States in ratifying other standards.

“Those who look only to the past or present are certain to miss the future”; words from John F. Kennedy. With this Recommendation we are looking at the future. It aims to present a pragmatic solution to address the different needs of countries and their differing current positions in social protection provisions. It puts the responsibility for choosing provisions and the means of supplying them clearly at the national level. It stresses that the systems are robust, accountable and well-managed. At the same time, it identifies those essential, life-sustaining necessities while still allowing nations the flexibility to adapt them to their own circumstances. It aligns with broader UN aspirations to deliver on the Millennium Development Goals.

Progress above and beyond the social protection floors can also be adapted to national circumstances so some can take a staircase and others can take an express lift, a high speed elevator to the next stages of social protection provisions. In the great spirit of tripartite cooperation that is the particular hallmark of the way the ILO works, the Employers of course support the text as it now stands and commend it to the Conference and to fellow employers around the world.



We are well-focused as a Committee because we have a common and noble purpose to help make life better for those most in need. The Employers' motives partly stem from our belief that social security is an investment in people that empowers them to adjust to changes in the economy and in the labour market. The Recommendation promotes productive economic activity, vocational training, productive skills and employability. These are indispensable elements to nurture sustainable enterprises and to create an environment wherein businesses can thrive and promote entrepreneurship.

We are also particularly pleased that employers' organizations, along with others, will be involved at a national level in the design and resourcing of the social protection floors, in the arrangements for the extension of their scope and coverage, the extension part, and in the monitoring and evaluation arrangements. It is important that representatives of those who are a part of the solution are involved in the system. They will help to ensure that what is put in place is appropriate and sustainable. But it is a consensus text and we know that we cannot all get what we want all the time so there are a few areas, in our view, where consensus has slightly detracted from good sense.

Of course social security is a human right but it has to be supported by personal responsibilities. Repeated reference to standards that are unratifiable by many countries does not make them easier to ratify. When budget and resources are limited, the principle of universality of social protection provisions can confuse priorities for the most needy. We also prefer not to include industrial relations matters in this social protection instrument, but this is only a short list, a little list and I am sure that my Employer colleagues can get over these challenges. Employers firmly believe that the good intentions of the text far outweigh the elements of concern. You can be assured that the Employers' organizations will play their part in helping to make a success of the aims behind this instrument. In fact we are proud of being part of a measure that could make a real difference to the lives of people who need support.

We will work with governments and others at the national level to help deliver on the commitments we have crafted over the past couple of weeks. We will provide assistance and share experience where we can. (...)



“For us, it is the first major step towards making social security truly universal. Whether as the initial elements of social security where none yet exists or as an extension of existing mechanisms, social protection must be regarded as an instrument of dignity and respect for human beings.” **Mr Carlos Brizola Neto (Minister for Labour and Employment, Brazil)**

“The crisis is still under way, and has shown that countries that have solid social protection have withstood the crisis better than others. Investing in social protection is therefore a way of better arming oneself against the crisis.” **Ms Monica De Coninck (Minister of Employment, Belgium)**

“It goes without saying that the extension of coverage is made possible by this very important instrument, thanks to the progressive and flexible nature of its full application, as set forth in the Recommendation.” **Mr Walter Ariel Ferrari (Worker, Uruguay)**

Ms Helen Kelly (Worker member, New Zealand)

(...) The proposed Recommendation No. 202 sends a clear and bold message: there shall be a social protection floor with essential guarantees for health care and basic income security in all countries, based on the principles of universality and solidarity.

It is high time to make decisive progress and to provide at least basic social security to all women, men and children, and it will make a fundamental difference to the lives of billions of people.

After decades of economic growth, the world has long passed the question of affordability. The world is rich enough to provide social protection floors to all. In most countries, lack of resources is not the main problem: it is rather a question of distribution. Those countries that genuinely lack the necessary resources should and, may I say, must get international support to start and build their social protection floors.

The proposed Recommendation No. 202 sets out the principles and provides the guidance for building social protection floors as part of national social security policies. What is needed now is the political will to move forward rapidly, to collect the necessary taxes and revenues, to create a transparent, efficient and accountable social security administration and to build social security, not only for the people, but with the people.



“Social protection should be strengthened and countries should be encouraged to establish social protection floors that are consistent with their own national realities so as to achieve the goal of basic social protection for all.” Mr Xiaochu Wang (Vice-Minister, Ministry of Human Resources and Social Security, China)

The new Recommendation assigns overall and primary responsibility for its implementation to the State. This is not an ideological statement, but a practical one: experience shows that it is impossible to cover the poor, children and the elderly comprehensively through voluntary schemes or through private insurance. Solidarity with the poor, the vulnerable and the disadvantaged requires decisive policies by the State, otherwise it will not work.

The proposed Recommendation defines social protection floors as the basis for and the stepping stone towards comprehensive social security systems. It underlines the relevance of the Social Security (Minimum Standards) Convention, 1952 (No. 102), and other ILO instruments for building social security systems. Indeed, our deliberations over the last two years have forced us to take a fresh look at those existing social security Conventions, and articles 17 and 18 of the proposed Recommendation reaffirm both the consensus of the Committee that they are up to date and relevant and its call on member States to consider ratifying Convention No. 102 as early as national circumstances allow.

