



International
Labour
Organization

► Building social protection floors for all

ILO Global Flagship
Programme

Report of the
first phase
2016–2020



▶ **Building social protection floors for all**

ILO Global Flagship Programme

Report of the
first phase
2016–2020

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Building Social Protection Floors for All: ILO Global Flagship Programme, Report of the first phase (2016-2020)

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Foreword

The COVID-19 pandemic and beyond

Social protection is a human right and a target across several of the Sustainable Development Goals (SDGs) contained in the 2030 Agenda for Sustainable Development. However, more than 70 years after the Universal Declaration of Human Rights was promulgated, it is still not a reality for the more than 4 billion people who are left totally unprotected and have no access to any social protection benefit.

The vast majority of those left behind live and work in the informal economy, without access to the health care they need and without income security in the event of illness, work-related accidents, unemployment, disability, maternity or old age.

The COVID-19 crisis has highlighted the cruelty of this situation, whereby only a minority of the world's population has been able to maintain a decent standard of living through adequate levels of social protection and access to vaccines.

This crisis has also shown that in the absence of social protection, everyone can become vulnerable to shocks, including workers in the formal economy and persons who were not previously at risk of falling into poverty. The crisis also made it impossible for policymakers to ignore the persistent social protection deficits experienced by certain groups, such as informal workers, migrants and unpaid carers.

The crisis has also highlighted that countries that had invested in national social protection systems in the past were better able to respond to the shock by facilitating their populations' access to health care and vaccines, preventing them from falling sharply into poverty and avoiding a deep economic recession. These countries are now also better equipped to recover from the crisis and rebuild their economies. Mounting a response was far more challenging in many lower-income contexts in which comprehensive social protection systems were not in place and there was less room for policy adjustments, especially in the macroeconomic domain.

If there is a silver lining to the COVID-19 crisis, it is the way it has made it clear that all societies need social protection systems, both to avert the routine life-cycle risks of their populations and to be able to respond to systemic crises and shocks. We all share the responsibility of putting strong social protection systems at the heart of our recovery efforts in order to make our world more secure and more just.

At the 109th Session of the International Labour Conference, held in June 2021, the tripartite constituents of the International Labour Organization (ILO) proposed a framework for action towards universal social protection, reaffirming the primary responsibility of States in this regard, while also acknowledging the crucial importance of international solidarity through technical cooperation to support countries with more limited economic means.

The ILO's Flagship Programme on Building Social Protection Floors for All is designed to deliver on the promise of human rights and the SDGs. It uses a coherent approach to support countries to build their national social protection systems, achieve tangible and sustainable results and improve people's lives.

The Flagship Programme brings together a large number of key actors, including governments, social partners, businesses and civil society organizations, around a common goal and strategy. It is also a platform for exchange and collaboration, enabling us to have more impact together.

This report concludes the first phase of the Flagship Programme. It presents the results that the target countries, with strong political will and support from the ILO and its partners, were able to achieve in a few years.

The Flagship Programme continues for a second phase from 2021 to 2025, which will aim to support countries in achieving universal social protection by 2030, so that tomorrow's world will be one in which the right to social security and well-being become a reality for all.



Shahra Razavi
Director
Social Protection Department



Valerie Schmitt
Deputy Director and Head of Flagship
Social Protection Department



► The programme would not have been possible without you. Thank you!

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Acronyms

ABND	assessment-based national dialogue
BPJS	Social Security Regime in Indonesia
BMZ	Federal Ministry for Economic Cooperation and Development of Germany
CEB	United Nations System Chief Executives Board for Coordination
CODI	core diagnostic instrument
EC-INTPA	European Commission Directorate-General for International Partnerships
ECOWAS	Economic Community of West African States
EN3S	National School for Social Security
EU	European Union
EUESF	Emergency Unemployment and Employment Stabilization Fund
FAO	Food and Agriculture Organization of the United Nations
GCSPF	Global Coalition for Social Protection Floors
GAP	Global Action Plan for healthy lives and well-being for all
GDP	gross domestic product
GIZ	German Technical Cooperation Agency
GTT	Global Technical Team
ILO	International Labour Organization
IMF	International Monetary Fund
INAS	National Institute of Social Action (Mozambique)
INFF	integrated national financing framework
IOE	International Organisation of Employers
IPS	Instituto de Previsión Social (Paraguay)
ISPA	inter-agency social protection assessment
ISSA	International Social Security Association
ITC-ILO	International Training Centre of the ILO
ITUC	International Trade Union Confederation
KFW	Credit Institute for Reconstruction (Germany)
MIS	management information system
MOLISA	Ministry of Labour, Invalids and Social Affairs (Viet Nam)
MOOC	massive open online course
MPSIR	Master Plan on Social Insurance Reform (Viet Nam)
MSEs	micro and small enterprises

NSPPF	National Social Protection Policy Framework (Cambodia)
NSSF	National Social Security Fund (Cambodia)
OECD	Organisation for Economic Cooperation and Development
OECS	Organisation of Eastern Caribbean States
P4H	Global Network for Health Financing and Social Health Protection
PROSPECTS	Partnership for Improving Prospects for Forcibly Displaced Persons and Host Communities
RAP	Rapid Assessment Protocol
SADC	Southern Africa Development Community
SDGs	Sustainable Development Goals
SMEs	small and medium-sized enterprises
SOCPRO	Social Protection Department
SPF	social protection floor
SPIAC-B	Social Protection Inter-Agency Cooperation Board
SPPOT	Social Protection Policy Options Tool
SP&PFM	Social Protection and Public Finance Management
SSO	Social Security Office
TSF	Technical Support Facility
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSDF	United Nations Sustainable Development Framework
USP2030	Global Partnership for Universal Social Protection
WFP	World Food Programme
WHO	World Health Organization
WIEGO	Women in Informal Employment: Globalizing and Organizing



Introduction

A promising investment

Social protection is a human right. The rights to social security and well-being are recognized by the Universal Declaration of Human Rights (1948) as well as by the constitutions of most countries.

Social protection is a promising investment with considerable social and economic pay-offs. Social protection makes good economic sense – it prevents and reduces poverty, inequalities, social exclusion and insecurity; and it is a means to maintain workers' income and living standards, thereby contributing to stabilizing aggregate demand, boosting socio-economic development and making it more inclusive.

The 2030 Agenda prioritizes social protection as a set of measures to combat poverty (Sustainable Development Goal (SDG) 1) and reduce inequality (SDG 10) while achieving related development objectives such as gender equality, decent work and access to health care.

Social protection has been at the heart of the national socio-economic responses to the successive waves of COVID-19 contamination. Most countries have provided access to health care and temporary income security to their populations and have reinforced business continuity through wage subsidies and other support measures for enterprises; social protection is today prioritized in national recovery plans.

Social protection, however, is not yet a reality for the vast majority of the world's population, of whom more than 50 per cent have no access to social protection benefits at all. This means that 4 billion people are excluded from social protection. They cannot access health care when they need it. They do not have any income security in case of unemployment, maternity, work injury, old age or other life-cycle risks. These coverage gaps are a missed development opportunity. Most of those excluded are working in and living from the informal economy. They are neither protected by statutory contributory social security nor by social assistance programmes (often targeted to the poor).

The Flagship Programme on Building Social Protection Floors for All of the International Labour Organization (ILO) supports the implementation of social protection frameworks and public social protection systems, which aim to provide universal social protection for all. It is guided by ILO social security standards and contributes to the achievement of several SDGs.



Social protection
boosts
socio-economic
development
and makes it
more inclusive

Strategy

A common framework

The ILO's Flagship Programme on Building Social Protection Floors for All was launched in 2016. It seeks to realize the universal rights to social security and an adequate standard of living (Universal Declaration of Human Rights, Arts 22 and 25).

The Flagship Programme offers a coherent structure and strategies to mobilize and channel resources to social protection interventions; achieve and consolidate results and impacts; and make social protection floors (SPFs) a national reality in Member States.

Anchored in international social security standards, in particular the Social Protection Floors Recommendation, 2012 (No. 202) and the Social Security (Minimum Standards) Convention, 1952 (No. 102), the Programme's strategy includes four complementary and interrelated building blocks, as describe below.

Block 1.

The provision of **"in country" support** to 21 target countries and territories in order to develop national social protection systems following a three-step approach:

- Step 1. Adopting national social protection strategies
- Step 2. Designing and reforming schemes anchored in law
- Step 3. Improving operations

Each step leads to sustainable and long-lasting changes in the social protection system. The last step contributes to the effective social protection delivery and coverage of people.

Block 2.

The provision of “**cross-country**” **policy and technical advice** to respond to countries’ demands in specific thematic areas, such as to develop or reform branches of social security, extend coverage to informal economy workers or other groups left behind, increase domestic resources for social protection, design and implement a management information system (MIS) and so on. Cross-country advice is not limited to the 21 target countries and territories.