The call for social protection floors is a call for just that – a floor – and it would be a total misrepresentation of our collective intentions to interpret the floor as a ceiling. We can see how the current crisis is being used to undermine long-established social security provisions. Lowering social security provisions towards the floor goes against the intention and the spirit of this proposed Recommendation.

We had an interesting and constructive debate in the Committee. The final draft was unanimously agreed, and we also agreed that this proposed Recommendation is not exclusively owned by governments, employers and workers – it is an open invitation to all relevant and representative organizations of people concerned to join efforts and to build good social security systems for all. We also invite other international organizations to use the proposed Recommendation in their work.



“In this context of crisis it is important for the Conference to adopt the proposed Recommendation concerning the social protection floor.”
Mr Nicolas Schmit (Minister of Labour, Employment and Immigration, Luxembourg)

Social security needs consensus and the broadest possible political support in societies. This support is impossible when governments and employers deny workers their basic rights to associate freely and to bargain collectively. This is an issue of democracy and of human rights, but it is also an issue of economic sustainability. Representation of the poor and collective bargaining are essential for fair income distribution. Widespread collective bargaining coverage is the best way to ensure adequate wage levels that enable workers to contribute to social protection systems.

We had trouble establishing this point in the proposed Recommendation. We do not want to think that the willingness to agree to the proposed Recommendation concerning national floors of social protection is because some think about it as a provision of transfers without giving voice and power to people. People must have a say in their own destiny and must have voice and representation. It is a challenge to this Organization that, at the same time as we adopt the proposed Recommendation, workers struggling for their basic rights were denied the possibility to be heard in the Committee on the Application of Standards.

This proposed Recommendation is an inclusive instrument reaching out to billions of families struggling in the informal economy. Providing basic guarantees to all would be a major step towards protecting workers in the informal economy against the worst forms of exploitation and extreme poverty. It will also support the transition from informal economic activities and precarious work to decent employment.

The proposed Recommendation calls for the rapid realization of floors, for targets and time frames for implementation, and for sufficiently broad and progressive tax revenues to ensure financial sustainability. It also calls for regular national consultations to assess progress.

In line with these provisions of the proposed Recommendation, we call upon governments to convene, as soon as possible, national



consultations to identify the gaps and barriers to the extension of social security and to develop a road map with targets and time frames for progressive implementation. These national consultations should form the baseline to measure political progress. We further suggest that this information be shared with the ILO to provide a global picture about national targets for implementing social protection floors and to progressively build higher levels of protection.

In 2019, we will celebrate the 100th anniversary of the ILO. The best celebration of that anniversary will be hard evidence that the social floor aspiration has become a reality. We suggest that all countries set themselves realistic but ambitious targets for 2019, and we call upon the ILO to provide a comprehensive report in 2019 on the progress made.

Social floors and implementation strategies will differ by country, but all countries, independent of their stage of development, should be committed to the same overall objectives: prioritizing implementation of social protection floors and seeking to provide higher levels of protection to as many people as possible. In 2019, we want to see an ILO assessment of how many millions of people have benefited from the extension of social security that this proposed Recommendation calls for. (...)

“We are confident that this Recommendation is the best format and framework for fighting poverty and adverse consequences of unemployment, and thus achieving the desired Millennium Development Goals.” **Mr Thabo K. C. Makeka (Employer, Lesotho)**

“Indonesia welcomes the standard-setting process of the ILO Recommendation on the social protection floor. This is very timely in light of the process of recovering from the global economic downturn. We have to focus on developing the most viable strategies through coordinated employment and social protection policies, and to lead inclusive recovery and growth for our people.” **Mr Muhaimin Iskandar (Minister of Manpower and Transmigration, Indonesia)**



Mr Jean Feyder (Government member, Luxembourg)

(...) The proposed Recommendation (...) will provide valuable substantial and clear guidance to all member States in their efforts to establish national social protection floors as a fundamental part of their social security systems and beyond that as part of their fight against poverty. This reflects the two-dimensional strategy for the extension of social security adopted last year by the Conference, and takes it to a new level. I think I can say in all modesty that we have proved that we were worthy of the task that we set ourselves last year, which was “to provide flexible but meaningful guidance to member States in building social protection floors within comprehensive social security systems tailored to national circumstances and levels of development”.

The proposed Recommendation fully reflects this mandate. We have prepared this Recommendation within only one year, and that is certainly something we can all be proud of.

Last year the Conference called for the rapid implementation of social protection floors. The proposed Recommendation now clearly defines the scope of national social protection floors. It specifies that national social protection floors are “nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion”. That is precisely what the world needs. National social protection floors ensure that people have access to essential health care particularly in the case of maternity. They also ensure a basic level of income security for children, which translates into access to food, education, care and other goods and services necessary to allow children to grow up in decent conditions. In the same way a basic level of income security should also be guaranteed for older persons as well as working-age adults who are not able to earn a sufficient income.

Furthermore, the Conference made it clear last year that social protection floors should not become ceilings. The proposed Recommendation clearly lays out a framework which will help countries to define their social security extension strategies on the basis of a national dialogue which ensures that these strategies reflect national priorities and are in line with national circumstances. Member States are thus encouraged to move progressively forward towards levels of protection that are in line with the minimum standards set out in Convention No. 102 and other ILO Conventions and Recommendations.