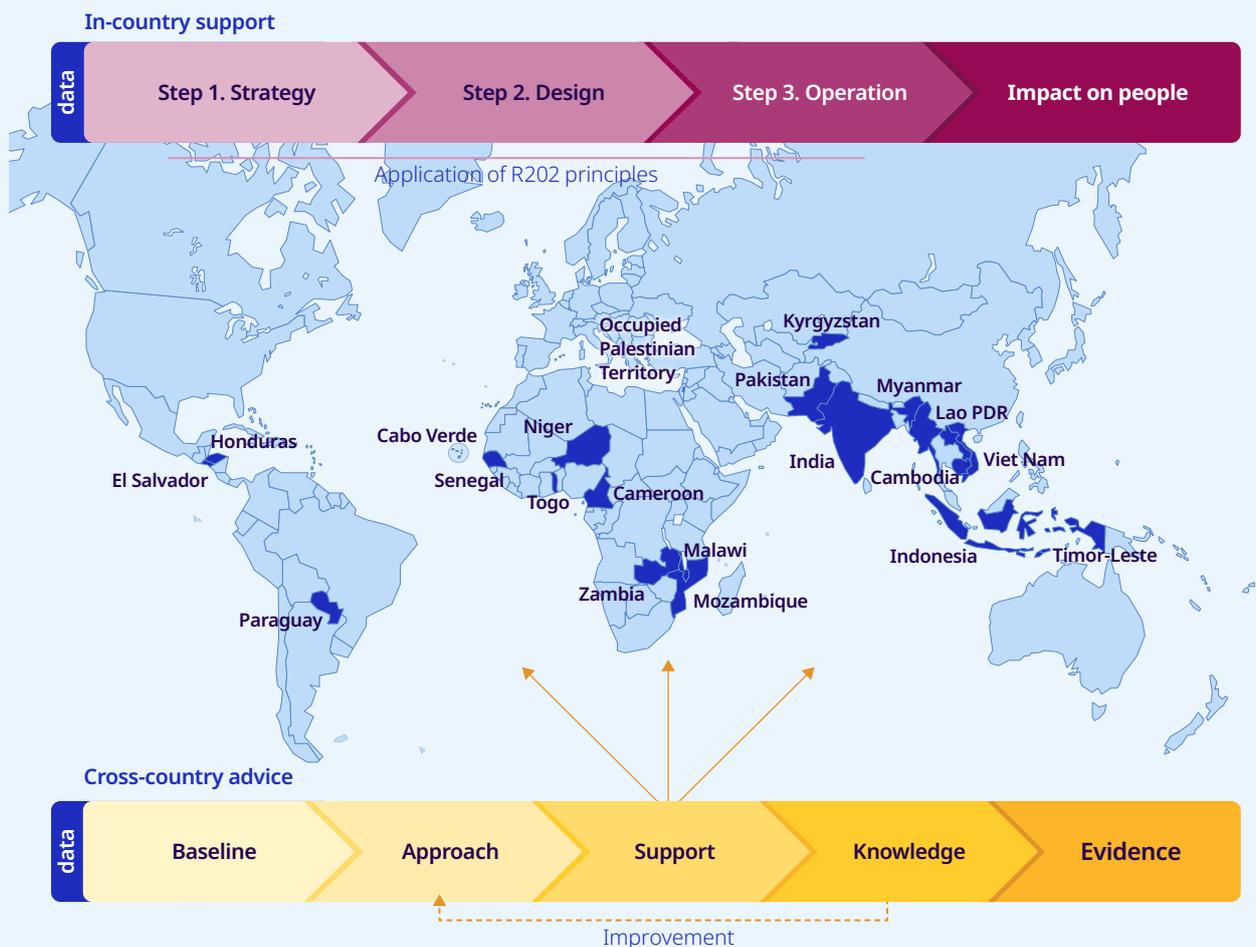
Block 3.

The development of **knowledge** (guides, tools, country briefs, applied research) through country and thematic work and its dissemination (advocacy, capacity-building).

Block 4.

The development of **strategic partnerships** for success (with the United Nations (UN) and with employers’ and workers’ organizations, businesses and a number of development partners) at country, regional and global levels.

► Figure 1. Theory of change of ILO Global Flagship Programme





Ambition

From results to impact

► Results

The ambition of ILO Global Flagship Programme was to achieve institutional changes in all initially identified countries by 2020:

- **Step 1** – A national social protection strategy will be adopted in the 21 countries.
- **Step 2** – A total of 14 of the 21 countries will have designed or reformed their social protection schemes and adopted or revised the corresponding law.
- **Step 3** – A total of 7 of the 21 countries will have improved their operations, including the delivery mechanisms for their SPFs.



► Impact

The ambition of the programme was to change the life of millions of people:

Better coverage

 **30 million**

previously excluded people are now covered.

Better access

 **130 million**

people have better access to social protection.

Better adequacy

 **50 million**

previously partially covered people enjoy higher levels of protection.



In-Country Support

Three steps for systemic changes and impact

From 2016 to 2020, the ILO supported 21 target countries and territories in order to develop their national SPF, following a **three-step approach**:

- ▶ Step 1. Adopting national social protection strategies
- ▶ Step 2. Designing and reforming schemes anchored in law
- ▶ Step 3. Improving operations

Each step leads to sustainable and long-lasting changes in the social protection system and impacts on people. Institutional changes were achieved in all 21 countries.

The consideration of **five criteria** helped select the 21 countries and territories through discussions with ILO regional offices and field specialists:

- ▶ **Vision.** There is already a shared understanding among governments, workers and employers' representatives of the importance of extending social protection to those not yet adequately covered.

▶ Step 1. Adopting national social protection strategies

The ILO applied the assessment-based national dialogue (ABND) methodology in all target countries and territories. Using the social protection framework as a benchmark, ABNDs involve relevant ministries, social partners, civil society organizations, UN agencies and other development partners in assessing the social protection situation and agreeing on a national SPF. Stakeholders identify policy options to fill

- ▶ **Strong political will.** The government shows commitment to implementing national social protection frameworks through the priority given to social protection extension in national strategies, SDG implementation plans, the budget or the human resources assigned to social protection.

- ▶ **Potential.** These countries have the potential to achieve results within five years and serve as role models for others.

- ▶ **Priority for the UN.** Social protection is a pillar of the One UN sustainable development plans and ILO decent work country programmes.

- ▶ **Partnerships.** Pre-existing collaboration with other international and national bodies is a strong basis for the multiplication of the ILO's investment through its Flagship Programme.

social protection gaps and calculate and project their costs and expected impact in terms of poverty reduction. Based on this cost/benefit analysis and a national dialogue with all parties concerned, they select priority options and identify realistic sources of financing (for example through reallocating expenditure, creating new taxes, extending contributory social security and re-engineering processes). This process

usually includes a strong advocacy component to convince decision-makers to invest more and better in social protection. Step 1 is achieved when governments have developed and adopted – through social dialogue – national social protection strategies, which identify key priorities for improvements in social protection policies and programmes.

► Step 2. Designing and reforming schemes anchored in law

Based on the recommendations of national ABND processes and adopted strategies, new social protection schemes are developed or existing schemes are reformed in line with international social security standards.

Policy changes may encompass changes in:

- population coverage (for instance extension of social security to some groups of workers in the informal economy);
- scope of the protection (for instance creation of a new health insurance regime within the social security system);
- levels of benefits (for instance indexation of pensions);
- sustainability and adequacy of financing (for instance creation of an earmarked tax for social protection);
- institutional set-up (for instance design or choice of the institution(s) in charge of a new programme); and
- law or regulations reflecting policy changes.

Step 2 uses ILO technical support and national social dialogue to facilitate informed decision-making on policy options, costing and financing options, institutional set-up and administrative processes, tools and legal drafting.

Step 2 requires advocacy efforts and negotiations with various stakeholders, such as ministries of finance and planning (on increasing public resources for social protection) or ministries of health (on improving the “supply” of health care

Results

During its first phase, the Flagship Programme contributed through an ABND process (or similar process¹) to the adoption of national social protection strategies in 10 of the 21 focus countries and territories (see **Table 1**).

services to make social health protection systems more attractive and more effective in meeting their goals), as well as social partners.

Step 2 seeks to coordinate social protection with other policies to increase impact (such as “formalization” policy, employment policy, just transition policy, migration policy).

Step 2 is based on the application of Convention No. 102 and the implementation of Recommendation No. 202 and promotes the ratification of up-to-date Conventions.

Step 2 is achieved when countries have – through social dialogue - designed or reformed individual social protection schemes with a basis in national law or regulations, offering people legal rights to social protection that they can claim.

Results

During its first phase, the Flagship Programme contributed to the design or reform of social protection schemes and programmes in 13 of the 21 focus countries and territories (see **Table 1**).

Impact

Step 2 led to an increase in legal coverage (see **Table 3a** for concrete country examples). For instance, in Indonesia, the new Law concerning Job Creation signed by the President on 3 November 2020 has increased legal unemployment insurance coverage for millions of workers.

¹ In two countries (Togo and Senegal), ILO teams used the Social Protection Policy Options Tool (SPPOT) developed as part of the inter-agency social protection assessment tools (ISPA) initiative.

► Step 3. Improving operations

Step 3 aims to implement the schemes and programmes designed under step 2 and supports transforming legal entitlements into effective rights and obligations.

Effective implementation may include:

- designing and implementing social security administrative centres, including “one stop shops” for social protection registration, contribution payments and benefits distribution;
- developing information technology and an MIS, including online registration and payments mechanisms;
- building comprehensive statistical systems to monitor and report on SDG targets 1.3 and 3.8 and to create evidence for national policy development;
- carrying out actuarial valuations to improve schemes’ financial governance; and
- setting up or reinforcing tripartite representation in the governance of social security institutions and their boards, including through the participation of representatives of beneficiary groups.

Step 3 is achieved when countries have improved the administration or governance of their national social protection systems.

Results

During its first phase, the Flagship Programme contributed to improving operations in 16 of the 21 focus countries and territories (see **Table 1**).

Impact

Step 3 has led to concrete positive impacts on people’s lives (see **Table 3b** for concrete country examples):

- Better coverage – previously excluded people are now covered thanks to the creation of new social protection systems or the extension of coverage of pre-existing schemes. This was the case in Mozambique, Zambia, Cameroon, Pakistan and Timor-Leste.
- Better adequacy – previously partially covered people enjoy higher levels of protection. This was the case in Cambodia with the establishment of a new health insurance branch and in Indonesia with the development of unemployment insurance.
- Better access – people have better access to social protection through improved administration or financial governance. This was the case in Indonesia and Myanmar.

► Most significant results achieved with ILO support (2016–2020)

1 El Salvador: The Social Security institute developed a plan to facilitate the extension of coverage for 807,000 self-employed workers.

2 Honduras: The financial governance of the public pension scheme was strengthened.

3 Paraguay: An Unemployment Insurance Scheme Law was developed.

4 Cabo Verde: The Single Social Registry was established and levels of social pensions increased.

5 Senegal: The social protection system was evaluated to consolidate existing programmes and accelerate extension of coverage.

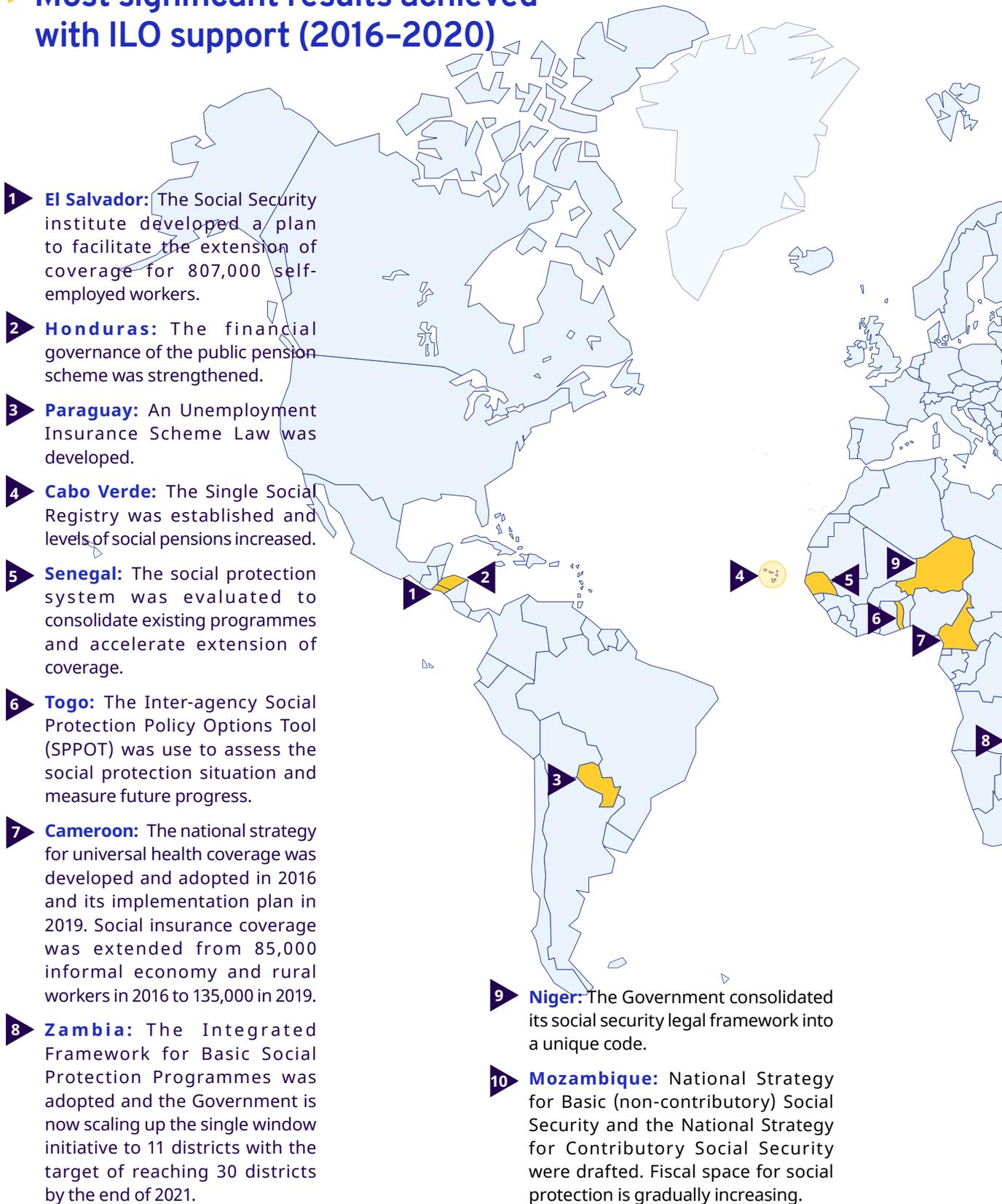
6 Togo: The Inter-agency Social Protection Policy Options Tool (SPPOT) was used to assess the social protection situation and measure future progress.

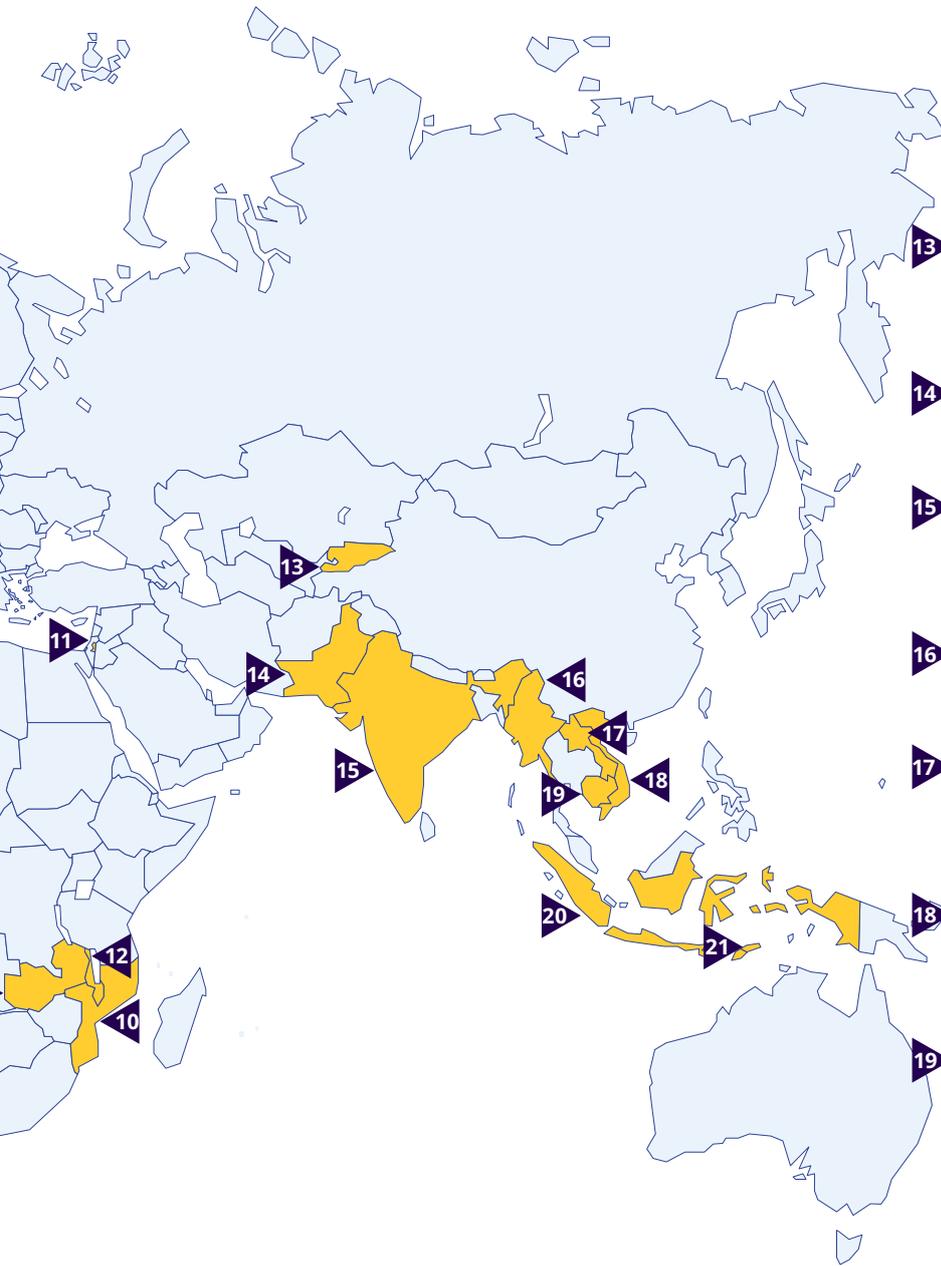
7 Cameroon: The national strategy for universal health coverage was developed and adopted in 2016 and its implementation plan in 2019. Social insurance coverage was extended from 85,000 informal economy and rural workers in 2016 to 135,000 in 2019.

8 Zambia: The Integrated Framework for Basic Social Protection Programmes was adopted and the Government is now scaling up the single window initiative to 11 districts with the target of reaching 30 districts by the end of 2021.

9 Niger: The Government consolidated its social security legal framework into a unique code.

10 Mozambique: National Strategy for Basic (non-contributory) Social Security and the National Strategy for Contributory Social Security were drafted. Fiscal space for social protection is gradually increasing.





11 Occupied Palestinian Territory: The social security system was completed, which will eventually cover approximately 300,000 workers in the private sector.

12 Malawi: A technical and financial review of the Malawi national social support policy were carried out.

13 Kyrgyzstan: Decrees to increase the state pension were adopted in 2018, a measure which impacted 440,000 pensioners.

14 Pakistan: A national database on social protection was developed for reporting on SDG 1.3.1.

15 India: A new social security code was developed, adopted and disseminated through tripartite workshops.

16 Myanmar: The Social Security Information System was assessed and improved.

17 Lao PDR: The First National Social Protection Strategy was developed through a national dialogue and adopted in April 2020.

18 Viet Nam: Master plans on social insurance and social assistance reforms were developed and adopted.

19 Cambodia: The National Social Security Fund implemented its health and maternity scheme covering 2.5 million workers. The Social Security Law was revised; a new pension scheme was designed and its sub-decree adopted.

20 Indonesia: The employment benefit scheme was designed and its law adopted in November 2020.

21 Timor-Leste: The first social security scheme was established in 2017. A cash-transfer programme was set up to mitigate the immediate effects of the COVID-19 pandemic, reaching almost 300,000 households.

► **Table 1. Results achieved per country per year for step 1, 2, 3**

	2016	2017	2018	2019	2020
Africa					
Cabo Verde	3	3	2	3	3
Cameroon		3	1 3	3	1
Malawi			1	2	3
Mozambique	1 2		3	1	3
Niger			2		
Senegal				3	3
Togo				1	
Zambia		1	2 3	3	3
Arab States					
oPt	2	3			
Asia					
Cambodia	2 3	1 3	2	2	3
India	2			2	2
Indonesia		3		2 3	2
Lao People's Democratic Republic	3			1 3	1
Myanmar		3		3	3
Pakistan	1	3		1	2
Timor-Leste	2	2		1	3
Viet Nam		1	1	1	
Europe and Central Asia					
Kyrgyzstan			2	3	
Latin America					
El Salvador		2		2	
Honduras				3	
Paraguay				3	

Source: ILO, [Results Monitoring Tool](#) and/or shared by relevant field experts.

► Assessment of results against targets

The Flagship Programme’s ambition was to achieve results in all countries, which was the case as indicated in **Table 1**. Furthermore, it aimed at achieving step 1 in 21 countries, step 2 in 14 countries and step 3 in 7 countries, based on the assumption that step 1 was the first step that would then lead to a second step and then to a third step (in a progressively lower number of countries).