“... this Recommendation is a step forward towards a world of greater social justice and greater fairness.” **Ms Ellen Nygren (Worker, Sweden)**

“The ... Recommendation on the social protection floor is a good example of the ILO responding in a modern and flexible way to new questions that arise in this day and age. ... Member States can build social security protection systems based on national developments, using the technical assistance of the ILO and other relevant international organizations, and in this way build a better future for the millions who need it.” **Mr Lauris Beets (Government delegate, Netherlands)**

The proposed Recommendation provides guidance to Members on this vertical dimension of the extension of social security in the section on national strategies for the extension of social security. The ILO Constitution underlines that universal and lasting peace can be established only if it is based on social justice. The Declaration of Philadelphia takes the notion of social justice even further by stipulating that “all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity”. As members of the Committee and of the Conference we can be proud to take a small but essential step towards achieving this noble objective.

The Committee has prepared an instrument which can contribute to changing the lives of millions of men, women and children in our countries. I am heartened by the experiences shared by Government, Employer, and Worker members of our Committee. They have described the progress already made in their countries towards extending social protection to all. I am also encouraged to note the strong commitment of governments, employers and workers to work jointly towards making universal access to social protection a reality everywhere, to ensure that children are well fed and can go to school, that people can access essential health care without fearing that their health bills will push them and their families into poverty and to ensure that older people receive a pension at the end of their working lives. This is the fabric that equitable societies and productive economies are made of and that is a guarantee of the social cohesion which is essential for our societies.



“In an international context in which unemployment, poverty and social exclusion persist, truly affecting the most vulnerable, developing social protection floors is fundamental. The ... Recommendation on national social protection floors [is] a timely response to the situation of exclusion that we see today.” **Mr Francisco Domínguez Brito (Minister of Labour, Dominican Republic)**

“The adoption of a Recommendation on the social protection floor is of critical importance. I hope that the new Recommendation can serve in particular the needs of developing countries, as they build their social security systems from their own starting points. As we witnessed during the previous financial crisis, societies with social security buffers re-covered earlier than average.” **Mr Lauri Ihalainen (Minister of Labour, Ministry of Employment and the Economy, Finland)**

The proposed Recommendation will help member States to move towards this objective and to promote the rights and dignity of our peoples and the opportunities which are presented to them. In order to do that, it needs to be transformed from a piece of paper into policies, legislation, institutions, resources and programmes, leading to real change. While our work in this Conference has almost come to an end, our real work has only just begun. We need to go back to our countries and make sure that the outcomes of the Conference are transposed into national policies and legislations which will help to improve the lives of our peoples. (...)

19. The full text of these speeches can be found in ILO, 2012: *Provisional Record*, International Labour Conference, 101st Session, 2012, vols. 16, 21 and 24. Available at: <http://www.ilo.org/ilc/ILCSessions/101stSession/reports/provisional-records/lang-en/index.htm>.



ANNEX II

Contributors

Representing the many individuals who contributed to shaping the ILO's social security strategy over many years, the following list contains the names of Committee members at the 100th and 101st Sessions of the International Labour Conference, who have discussed, drafted and adopted the constituting documents of the ILO's social security strategy in a truly tripartite global effort.

This is to recognize the contribution of those named here, and the many more who are tirelessly working for the extension of social security in their organizations and on the ground, for their contributions to making social security a reality for all.



Committee Members at the 100th and 101st Sessions of the International Labour Conference, 2011 and 2012

Officers of the Committee 2011: *Mr Jean Feyder (Chair, Government member, Luxembourg); Mr Michel Barde (Vice-Chair, Employer member, Switzerland) and Ms Helen Kelly (Vice-Chair, Worker member, New Zealand); Mr James Matiza (Reporter, Government member, Zimbabwe).*

Officers of the Committee 2012: *Mr Jean Feyder (Chair, Government member, Luxembourg); Mr Kris De Meester (Vice-Chair, Employer member, Belgium) and Ms Helen Kelly (Vice-Chair, Worker member, New Zealand); Mr Trevor Kaunda (Reporter, Government member, Zambia).*