The logical process did not happen as planned. The Flagship Programme supported countries

based on demand and some countries actually needed the ILO’s support for steps 2 and 3 prior to step 1 (**Table 1**) or without going through step 1 at all. Furthermore, some countries, with the ILO’s support, achieved step 2 or step 3 several times during the five years of the Programme, reporting on the development of several branches of social security, several regimes or administrative arrangements. As a result, the Flagship Programme achieved step 1 in 10 countries, step 2 in 13 countries and step 3 in 16 countries (**Table 2**).

► **Table 2. Total results against targets**

Number of countries achieving	2016	2017	2018	2019	2020	Total	Target
Step 1: strategy adopted	2	3	3	6	2	10	21
Step 2: scheme design/law	5	2	5	5	3	13	14
Step 3: improving operations	3	9	3	8	10	16	7

Source: ILO, [Results Monitoring Tool](#) and/or shared by relevant field experts.

► Assessment of impacts against targets

The Flagship Programme’s ambition was to achieve impacts on millions of people, with three types of impact:

- Inclusion in the social protection system of previously excluded people. “Better coverage” was supposed to be achieved for 30 million people by the end of the first phase.
- Improved protection for people who were already included in the system but with limited risks covered and/or inadequate levels of benefits. “Better adequacy” was supposed to be achieved for 50 million people by the end of the first phase.
- Improved effective access to social protection, the registration of people or their compliance with the payment of contributions, thanks to improvements in the administration of social protection. “Better access” was supposed to be achieved for 130 million people in five years. Better access could be achieved for people previously registered as well.

These targets were over-ambitious for the five-year duration of the first phase of the Programme. Furthermore, measuring them in an aggregated manner required the development of the ILO’s Results Monitoring Tool to capture institutional results and impact on people. The tool was developed and its roll-out is ongoing, which means that we will continue collecting information on impacts, although this collection was not systematically conducted from the onset of the Programme.

Through the Results Monitoring Tool, we measured two types of impacts:

- legal coverage increases, as a consequence of step 2 and the adoption of legal frameworks (see **Table 3a**); and
- effective coverage increases, as a consequence of step 3 and improvements in the operations of the schemes or their effective implementation (see **Table 3b**).

► **Table 3a. Impacts on people – increases in legal coverage**

Countries	Increases in legal coverage
El Salvador	El Salvador extended social security coverage to dependants of workers between the age of 12 and 18. The measures are effective from 2020 and will increase coverage by about 75,000 people . The ILO contributed through preparation of an actuarial study of the schemes under the Salvadoran Social Security Institute.
Malawi	The ILO supported the Government, together with other UN agencies, in the preparation of the Universal Social Old Age Pension Bill, which was drafted in 2019. When the bill is adopted and the pension scheme is rolled out, it is expected to support more than 600,000 people aged 65 and above.
Occupied Palestinian Territory	The first ever Social Security Law was adopted in March 2016 and revised in September 2016. The ILO contributed to this process by supporting the design of the policy parameters, an actuarial valuation, extensive tripartite capacity-building workshops and the drafting of the related law. In 2018, before the law went into effect and the first contributions were collected, the political consensus around social security began to unravel. Popular demonstrations and social media campaigns rallied against the law, with varying demands. In response, the Prime Minister formed an inter-ministerial committee to consult and propose amendments. Meanwhile, the law has been put on hold by a presidential decree of January 2019.
Indonesia	The President signed the Law concerning Job Creation on 3 November 2020. The law establishes an unemployment benefit scheme and assigned Badan Penyelenggara Jaminan Sosial (BPJS) Employment to administer the scheme. It also provides that unemployed workers will receive cash benefits for up to six months, access to labour market information and vocational training. In February 2021, the Government published an enforcement regulation that stipulates the detailed policy designs of the employment insurance scheme. This new law increases coverage for employment insurance to at least 10 million workers in Indonesia.
Viet Nam	In 2017, the Government adopted the Master Plan on Social Assistance Reform. Under the Plan, coverage is expected to increase from 3 per cent of the population in 2016 to 4 per cent by 2020, covering an additional 955,400 persons . The ILO supported the process of developing the Plan through legal and technical advice and through tripartite consultations.
Viet Nam	In 2018, the Communist Party of Viet Nam promulgated resolution 28–NQ/TW to guide future social insurance reform under the Master Plan on Social Insurance Reform (MPSIR). It plans a gradual extension of social insurance coverage to both wage and non-wage workers, including those in informal employment, while extending coverage of long-term benefits (old-age pension and survivors' pension) and short-term benefits (sickness, maternity and family benefits). The MPSIR set the target to cover 60 per cent of the working population by 2030, meaning that the number of people covered will double by 2030.

Source: ILO, [Results Monitoring Tool](#) and/or shared by relevant field experts.

► Table 3b. Impacts on people – increases in effective coverage

Countries	Increases in effective coverage
Mozambique	The ILO supported the Government, together with other UN agencies, to renew its Basic Social Protection Strategy, which targets significant expansion of benefits for older persons, persons with disabilities and children, by 2024. In line with these objectives, the Government tripled the fiscal space allotted for social protection, which increased from just 0.18 per cent of gross domestic product (GDP) in 2008 to nearly 0.5 per cent in 2020. This allowed for a marked increase in the number of beneficiaries covered by the basic programmes, from 183,000 households in 2008 to 608,724 households in 2020.
Cameroon	The ILO supported the Government to extend social insurance coverage to workers in the informal and rural economy, increasing affiliation from 85,000 in 2016 to more than 135,000 in 2019, by improving registration and contribution collection procedures and leveraging partnerships with community-based organizations.
Cambodia	With ILO support, Cambodia has expanded coverage for health care to 2,141,030 workers (1,418,165 women) in the private sector and 428,582 (116,927 women) employees in the public sector.
Indonesia	Building on an initial assessment of the pension scheme implemented in the country in July 2015, the ILO, in collaboration with BPJS Employment, conducted a new in-depth actuarial valuation of the implemented pension scheme. Tripartite partners endorsed the conclusions in 2017, contributing to improved sustainability of the scheme, which covered at that point 9 million people.
Myanmar	The ILO supported the Government to implement a new MIS to improve the quality of Social Security Board services for more than 1 million beneficiaries.
Pakistan	The ILO followed a multipronged approach, including information and education campaigns, capacity-building and sharing knowledge, with a geographical focus on Khyber Pakhtunkhwa, Sindh and Punjab. As a result of the awareness-raising on social protection, provincial employees' social security institutions reported a total of 1,928,838 workers registered with them until April 2021 – an increase of 215,664 workers registered during the period that ILO provided support. The Employees' Old-Age Benefits Institution reported an increase of 997 enterprises registering with them through March 2021, with an additional 139,937 persons insured following a rigorous coverage campaign. A specific campaign in Punjab targeting domestic workers led to the registration of 29,744 domestic workers .
Timor-Leste	The ILO supported the Ministry of Social Solidarity in the development of the National Social Protection Strategy that was finalized in December 2018. Support was also provided to the establishment in January 2019 of the National Institute of Social Security, which manages and supervises contributory social security in Timor-Leste. Since the start of the implementation of the new social security system in 2017, there were 87,759 workers and 2,846 employers registered in the contributory general regime in 2020, with benefits for old age, death, disability and maternity/paternity.
Zambia	The ILO supported the Government through the Ministry of Labour and Social Security, in collaboration with employers' and workers' organizations, to implement strategies for the extension of social security coverage to the informal economy. The strategy is expected to provide income protection for the population employed in the informal economy, accounting for the majority of the labour force.

Source: ILO, [Results Monitoring Tool](#) and/or shared by relevant field experts.

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Based on this non-exhaustive sample of country examples, the Programme has contributed to impacts on millions of people (See **Table 3c**).

These impacts are not temporary but long-lasting, given that the systems are embedded in national laws and financed from domestic resources (social security contributions and taxes).

► **Table 3c. Consolidated impacts on people (legal and effective coverage) based on a sample of ten reporting countries/territories**

		Number of people
Legal coverage		11,630,400
	Better coverage	948,828
Effective coverage	Better adequacy	2,569,612
	Better access	10,000,000

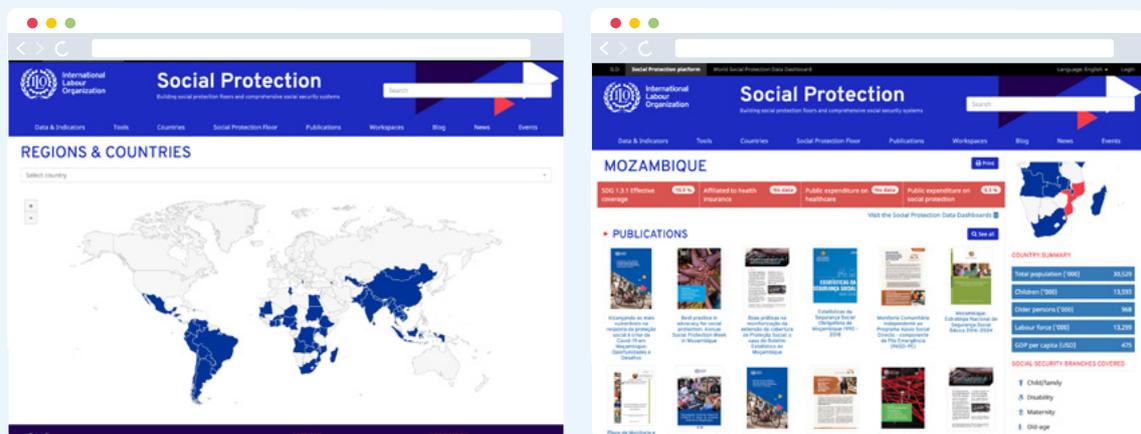
Source: ILO, [Results Monitoring Tool](#) and/or shared by relevant field experts.

► **Support provided to non-target countries**

Beyond the 21 focus countries and territories, the ILO has successfully developed projects in 56 additional countries, using and applying the Flagship Programme theory of change and strategy. This brings to 77 the number of countries supported in the first phase.

For each country, specific web-pages provide an overview of the social protection situation, country priorities, ILO support and the way forward.

► **Figure 2. Map of active country pages on ILO Social Protection platform website and snapshot of the Mozambique page**



Source: www.countries.social-protection.org.

► Table 4. Country pages

	21 Focus countries and territories of ILO Global Flagship Programme	56 Additional countries supported through ILO Global Flagship Programme	5 Additional country pages (although no project yet)	
Africa	Cabo Verde Cameroon Malawi Mozambique Niger Senegal Togo Zambia	Angola Burkina Faso Côte d'Ivoire Democratic Republic of Congo Egypt Eswatini Ethiopia Gabon Ghana Guinea-Bissau Kenya Liberia	Madagascar Mauritania Namibia Nigeria Somalia Sao Tomé and Príncipe South Africa Sudan United Republic of Tanzania Tunisia Uganda Zimbabwe	Burundi Rwanda
Arab States	Occupied Palestinian Territory	Iraq Jordan Kuwait Lebanon Oman		
Asia and the Pacific	Cambodia India Indonesia Lao People's Democratic Republic Myanmar Pakistan Timor-Leste Viet Nam	Bangladesh China Malaysia Mongolia Nepal Samoa Sri Lanka Thailand		Philippines
Europe and Central Asia	Kyrgyzstan	Albania Armenia Cyprus Montenegro Russian Federation Tajikistan Turkey Ukraine Uzbekistan		Georgia
Latin America and the Caribbean	El Salvador Honduras Paraguay	Argentina Barbados Chile Costa Rica Dominica Ecuador Mexico Peru St-Lucia		Haiti



Country stories

► Cabo Verde

Situation

Cabo Verde has made significant efforts to improve its social protection system. The latest social security data indicate that 39.2 per cent of the population have access to at least one social protection benefit, while health coverage is near-universal and available for all residents, through contributory and non-contributory means.

Cabo Verde is following a two-dimensional extension strategy of social protection, by **(a)** improving and expanding coverage of the non-contributory social pensions and cash transfers for households, while introducing a care system, and **(b)** expanding contributory social security to workers in the informal economy, including independent workers and rural workers.

Results

Since 2016, the ILO has significantly contributed to the implementation of this two-dimensional extension strategy:

- As of 2016, ILO provided technical advice for the development of the Action Plan for the implementation of the Single Social Registry and its implementation. The Registry, now fully operational, was enacted in 2018 with ILO support, including sequential training during the period of the Flagship Programme for more than 300 officials on its use, as well as through the mapping of all social protection services, public and private.
- The ILO also supported the revision of the National Centre for Social Benefits, helping improve the benefit level of the social pension, supporting the design and implementation of the new cash transfer programme for poor households and the introduction of a new benefit for members of the diaspora. The ILO also supported the development of the legal decrees that underpinned these programmes, including the legal status of the Centre, and the improvement of adequacy of one of the benefits attributed through the health mutual fund of the social pensions.
- The ILO supported the National Institute of Social Security in extending coverage to more workers, in particular those in the informal economy, improving benefit adequacy and workers' transition to formal employment. At the same time, the Institute's capacities were strengthened, with a focus on financial management and recovery of contributions.
- Intensive advocacy led to the ratification of Convention No. 102 in July 2019.
- The ILO supported the preparation of the national strategy for the transition to formalization, provided contributions to the national employment plan and contributed to the post-crisis needs assessment conducted during the COVID-19 pandemic.
- During the COVID-19 pandemic response, the ILO supported the Government in the design and implementation of the solidarity income – helping to identify and register 30,000 informal economy workers, also considered the “missing middle”, whose wages were equal to or less than 20,000 Cabo Verde escudos before the crisis.
- The ILO strengthened the capacities on social protection statistics and actuarial studies of the ministries and agencies involved in social protection programmes.



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Impact

The ILO's support contributed to sustainable changes in the social protection system of Cabo Verde, with several new schemes designed and operations improved, whose benefits included:

- The adequacy of the social pension was improved, increasing the benefit level by 20 per cent in 2019 and increasing by 50 per cent the annual budget dedicated to buy medicines in private pharmacies given through the social pension health mutual fund.
- The cash transfer for poor families, the *Rendimento Social de Inclusão*, was implemented in 2017 with 1,355 beneficiaries, increasing to 1,446 in 2019 (28,297 in 2020 due to the COVID-19 pandemic).
- The benefit for immigrants in the diaspora was implemented in 2019, with 1,270 beneficiaries.
- A total of 30,000 workers in the informal economy received the solidarity income benefit during the COVID-19 crisis.

These results in Cabo Verde were made possible by contributions from the Government of Portugal and more recently the European Union (EU) as well.

► Mozambique

Situation

Mozambique has been one of the fastest-growing economies in Africa over the last two decades and has a strong record of macroeconomic stability. Yet it remains one of the poorest countries in the world, with almost half of the population living in chronic poverty; high rates of unemployment, HIV prevalence and stunting; and recurrent food insecurity.

Contributory social protection includes benefits in the event of old age, illness, maternity, disability and death. These are available for private-sector and public-sector workers via their own funds, covering approximately 75,000 and 510,000 beneficiaries, respectively (2018), corresponding to 4.4 per cent of the labour force. Non-contributory social protection includes cash benefits for older persons and people with disabilities; support for vulnerable groups such as malnourished and orphaned children and people with HIV; a public works programme; and social services. Approximately 520,000 beneficiaries received support in 2018.

Results

Since 2016, the ILO significantly contributed to the further development of the social protection system in Mozambique:

- The ILO supported the Government in the drafting of both the National Strategy for Basic (non-contributory) Social Security 2016–2024 and the National Strategy for Contributory Social Security 2019–2024 (awaiting formal approval).
- The ILO provided continuous support to the development and roll-out of the MIS for basic social protection programmes implemented by the National Institute of Social Action (INAS). The system was officially launched in 2019 and rolled out in all 31 INAS delegations across the country.
- The ILO also strengthened the Government’s capacities to monitor and measure the progress made towards achieving SDG target 1.3.1, through two rounds of training held in 2018 and 2019 that resulted in the creation of an inter-ministerial group on social protection statistics and the publication of the first national statistical bulletins on social protection.
- The ILO also provided support in the design of the monitoring and evaluation system launched in 2020 for the non-contributory social protection programmes implemented by INAS and supported the actuarial valuation

for the National Institute of Social Security, for both the private-sector workers scheme and the civil servants scheme.

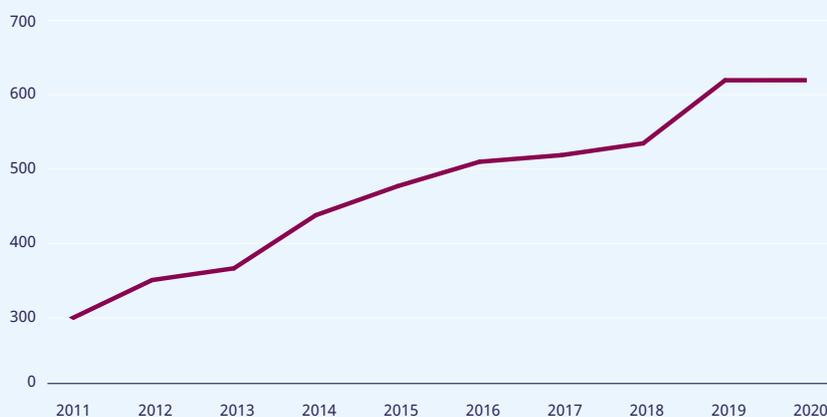
- The ILO has been also supporting advocacy activities aiming to increase political and fiscal space for social protection in Mozambique, including through training sessions for journalists, political parties, parliamentarians and civil society organizations.
- As part of the COVID-19 pandemic response, the ILO supported the upscaling of existing cash transfer programmes benefiting 592,000 households and the establishment of a new cash transfer programme targeting 990,000 beneficiaries not previously covered.

Impact

As illustrated in the figure below, with the support of the ILO, the INAS was able to expand coverage by more than 100,000 beneficiary households between 2016 and 2020 (not including recipients of COVID-19 pandemic emergency transfers).

These and other activities in Mozambique were made possible through contributions from the Governments of Ireland, Portugal and the United States, as well as a UN joint programme on social protection in Mozambique, implemented jointly by ILO and the United Nations Children’s Fund (UNICEF) and financed by the Swedish and Dutch embassies and by the Foreign Commonwealth & Development Office of the United Kingdom.

► **Figure 3. Number of beneficiary households of INAS, in thousands, 2011-2020**



Source: UNICEF and ILO, ‘Social Action Budget Brief: Mozambique, 2020.

► Cambodia

Situation

Cambodia developed the National Social Protection Policy Framework 2016–2025 (NSPPF), with the long-term vision of building an effective and financially sustainable system which serves as a policy tool to reduce poverty, vulnerability, and inequality, while at the same time boosting human development and national economic growth.

The National Social Security Fund (NSSF), launched in 2007, manages national social insurance schemes covering work injury and since 2016 also manages health insurance, including sickness and maternity, for workers in large enterprises (more than eight employees) and as of 2018 for workers in small and medium-sized enterprises (SMEs) and self-employed workers. The fund currently covers 2.6 million workers (2020).

Social assistance for poor and vulnerable people was mostly provided on a small scale by donors and non-governmental organizations. As part of the NSPPF, the Government is responsible for a cash transfer for mothers and children in young age, which has been gradually rolled out at national level. All programmes use the Identification of Poor Households Programme, a social registry administered by the Ministry of Planning.

Results

The ILO's cumulated support in previous years have contributed to a number of policy developments:

- the design and implementation of a health insurance branch, including for sickness and maternity, at NSSF;
- the revision of the National Social Security Law, which established contributory provisions, including the legal establishment of the Pension Scheme;
- the development of a sub-decree on pension, including a process of tripartite social dialogue, which was endorsed and initially scheduled to be launched in 2020 but postponed to 2022 due to the COVID-19 pandemic;
- the development and implementation of a communication campaign to increase NSSF outreach and employers' and workers' understanding of social security registration and provisions; and
- the implementation of the modernization plan for the NSSF, which included the re-establishment of a tripartite board of the NSSF (the first meeting was held on 31 August 2020) and a functional requirements review for NSSF information and communication technology development (2020).



Impact

The health insurance, maternity and sickness branch of NSSF started its operations in 2016. It rapidly extended coverage to 2.1 million workers in the formal private sector in 2020. Coverage for the public sector was launched in 2018 and reached 428,582 workers in 2020. In addition, a 2018 government decree allowed the extension of the work injury and health insurance branches of NSSF to workers in micro and small enterprises (MSEs). Coverage in 2020 reached 2.1 million workers.