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(United Arab Emirates, Government), Mr Ali Ahmed Balkdr (Yemen, Worker), Sr. José Roberto Ballesteros Coca (Plurinational State of Bolivia, Government), M. Jefferson Balossa Moukala (Congo, Worker), M. Karim Bamba (Côte d'Ivoire, Government), Mr Fred Bamwesigye (Uganda, Employer), Ms Stella Banawis (Philippines, Government), Ms Sengdavone Bang Onesengdet (Lao People's Democratic Republic, Employer), Ms Ivana Banković (Serbia, Government), Sr. José Luis Baquedano (Honduras, Worker), Sr. Bruno Baranda (Chile, Government), Sr. Héctor Barba García (Mexico, Worker), Mr Samsuddin Bardan (Malaysia, Employer), M. Michel Barde (Switzerland, Employer), Sra. Adela Barona Sánchez Mejorada (Mexico, Employer), Sr. Julio Barrenechea-Calderón (Peru, Employer), Sr. Cristiano Barreto Zaranza (Brazil, Employer), Ms Joan Barrett (United States, Government), Sr. Hugo Barretto (Uruguay, Government), M. Alcides Barros (Cape Verde, Government), Mr Adil Mohamed Salih Bashir (Sudan, Worker), Mr Laxman Bahadur Basnet (Nepal, Worker), Sr. Roberto Baz (Uruguay, Government), Mr Niklas Beckman (Sweden, Employer), M. Jean Claude Bekale (Gabon, Worker), M. Moise Beke Bihege (Cameroon, Employer), Mr Wim Bel (Netherlands, Government), Mlle Amal Belaid (Morocco, Government), Mr Grant Belchamber (Australia, Worker), Sra. Ana Esperanza Beltrán Blásquez (Spain, Employer), M. Hamza Benakezzouh (Algeria, Government), Ms Monika Benedeková (Slovakia, Worker), Mr Lars Bengtsson (Sweden, Worker), M. El Hachemi Benmouhoub (Algeria, Worker), Sra. María Bennaton (Honduras, Government), Mr Deepak Benyidin (Mauritius, Worker), Mr Toolsyraj Benyidin (Mauritius, Worker), Sra. Elisete Berchiol Da Silva Iwai (Brazil, Government), Mr Robby V. Berenstein (Suriname, Worker), Ms Anna Bergsten (Sweden, Employer), Sr. Jorge Luis Bernis (Paraguay, Government), Mme Yolande Biboussi (Congo, Government), M. Guy Roger Bickai (Gabon, Government), Mr Theng Bieng (Cambodia, Government), Mr Kwaku Osei Bimpong (Ghana, Employer), Mr Ghazi Faisal S. Binzagr (Saudi Arabia, Employer), M. Francesco Biordi (San Marino, Worker), M. Isaac Bissalla (Cameroon, Worker), Mr Audrius Bitinas (Lithuania, Government), Mr Bitso Bitso (Lesotho, Government), Mr Albert Biwa (Namibia, Government), Sr. Freddy José Blandón Argeñal (Nicaragua, Employer), M. Blé David Bli (Côte d'Ivoire, Worker), Mr Rafael Boasman (Netherlands, Government), Sr. Pablo Bobic (Chile, Employer), Ms Ildikó Bodgál (Hungary, Government), Ms Johanna Bögner (Austria, Worker), Sr. Benjamín Bogran (Honduras, Employer), Mr Aliaksandr Boika (Belarus, Worker), M Octavian Bojan (Romania, Employer), Ms Chantana Boon-Arj (Thailand, Government), Ms Nawarat Boonpiam (Thailand, Government), Ms Klara Boonstra (Netherlands, Worker), M. Abderrahmane Boubou (Mauritania, Worker), Mme Nicoles Bouende Née Bongo (Congo, Worker), M. Ali Boufous (Morocco, Employer), Mme Thérèse Boutsen (Belgium, Government), M. Ridha Bouzriba (Tunisia, Worker), Mr Mark Bradley Mathews (Fiji, Employer), M. Ben Seid Brahim (Chad, Worker), Mr Dimiter Brankov (Bulgaria, Employer), Ms Raluca Braun (Germany, Government), Mr Heinrich Brauner (Austria, Employer), Sr. Mariano Brener (Argentina, Government), Sr. Patricio Brickle (Chile, Worker), Mme Cecilia Brighi (Italy, Worker), Sra. Mildred Jeaneth Bu Figueroa (Honduras, Government), Sr. Raúl Búcaro (Guatemala, Government), Mr Gerhard Buczolic (Austria, Government), Mr Agung Rahmat Budiyo (Indonesia, Employer), Mr Yousif Mohamed Buhindi (Qatar, Worker), Ms Akweley Adoley Bulley (Ghana, Employer), Sr. Julio BURGUEÑO