► Paraguay

Situation

Paraguay's social protection system includes contributory and non-contributory components but is still fragmented.

Non-contributory programmes such as Tekoporá and Tenonderá offer support to vulnerable families with children and youth, while the Pension Alimentaria acts as a basic pension for the elderly in extreme poverty. Although, since 2007, access to health care is free and guaranteed through public institutions, households that contribute to the social security system generally use the services of social security agencies or those in the private sector, which are financed through private insurance schemes. The low formalization of the labour market, at about 30 per cent, limits individuals' and household's access to social security.

Results

Since 2016, the ILO significantly contributed to the further development of the social protection system in Paraguay:

- The ILO contributed to the development of the Unemployment Insurance Scheme Law, involving the Ministry of Labour, Employment and Social Security, the Instituto de Previsión Social (IPS) and the social partners. As other unemployment insurance scheme bills were also being drafted at the time, a tripartite working group has been called to advance a common bill.

These and other activities in Cambodia have been made possible by contributions from the Governments of Cambodia, the Republic of Korea, the EU, the 2030 Agenda sub-fund financed by China and jointly implemented with the UN Department of Economic and Social Affairs, the French Development Agency, the Weave Our Future Foundation of the Auchan Group and UN joint programmes.

- The ILO has facilitated the exchange of best practice in social security between the IPS and the Uruguayan Banco de Previsión Social.
- The ILO also strengthened the capacities of staff at the Ministry of Labour, Employment and Social Security in the collection, analysis and harmonization of social protection information and data to improve the management of the social protection system. This was enabled through a number of international capacity-building measures on social security policy development and how to promote social security culture.
- In 2019, the Government of Paraguay submitted Convention No. 102 to Congress for ratification. Following its tripartite endorsement, the ILO supported the Government and the social partners in building support, capacity and consensus towards this ratification.
- In 2020, ILO began to collaborate with UNICEF, the delegation of the EU and the Government of Paraguay (both the Ministry of Finance and the Unidad Técnica del Gabinete Social) to advance social protection financing and capacity-building in the context of the new results-based budget and the implementation of the ¡Vamos! Social Protection System.

Impact

So far, the Programme had no impact on people. These and other activities in Paraguay have been made possible by generous contributions from the Government of Paraguay, ILO Regular Budget Supplementary Account projects and the European Union.



Cross-country advice

Delivering together results

To complement its “in country support” approach, the Flagship Programme developed thematic approaches to support the 21 focus countries and territories in developing their national social protection systems through an agile and flexible modality (see **Figure 1**), which included:

1. Providing “on demand” policy and technical advisory services in specialized fields of expertise², which was institutionalized through the creation of the Technical Support Facility (TSF) in 2020;
2. Documenting successful country experiences and building methodologies and tools that can be applied in all countries;
3. Advocacy to raise awareness among the social protection community and beyond on the challenges and solutions related to each thematic area; and development of strategic partnerships to reach common messages and coordinated technical support.

The success and relevance of the method was key for expanding the activities of the Flagship Programme to additional countries, as described above.

Each thematic area starts with an assessment of the situation (baseline), the development of an “ILO approach” based on relevant international social security standards and the collection of lessons learned from country experiences. The Flagship Programme applies this approach through on-demand technical support or specific “thematic projects” and measures the results and impact. This process of “action research” is dynamic as each experience in supporting countries brings new lessons learned and helps to refine the ILO’s approach.

The initial list of thematic approaches included branches of social security (health, unemployment and so on), specific groups (workers in the informal economy and so on), and “competencies” (legal drafting, IT/MIS development, actuarial studies, statistics and so on). The following sections provide more information on selected thematic areas.

² ABNDs; costing and financing; policy design on specific branches, such as health; focusing on the extension of coverage, such as to workers in the informal economy; legal drafting; actuarial studies; administration of social protection, including MISs and cash payment mechanisms; statistics; and so on.

► **Table 5. Cross country policy advice, 2016-2020**

	Thematic experts (TSF) ¹	Country support (number of projects) ²	Country briefs ³	Policy and spotlight briefs	Guides and tools	Advocacy and partnerships	
Branches	Health	2	17	12	3	1	P4H, GAP
	Child benefits		3	3			UNICEF
	Maternity/paternity		4	1	1		
	Unemployment		6	6	2	1	
	Old age pensions		14	9	5		
	Workers in the informal economy	1	28	5	8	1	OECD, WIEGO
	Rural populations		12	1	1	1	FAO
Specific groups	Persons with disabilities	1	2	2	1		
	Migrants		4	1	1	1	
	Refugees	1	8	1		1	UNHCR
	Domestic workers		4	1	1		
	Persons victims of climate change	1	1	5			
Competencies	ABNDs		31	3	3	2	UN
	Statistics	1	11			1	
	Financing	1	19	9	2	1	UNICEF, GCSPF
	Legal and ratification	1	21	4	2	1	
	Actuarial	2	37			2	
	Coordinated delivery and MIS	2	25	10	2		GIZ, ISSA
	Culture	1	19	4	1		EN3S
Covid-19		22		19			

¹ Number of staff dedicated to the thematic area and financed from the ILO Global Flagship Programme.

² Through country, regional or global projects, a project can support several thematic areas (projects since 2015); see ILO, "Results Monitoring Tool".

³ Documented in the ILO country briefs series; see ILO, Social Protection platform website, <https://www.social-protection.org/gimi/RessourceSearch.action?id=3&ressource.type.ressTypeid=392>.

The Flagship Programme created the TSF in 2020 to complement the technical assistance provided by field specialists and experts in specialized areas of expertise.

Following the model of the successful Actuarial Services Unit, the TSF makes available in-house experts who provide technical support and backstopping in the framework of projects as required. These experts are familiar with the ILO approach and provide valuable advice to ILO Members to strengthen their social protection systems in line with international social security standards and principles. The TSF allows the scaling up of ILO technical advisory services to respond to the growing demand, which has further increased with the COVID-19 crisis.

The areas of expertise covered by the TSF as of September 2021 include health protection, workers in the informal economy, refugees, persons affected by climate change, statistics, financing, legal drafting and ratification, actuarial studies, coordinated delivery, MISs and communication/culture.

More detailed information on the TSF will be made available shortly in a dedicated brochure





Thematic highlights



Social health protection

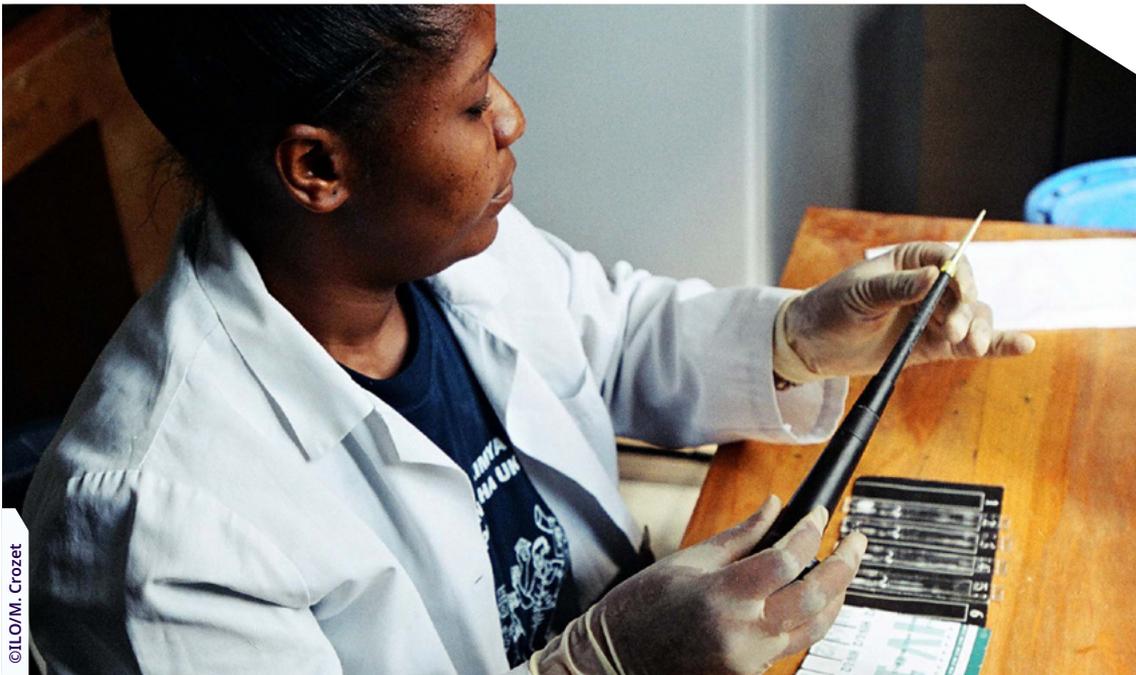
Access to quality services and financial protection

Baseline

Each year, 100 million people are pushed into poverty because of expenses on health care. One third of the world's population has no access to health services when they need them and are not protected by any social health protection scheme. Workers in the informal economy and their families are often among those excluded and covering them should be a priority towards reaching universal health coverage.