(Uruguay, Worker), Mr Vincent Burnett (Barbados, Government), Mr Alexander Burz (Austria, Employer), Ms Barbara Byers (Canada, Worker), M. Abdoulaye Camara (Guinea, Government), Mr Joerg Capellen (Germany, Government), Mme Silvana Cappuccio (Italy, Worker), Mr Monie R. Captan (Liberia, Employer), Mr Victor Carachi (Malta, Worker), Sr. Octavio Carvajal Bustamante (Mexico, Employer), M. João Osvaldo Carvalho (Cape Verde, Government), Mme Maria Fernanda Carvalho Francisco (Angola, Worker), Sra. Susana Casado García (Mexico, Government), Ms Lucy Cassels (New Zealand, Government), Sra. Laura Castañeda (Guatemala, Employer), Sra. Nuria Castañer Carrasco (Spain, Employer), Ms Maria Grazia Cataldi (Italy, Government), Sra. Ofelia Mabel Cedola (Argentina, Government), Sr. Alberto Carlos Cejas (Argentina, Worker), Mme Estelle Ceulemans (Belgium, Worker), M. Farouk Chahir (Morocco, Worker), Mr Prapas Chaiwatanayon (Thailand, Employer), Mme Andriani Charilogi (Greece, Employer), Mr S. Chatterjee (India, Government), Sr. Witney Chavez Sanchez (Colombia, Worker), Mr Ka Fatt Chen (Malaysia, Worker), Mr Lantong Chen (China, Employer), Mr Wayne Chen (Jamaica, Employer), Mr Duosheng Cheng (China, Employer), Mme Aissata Aidra Cherif (Côte d'Ivoire, Employer), Ms Choong Yeen Chia (Singapore, Government), Mr Harrington Chibanda (Zambia, Employer), Mr Henry Chikova (Zimbabwe, Government), Ms Tendai Chikowore (Zimbabwe, Worker), Sr. Olman Chinchilla (Costa Rica, Worker), Sra. Juana Maria Chireno (Bolivarian Republic of Venezuela, Worker), Mr Kakoma Chivunda (Zambia, Government), Ms Kyung Sun Cho (Republic of Korea, Government), Ms Sun-Kyung Choi (Republic of Korea, Employer), Mr Hugh Christie (Canada, Employer), Ms Christiana Christou (Cyprus, Government), Ms Lay Khim Chua (Singapore, Worker), Mr Zeev Chushinsky (Israel, Worker), Mr Jerzy Ciechanski (Poland, Government), Ms Tanya Cohen (South Africa, Employer), M. Eric Cole (Guinea, Employer), M. Bénogo Conde (Guinea, Employer), Mme Lacramioara Corches (Romania, Government), Ms Wanda Olavo Corrèa D'Azevedo Guimarães (Portugal, Worker), Mr. António Luís Correia (Portugal, Worker), M. Florian Costache (Romania, Employer), Ms Sarah Costelloe (Australia, Government), M. Djimé Coulibaly (Mali, Government), M. Pierre Coutaz (France, Worker), Mr Pablo Alcides Cova (Netherlands, Worker), Mr Andrew Cox (Barbados, Government), Mr Martin Cox (Barbados, Government), Sr. Néstor Abraham Cruz Toruño (Nicaragua, Government), Srta. María Graciela Cuervo Franco (Dominican Republic, Government), Mr Štefan Čulík (Czech Republic, Government), Mlle Dinastela elias Curado (Cape Verde, Employer), Ms Brenda Cuthbert (Jamaica, Employer), Mr Erik Dæhli (Norway, Government), M. Versir Jean Daga (Benin, Government), M. Ringo Damureanu (Romania, Worker), Mr Bojidar Danev (Bulgaria, Employer), Mr Quang Vinh Dao (Viet Nam, Government), Mr Terry Darko (Ghana, Employer), Mr Seyyed Hamzeh Darvari (Islamic Republic of Iran, Employer), Mr Ramadhan K. Dau (United Republic of Tanzania, Employer), Mme Wanda Olavo Corrêa D'Azevedo Guimarães (Portugal, Worker), M. Carlos António De Carvalho (Portugal, Worker), Sr. Gerardo Roberto De La Torre González (Mexico, Government), M. Kris De Meester (Belgium, Employer), Sr. José Ignacio De Mendiguren (Argentina, Employer), Sr. Rafael Souza Campos De Moraes Leme (Brazil, Government), Mme Martina De Paola (Switzerland, Government), Sr. Jorge A. De Regil Gómez (Mexico, Employer), M. Mohamed Aly Dedew (Mauritania, Government), Mr Tavee Deeying (Thailand, Worker), Sr. Eduardo Del Pueyo Pérez (Spain, Employer), Sr. Gabriel



Del Río (Dominican Republic, Worker), M. Eric Delabriere (France, Employer), Sr. Juan Ángel Delgadillo (Paraguay, Government), Ms Iris Dembsher (Austria, Government), Mr Ahmet Tunç Demirtaş (Turkey, Government), Mr Solomon Demisie (Ethiopia, Government), Mr Juvenal Arcanjo Dengo (Mozambique, Government), Sr. Luis Destefani (Chile, Worker), Mr Leslie Shelton Devendra (Sri Lanka, Worker), Mr K. L. Dhingra (India, Employer), M. Kacou Jean Diagou (Côte d'Ivoire, Employer), Mme Kadiatou Diakite (Guinea, Government), M. Alpha Mamadou Ninguélandé Diallo (Guinea, Employer), M. Bréhima Noumousa Diallo (Mali, Government), M. Mamadou Saliou Diallo (Guinea, Worker), M. Yao Igneza Diapena (Togo, Government), Sra. Gabriela Diaz (Costa Rica, Employer), Sr. Frank Díaz (Cuba, Government), Sra. Ruth Díaz (Dominican Republic, Worker), Mr Tom Dibley (New Zealand, Government), Mr Rajiv Dimri (India, Worker), Ms Thi Thu Ha Dinh (Viet Nam, Worker), M. Yaya Diomande (Côte d'Ivoire, Government), Mr Diomides Diomidous (Cyprus, Worker), M. Cheikh Diop (Senegal, Worker), M. Hamidou Diop (Senegal, Employer), M. Mamadou Diouf (Senegal, Worker), M. Adja Francois Djondang (Chad, Worker), M. Adja François Djondang (Chad, Worker), Mme Cécile G. Djukam Fonkwa (Cameroon, Government), Ms Jelisaveta Djuričković-Tuvić (Serbia, Government), Mr Ambrose Dlamini (Swaziland, Employer), Mr Lonkhokhela Dlamini (Swaziland, Government), M. André Dodo Balu Makenka (Democratic Republic of Congo, Employer), Ms Helen R. Doelwijt (Suriname, Employer), Mr Yingshen Dong (China, Government), M. Jacques Donis (Belgium, Government), M. Frantz Dorsainville (Haiti, Government), M. Abdou Dounama (Niger, Government), Mr Ivan Dovganych (Ukraine, Employer), M. C. Christophe Dovonon (Benin, Worker), M. Firozali Dramsi (Comoros, Employer), Mr Flemming Dreesen (Denmark, Employer), Mr Edo Driessen (Netherlands, Government), Mr Lawal Dustinma (Nigeria, Worker), Mr Paul Dzviti (Zimbabwe, Government), M. Jean Mathurin Ebata (Congo, Worker), M. N'Dede Eboule (Côte d'Ivoire, Worker), Sr. Alberto Echavarría (Colombia, Employer), Sr. José Echeandía Sotomayor (Peru, Employer), Sr. Ricardo Andrés Echeverri (Colombia, Government), Sr. Hugo Leon Echeverry Garcia (Colombia, Worker), Sr. Carlos Echezarreta (Argentina, Employer), M. Emmanuel Edon (Benin, Government), Mr Daniel Edralin (Philippines, Worker), Ms Gerd Egede-Nissen (Norway, Employer), M. Abdelkarim El Aziz (Morocco, Worker), M. El Moustapha El Ghazwany (Mauritania, Government), Ms Eman El Nahas (Egypt, Government), Mr Mohamed Helal El Sharkawi (Egypt, Worker), M. Mohammed El Wafy (Morocco, Worker), Mr John Elijah (Papua New Guinea, Employer), M. François Engels (Luxembourg, Employer), Sr. Santiago Enriquez (Ecuador, Government), Mr Nicos Epistithiou (Cyprus, Worker), Mr William Erio (United Republic of Tanzania, Employer), Mr Igor Ermakov (Belarus, Government), Sra. María Luisa Escorel De Moraes (Brazil, Government), Mr John Esiape (Ghana, Worker), Sr. José Maria Esperanza Amaya (El Salvador, Worker), Sr. Jorge Faustino Espinosa López (Mexico, Worker), M. Kamel Essoussi (Tunisia, Government), Sr. Jorge Hernan Estrada Gutierrez (Colombia, Employer), Sr. Juan José Etala (Argentina, Employer), Sr. Pedro Eusse (Bolivarian Republic of Venezuela, Worker), M. Claude Ewen (Luxembourg, Government), Mr Richard Exell (United Kingdom, Worker), Mr Adel Fadel (Egypt, Government), M. Victor Fakeye (Benin, Employer), Mr Mahmoud Abdulla Falamarzy (Qatar, Government), Mme Boutaina Falsi (Morocco, Government), Mme Moussa Farahati (Comoros, Employer), Mr Ahmad



Fawad Farzad (Afghanistan, Worker), Sr. Aurelio Fernández López (Spain, Government), Sr. Ignacio Fernandez Zurita (Spain, Employer), Sr. Walter Ariel Ferrari (Uruguay, Worker), Sr. Lourenço Ferreira Do Prado (Brazil, Worker), Sr. Javier Ferrer Dufol (Spain, Employer), Ms Vesna Filipović - Nikolić (Serbia, Government), Mr Dmytro Firtash (Ukraine, Employer), Sra. Rosa Elena Flerez Gonzalez (Colombia, Worker), Sr. Roberto Flores Bermúdez (Honduras, Government), Sra. Mariela Fogante (Argentina, Government), Ms Liisa Folkersma (Finland, Worker), Mme Leonesa Fortes (Cape Verde, Government), Sr. Andrés Fostik (Uruguay, Employer), Sr. Jaime Frades Pernas (Spain, Worker), Srta. Mónica Francia Taedo (Peru, Government), Mme Maria Francisco F. C. (Angola, Worker), Ms Alexandra Freire (Portugal, Employer), Mr Alexander Frimpong (Ghana, Employer), Sr. Freddy Fritz (Chile, Worker), Mr David Fromayan (Liberia, Employer), Ms Linda Froston (Netherlands, Government), Sr. Daniel Funes De Rioja (Argentina, Employer), Sr. Francisco J. Funtanet Mange (Mexico, Employer), Sr. Alexandre Furlan (Brazil, Employer), Ms Yuko Furukawa (Japan, Worker), Sr. Laurent Gaberell (Plurinational State of Bolivia, Government), Mr Henning Gade (Denmark, Employer), Mr Artūras Gailiūnas (Lithuania, Government), M. Jean Galessamy-Ibombot (Congo, Employer), Sra. Grace Gamboa (Costa Rica, Government), Mr Roel Gans (Netherlands, Government), Sr. Iván Gantes Castillo (Panama, Government), Mr Suzhong Gao (China, Government), M. Seyni Garanké (Niger, Government), Sr. Miguel Ángel García (Spain, Worker), Mr David Garner (Australia, Government), Sr. Rubén Garrido (Argentina, Worker), Sra. Gloria Beatriz Gavía Ramos (Colombia, Government), M. Eric Gazon (Greece, Government), M. Tétévi Gbikpi-Benissan (Togo, Worker), Mr Dennis George (South Africa, Worker), Ms Seema Ghani (Afghanistan, Government), Ms Sussan Gholamrezaei (Islamic Republic of Iran, Government), M. Ghassan Ghosn (Lebanon, Worker), M. Michel Gili (France, Employer), Mr Mduduzi Gina (Swaziland, Worker), Mme Myrto Gkouva (Greece, Government), Ms Monika Gladoch (Poland, Employer), Sra. Maria Aparecida Godoi De Faria (Brazil, Worker), Mme Viviane Goergen (Luxembourg, Worker), M. Atchiladi Gogue (Chad, Government), Ms Ronnie L. Goldberg (United States, Employer), Mr Valerii Golodivskiyi (Ukraine, Employer), Mr João Gomes Esteves (Portugal, Employer), Mr Dmitry Gonchar (Russian Federation, Government), Ms Assia Goneva (Bulgaria, Worker), Sr. Jaime Gonzalez (Dominican Republic, Employer), Sr. Federico González (Paraguay, Government), Sr. Roberto José González Gaitán (Nicaragua, Worker), Mr Keyvan Gorji (Islamic Republic of Iran, Government), Mr Stéphane Goudreault (Canada, Government), Mr Hans-Dieter Grahl (Sweden, Worker), Mr Adam B. Greene (United States, Employer), M. Gilbert Gresenguet (Central African Republic, Employer), Mr Nicos Grigoriou (Cyprus, Worker), Ms Polona Grobelnik (Slovenia, Government), M. Mohamed Gueddouh (Algeria, Government), M. Ismail Guigma (Burkina Faso, Employer), Sr. Christian Guillermet (Costa Rica, Government), M. Mody Guiro (Senegal, Worker), Mr Sibusiso Gumede (South Africa, Worker), Sr. Gerardo Gutiérrez Candiani (Mexico, Employer), Ms Christine Guwatudde Kintu (Uganda, Government), Mr Jan Guz (Poland, Worker), Mr Khalil H.E Alkhanji (Oman, Employer), M. Said Haddid (Algeria, Worker), Mr Azarakhsh Hafizi (Afghanistan, Employer), Mr Abebe Haile (Ethiopia, Government), Mr Volodymyr Halytskyi (Ukraine, Government), Mr Said Hamadeh (Lebanon, Employer), Mr Maqboul Hamid (Oman, Employer), M. Saadeddine Hamidi Sakr (Lebanon, Worker),