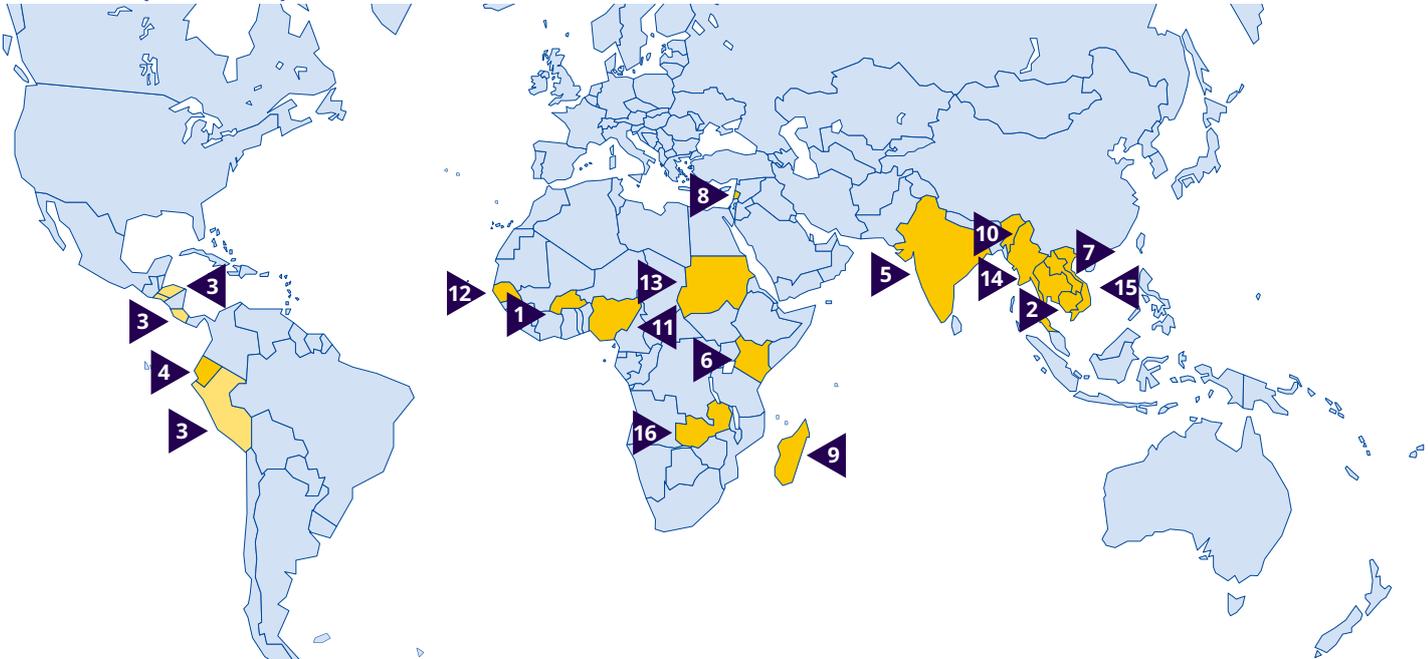
Approach

Drawing on the Declaration of Philadelphia, Recommendation No. 202 and other relevant Conventions (Nos. 102 and 130) and Recommendations (Nos. 69 and 134), the ILO supports a rights-based approach to universal health coverage. By promoting the right to social health protection, it helps with the design of contributory and non-contributory schemes, including in designing benefit packages through national dialogue, costing and financing, legal frameworks, administration, economic and actuarial analysis, strategic purchasing and contracting with external providers.



Countries

► Most significant results achieved in supporting universal social health protection (2016-2020)



1 In **Burkina Faso**, the ILO supports the operationalization of the national universal health insurance fund and the agreement with the delegated management bodies.

2 In **Cambodia**, the ILO supports the process of modernizing the health insurance scheme of the National Social Security Fund, in collaboration with the World Health Organization (WHO).

3 In **Costa Rica, El Salvador, Honduras and Peru**, the ILO supports capacity-building in economic and actuarial analysis of national social protection institutions in health.

4 In **Ecuador**, the ILO supports the Ministry of Health and the national health insurance scheme in improving the quality and financing of primary health care facilities, in collaboration with the Pan American Health Organization.

5 In **India**, the ILO supports the extension of health coverage to workers and enterprises in the informal economy and the improvement of existing Employees' State Insurance Corporation beneficiaries' knowledge of their rights.

6 In **Kenya**, the ILO supports the strategy to extend social health protection to the informal economy and the National Health Insurance Fund to create a maternity benefit and better include people vulnerable to HIV.

7 In the **Lao People's Democratic Republic**, the ILO supports the Ministry of Health in the consolidation of health insurance schemes and the review of a national health benefit package, in collaboration with WHO, UNICEF and the World Bank.

8 In **Lebanon**, the ILO supports the extension of health coverage to workers and enterprises in the informal economy and advocates for the inclusion of migrant workers and refugees in the social protection system.

9 In **Madagascar**, the ILO supports the Social Protection Technical Group and the Ministry of Health in advocating for the implementation of universal health coverage, in partnership with the African Health Organization.

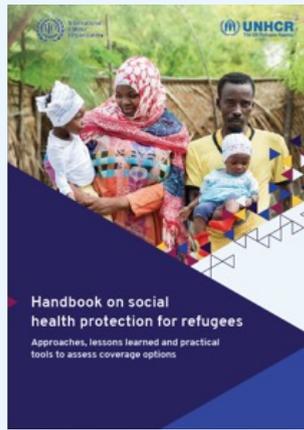
- 10 **In Myanmar**, the ILO supports the national social security office's strategic purchasing practices with a broader range of health care providers.
- 11 **In Nigeria**, the ILO supports national and regional health insurance funds in strengthening their actuarial and organizational capacities.
- 12 **In Senegal**, the ILO supports the implementation of health coverage under the simplified regime for artisans and merchants.
- 13 **In Sudan**, the ILO supports the National Health Insurance Fund in its strategy to expand and integrate refugee and displaced populations.
- 14 **In Thailand**, the ILO supports the development of a university-level master's degree in social health protection, which is expected to support the development of regional expertise.
- 15 **In Viet Nam**, the ILO supports the National Health Insurance Fund in improving financial and actuarial management as well as a campaign to increase workers' knowledge and understanding of health insurance.
- 16 **In Zambia**, the ILO contributed to the implementation of the National Social Health Insurance Act enacted in 2018. The ILO supported preliminary work to facilitate the operationalization of the Act, including capacity-building, tripartite consultations and development of regulations. The national health insurance scheme is expected to improve sustainable financing and access to quality health care services among the population, including those in the informal economy.

Technical support facility

The technical support team includes experts based in Geneva and Asia who provide on-demand technical support to field colleagues. In the Asia-Pacific region, the ILO actively supports the establishment of CONNECT, a pioneering multi-stakeholder network of public institutions and not-for profit organizations, working together to bridge the gaps in social health protection. CONNECT provides joint research opportunities, delivers short and long-term training and supports advocacy and awareness-raising efforts

in the region. To increase regional capacity and knowledge on social health protection, the network promotes South-South cooperation initiatives to complement ongoing national efforts and support existing national policies. The driving force behind CONNECT is its Steering Committee, made up of the organizations' founding members. It is comprised of research institutes and universities from the Republic of Korea, Thailand, Viet Nam and the ILO, with the financial support of the Grand Duchy of Luxembourg. See CONNECT website, <https://connectshp.com>.

Key publications and tools



The ILO has also issued:

- [12 country briefs](#) to share national good practices on achieving UHC.
- Policy briefs on social health protection principles for [UHC](#) and [sickness](#) benefits.
- [ILO/Health model](#) This online actuarial model helps assess the financial sustainability of social health protection schemes and develop policy recommendations for their reform towards universal health coverage.
- The ILO/Office of the United Nations High Commissioner for Refugees (UNHCR) [Handbook on social health protection for refugees](#) (2020) provides a step-by-step approach to develop sustainable solutions addressing health care needs of refugees and host communities.
- Policy briefs on the [health sector](#) response and on [sickness](#) benefit coverage gaps during COVID-19.

Partnerships

The ILO's work on social health protection benefited from the support of the Governments of Luxemburg, Belgium, Netherlands, the Bill and Melinda Gates Foundation and the Auchan Group/Weave our Future Foundation. The ILO also supported the development and implementation of four projects financed by the UN SDG Fund, with a specific focus on access to health care in Cambodia, Kenya, Madagascar and Nigeria.

The ILO reinforced its partnerships on social health protection, in particular via the creation of a joint ILO/UNHCR position on social health protection for refugees and host communities under the Partnership for Improving Prospects for Forcibly Displaced Persons and Host Communities (PROSPECTS) and the positioning of a coordinator in the global coordination desk of the Global Network for Health Financing and Social Health Protection (P4H).

Results and Impact

The ILO, through this thematic approach, cannot claim direct results, as it only supported national governments and social partners. However, it has contributed to a number of institutional changes, including the adoption of strategies, laws or concrete implementation and improvements of schemes.

► **Table 6.1. Results achieved in the thematic area of social health protection**

Results (institutional changes)	Countries
National Social Health Protection Strategies adopted with ILO support	Ongoing in Lao People's Democratic Republic
Design and / or parametric reforms of social health protection schemes	India, Lao People's Democratic Republic, Viet Nam
Support for the adoption of social health protection legal frameworks	Burkina Faso, Cambodia, Cameroon, Lao People's Democratic Republic, Myanmar, Senegal, Viet Nam
Support for the administration and management of social health protection (including administrative processes, monitoring and evaluation, inspections, purchasing, grievance mechanisms)	Lao People's Democratic Republic, Myanmar, Rwanda, Viet Nam
Improved internal actuarial capacities, including through the ILO/Health model and platform	Ecuador, Nigeria, Peru, Viet Nam

Ideas for the future

The COVID-19 crisis highlighted the coverage gaps in social health protection, as well as the strong relevance of a rights-based approach to universal health coverage and the need to coordinate access to health care benefits and income support within comprehensive social protection systems. The second phase of the Flagship Programme will build on the ILO's technical expertise and partnerships to:

► **Expand** the knowledge base on coordinating the care and cash-benefit approaches, especially when it comes to long-term care. This is particularly relevant as the social protection sector is foreseen as a key contributor to the UN Decade on Healthy Ageing.

► **Reinforce** the capacities of national social health protection institutions to successfully expand their coverage, improve their adequacy and monitor their impact and financial sustainability, particularly through South-South collaboration.

► **Explore** ways to reinforce the partnership strategies of social health protection institutions in order to improve prevention and social mobilization and foster awareness of entitlements, especially in the informal economy.





Informal economy

Protecting people, fostering transitions to the formal economy

Baseline

Four billion people – the large majority of whom live and work in the informal economy – have no access to social protection at all.

Approach

Guided by Recommendation No. 202 and the Transition from Informal to the Formal Economy Recommendation, 2015 (No. 204), the ILO supports the extension of social protection to those in the informal economy through non-contributory and contributory social security schemes. The extension of social protection is one of the factors that can support their transition from the informal to the formal economy.