Mr Qasim Hammood (Iraq, Worker), Mr Hazmin Hatta Haji Hamzah (Brunei Darussalam, Government), Ms Monica Hanga (Zimbabwe, Government), Mr William Hapipai (Papua New Guinea, Government), Mr David Hargraves (Australia, Employer), Mr Azman Shah Haron (Malaysia, Employer), Mr Ehsanollah Hashemi Nezhad (Islamic Republic of Iran, Government), Ms Salma Hassen (Eritrea, Government), Ms Carolyn Hayle (Jamaica, Government), Mr Veasna Heang (Cambodia, Government), Mr Torben Hede (Denmark, Government), Ms Liisa Heinonen (Finland, Government), Ms Jitka Hejduková (Czech Republic, Employer), Ms Kandikuppa Hemalata (India, Worker), Ms Winletta Aynn Henries-Reeves (Liberia, Employer), Sr. Andrés Valentín Herrera (Dominican Republic, Government), Ms Dell Higgie (New Zealand, Government), Mr Peter Higgins (Australia, Government), Mr Leonard Hikaumba (Zambia, Worker), Ms Jetta Hikuroa (New Zealand, Government), Ms Wendy Hinton (New Zealand, Government), M. Kokou Dodzi Hlomador (Togo, Worker), Mr Michael Hobby (New Zealand, Government), M. Nicolas Hoffmann (Luxembourg, Worker), Mr Lars Holmer-Hoven (Norway, Worker), Mr Reuben Holmes (United Kingdom, Government), Mr Jorgen Holst (Denmark, Worker), Ms Christine Holzer (Austria, Government), M. François Hommeril (France, Worker), Mr Md. Fazlul Hoque (Bangladesh, Employer), Mr Martijn Hordijk (Netherlands, Worker), Ms Renate Hornung-Draus (Germany, Employer), Ms. Lidija Horvatić (Croatia, Employer), Mr. Irfan Hosein (Trinidad & Tobago, Government), Mr Khondaker Mostan Hossain (Bangladesh, Government), Mr Vudthy Hou (Cambodia, Government), M. Gratien C. Hounsinou (Benin, Worker), Mr Daniel Hrdina (Slovakia, Employer), Mme Naïma Hrouch (Morocco, Government), Mr Long Huang (China, Worker), Mr Leigh Hubbard (Australia, Worker), Sr. Héctor Humeres (Chile, Employer), Ms Gretchen Humphries (South Africa, Worker), Sr. Ruben Dario Hurtado Gomez (Colombia, Worker), Sr. Augusto Iglesias (Chile, Government), Mr Roland Ignacio (Netherlands, Worker), Mr Onubuogo Clement Illoh (Nigeria, Government), Mr Manuel Imson (Philippines, Government), Ms Wahyu Indrawati (Indonesia, Government), Mr Jamil Abdelrahim Ismail (Jordan, Worker), M. Insa Issoufou Safiétou (Niger, Employer), Mr Akihisa Ito (Japan, Worker), Mme Pascaline Itoua Née Kibangou (Congo, Employer), M. Christian Itsoua (Congo, Worker), Ms Elena Ivanova (Russian Federation, Government), M. Vincent Jacquet (Luxembourg, Worker), Mr Bin Abdul Jamil Jalaludeen (Malaysia, Worker), Mr Mohamed Ali Janah (Maldives, Employer), Mr Salleh Jasni (Brunei Darussalam, Worker), Mr Muhammad Javed (Pakistan, Employer), Mr Hussein Jawad (Oman, Employer), Mr Maxwell Sylvester Jayakody (Sri Lanka, Worker), Mr Azad Jeetun (Mauritius, Employer), M. Mouldi Jendoubi (Tunisia, Worker), Sra. Mariela Jimenez Peralta (Panama, Government), Ms Shiu-Fung Jong (Kiribati, Employer), Mr Jonathan Joo-Thomson (United Kingdom, Government), M. Abdelkrim Jrad (Tunisia, Worker), M. Emmanuel Julien (France, Employer), Mr Binod K. C. (Nepal, Government), Mr Evilastus Kaaronda (Namibia, Worker), M. Nobila Paul Kabore (Burkina Faso, Worker), Mr Mohammed Kadhém (Bahrain, Worker), M. André Kalala Mutombo (Democratic Republic of Congo, Government), Mme Fatima Kamauddine Fatima (Comoros, Government), Ms Raila Kangasperko (Finland, Government), Mr Yossef Kara (Israel, Worker), Mr Mohamad Karaki (Lebanon, Government), Mr Cornelius K. Kariwa (United Republic of Tanzania, Employer), Mr Martin Kasekende (Uganda, Employer), Mr Trevor Kaunda (Zambia, Government), Mr Wezi Kayira (Malawi, Government), Mr Alphonse



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Non-governmental international organizations registered in the Committee: African Commission of Health and Human Rights Promoters, African Organization of Mines, Metal, Energy, Chemical and Allied Trade Unions, Anti-Slavery International, Association of Volunteers for International Service, Building and Woodworkers International, Caritas Internationalis, Confederación de Trabajadores y Trabajadoras de las Universidades de las Américas, Education International, European Association of Paritarian Institutions, European Confederation of Independent Trade Unions, European Disability Forum, European Trade Union Confederation, European Youth Forum, Federation of International Civil Servants' Associations, General Confederation of Trade Unions, Helpage International, International Association for Educational and Vocational Guidance, International Association for Mutual Assistance, International Association of Labour Inspection, International Association of Lawyers, International Christian Union of Business Executives, International Confederation of Arab Trade Unions, International Confederation of Executive Staff, International Coordination of Young Christian Workers, International Council of Nurses, International Council on Social Welfare, International Energy and Mines Organization, International Federation of Business and Professional Women, International Federation of Chemical, Energy, Mine and General Workers' Unions, International Federation of Employees in Public Services, International Federation of University Women, International Maritime Health Association, International Metalworkers' Federation, International Movement ATD Fourth World, International Movement of Catholic Agricultural and Rural Youth, International Secretariat for Catholic Engineers, Agronomists and Industry Officials, International Social Service, International Trade Union Confederation, International Transport Workers' Federation, International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations, International Young Christian Workers, Latin American Union of Municipal Workers, Light for the World, Migrant Forum in Asia, Organisation of African Trade Union Unity, Organización de Entidades Mutuales de las Américas, Oxfam International, Panafrican Institute for Development, Public Services International, Southern African Trade Union Co-ordination Council, Streetnet International, Trade Union Advisory Committee to the Organisation for Economic Cooperation and Development, Trade Unions International Metalmining, Trade Unions International of Transport Workers, Trade Unions International of Workers in Agriculture, Food, Commerce, Textiles and



Allied Industries, Trade Unions International of Workers in Energy, Unión Latinoamericana de Trabajadores de Organismos de Control, Union Network International, Union of International Associations, Women in Informal Employment: Globalizing and Organizing, World Federation of Teachers' Unions, World Federation of Trade Unions, World Movement of Christian Workers, World Organization against Torture, World Organization of Workers.

Social Protection Floor Initiative

The Social Protection Floor Initiative was adopted by the High Level Committee on Programmes (HLCP) of the United Nations Chief Executives Board as one of the UN's joint initiatives to address the global crisis in April 2009. The Social Protection Floor Initiative was established as a framework to help coordinate the activities of all actors working on social protection, ensuring coherence of different approaches and policy advice across sectors. To date, the Initiative forms a coalition of 19 UN bodies, international financial institutions and 14 development partners, including bilateral donors, development banks and international NGOs that cooperate and coordinate their activities at national, regional and global levels. The High Level Social Protection Floor Advisory Group was established in 2010 in order to enhance global advocacy and provide guidance on the conceptual and policy aspects of the Social Protection Floor.

Lead agencies at the global level: ILO and WHO

Other members of the Social Protection Floor Coalition: Asian Development Bank, Concern, ECLAC, Education and Solidarity Network, ESCAP, European Commission, (FAO), Finnish Ministry of Foreign Affairs, France, German Development Cooperation, GIP SPSI, HelpAge International, International Monetary Fund (IMF), International Council of Social Welfare, Luxembourg, NGO Committee for Social Development, OECD, OHCHR, Save the Children, Swedish International Development Cooperation Agency (SIDA), The Netherlands, UN Habitat, UNAIDS, UNDESA, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, UNRWA, UNWOMEN, WFP, WMO, World Bank.

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