Recognizing that the needs and priorities of workers and enterprises in the informal economy are diverse, the ILO starts with an assessment of the vulnerabilities of those in the informal economy and of the barriers they face in accessing social protection. Addressing

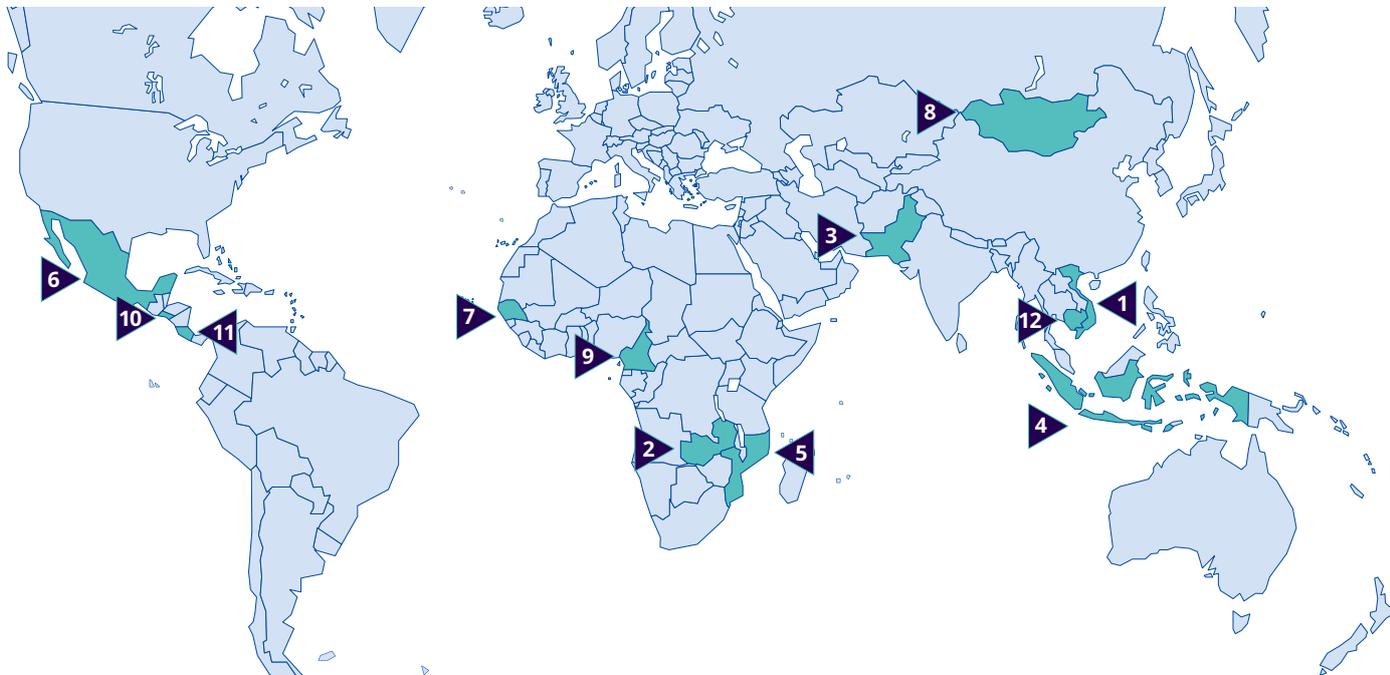
and overcoming such barriers – whether legal, financial or administrative – requires the design of policy responses that are adapted to the situation and needs of different groups of workers (for example self-employed, domestic, agricultural, construction, platform workers and so on).

The ILO supports governments and social partners in developing integrated solutions for the extension of coverage through a combination of contributory and non-contributory mechanisms. These may include adaptations of existing tax-financed or other non-contributory programmes towards universalization and more adequate benefits, as well as adaptations of existing social insurance schemes towards more adapted benefit packages, payment schedules and enhanced accessibility of benefits. In all cases, the ILO promotes a rights-based approach by placing a specific emphasis on strengthening national legal and institutional frameworks, including with regard to defining qualifying conditions, benefit levels and financing arrangements, guided by international social security standards.



Countries

► Most significant results achieved in supporting the extension of social protection to the informal economy (2016-2020)



1 In **Viet Nam**, the ILO has been supporting the Ministry of Labour, Invalids and Social Affairs (MOLISA) to extend social insurance coverage to both wage and non-wage workers in the informal economy by producing evidence-based knowledge, including reports on extending coverage of long-term benefits and short-term benefits and costing studies to support the extension.

2 In **Zambia**, the ILO is supporting the Government, in collaboration with informal economy associations and employers' and workers' organizations, in the development of a national strategy on extension of social protection to the informal economy, with a specific focus on domestic workers, agricultural workers and workers in the construction sector. The strategy has been validated by the national tripartite technical working group.

3 In **Pakistan**, the ILO assists the Punjab Employees Social Security Institution in the implementation of the Domestic Workers Act, which was approved in 2019 to extend social insurance coverage to domestic workers.

4 In **Indonesia**, the ILO has supported the Government in undertaking awareness-raising campaigns on the extension of coverage to informal economy workers and workers in micro and small enterprises. It involved a sensitization workshop and research on the "business case" for the extension of coverage to workers in MSEs.

5 In **Mozambique**, the ILO has supported the Government, together with other UN agencies, to renew its Basic Social Protection Strategy, which targets significant expansion benefits for older persons, persons with disabilities and children by 2024.

6 In **Mexico**, the ILO supports the Government to extend social protection to women workers through tailored policy solutions, in particular domestic workers and agricultural workers.

7 In **Senegal**, the ILO provided technical support for the discussion of a simplified social protection regime to enable the affiliation of small contributors.

- 8 ► **In Mongolia**, in collaboration with the Food and Agriculture Organization of the United Nations (FAO), the United Nations Population Fund and UNICEF, the ILO supports the Government in closing social protection gaps for herders.
- 9 ► **In Cameroon**, the ILO supported the development of adapted registration procedures and the operationalization of mobile contribution mechanisms for the extension of coverage to the informal economy.
- 10 ► **In Costa Rica**, the ILO contributed to the adoption of the regulation on contributory insurance for the coffee-harvesting population. This regulation provides health and old-age coverage for approximately 75,000 people.

- 11 ► **In El Salvador**, the ILO supported the Social Security Institute in the development of a proposal to allow for affiliation for self-employed workers that aims to provide coverage for 807,000 workers.
- 12 ► **In Cambodia**, the Government, with the ILO's support, has extended the eligibility of all contributory schemes administered by the NSSF to workers of all enterprises, regardless of their size. This resulted in an extension of legal coverage for health care, maternity, employment injury and sickness benefits to an additional 1.1 million workers in MSEs who were previously not covered.

Technical support facility

Most of the work on the extension of social protection to workers in the informal economy is achieved by country teams through specific projects (for example Irish Aid projects in

Viet Nam, Malawi, Mozambique and Zambia). Headquarters colleagues provide on-demand guidance and support to ILO field colleagues in this thematic area. For instance, in Viet Nam they assisted in providing technical support to MOLISA on the implementation of the Master Plan on Social Insurance Reform (MPSIR).

Key publications



- The ILO's policy resource package "[Extending Social Security to Workers in the Informal Economy](#)" provides practical guidance to develop viable policy solutions for extending social protection to workers in the informal economy and facilitating transitions to formality. The policy resource package includes a [good practices guide](#) (second edition, 2021).



- In addition, a number of social protection spotlight briefs and country briefs highlight successful country experiences in extending social protection to specific categories of workers in the informal economy, including on: [tailored solutions for MSEs](#); [awareness-raising](#); [support for informal workers during the COVID-19 pandemic](#); and extending social security to: [domestic workers](#); [agricultural workers](#) (jointly with FAO); [self-employed workers](#); [workers in MSEs](#); [construction workers](#); and [artists and other workers in the cultural and creative sector](#).

- In addition, ILO provided inputs to other publications to contribute to the dissemination and advocacy around this topic, such as OECD/ILO, [Tackling Vulnerability in the Informal Economy](#) (2019).

Partnerships

The ILO's work on the extension of social protection to the informal economy benefited from the support of the Governments of France, Belgium, Ireland, Luxembourg, Portugal, Germany, Japan and the Netherlands. In addition, several SDG Fund programmes funded by the

Multi-Partner Trust Fund and projects funded by the European Commission focused on the extension of social protection as one of their key priorities. The ILO's work also benefited from collaboration with various partners, including FAO, the Organisation for Economic Cooperation and Development (OECD) and Women in Informal Employment: Globalizing and Organizing (WIEGO).

Results and Impact

The ILO, through this thematic approach, cannot claim direct results, as it only supported national governments and social partners. However, it carried out a number of studies to inform policymaking and contributed to a number of institutional changes, including the adoption of policies and schemes or their concrete implementation.

► **Table 6.2. Results achieved in the thematic area of extending social protection to the informal economy**

Results (institutional changes)	Countries
Assessment of the characteristics of workers in the informal economy and barriers of access to informal national policies	Zambia, Viet Nam, Lao People's Democratic Republic, Malaysia, Myanmar, Pakistan
National policies to extend coverage to workers in the informal economy	Cameroon, Malawi, Mozambique, Zambia, Lao People's Democratic Republic, Viet Nam
Practical design of social assistance and social insurance schemes embedded in law	Cambodia, Indonesia, Senegal, Zambia
Practical implementation through adapted registration and delivery mechanisms	Cabo Verde, Mozambique, Cambodia, Myanmar, Zambia

Ideas for the future

- Support the extension of non-contributory and contributory social protection to workers in the informal economy, workers in new forms of employment (including work on platforms), workers in SMEs and workers in cooperatives and the social and solidarity economy, including through the development and adoption of national policies, legislative reforms, simplifying administrative processes, pilot-testing "sectoral approaches", increased knowledge-sharing of good practices and South-South cooperation.
- Support Member States in improving compliance with the payment of social security contributions to prevent un-formalization.
- Support Member States in coordinating social protection policy with employment policy and other social and economic policies; promoting decent and productive employment; and facilitating transitions from the informal to the formal economy.
- Promote the ratification and application of the Domestic Workers Convention, 2011 (No. 189) and the effective implementation of Recommendations No. 202 and No. 204.



Migrants and forcibly displaced persons

Protecting rights of those on the move

Baseline

169 million migrant workers (ILO 2021) and 26.4 million refugees (UNHCR 2020) face significant legal and practical obstacles to exercise their right to social security and get effective access to social protection benefits, including health care.

Approach

To address the different obstacles faced by migrants in accessing health care and other social protection benefits, the ILO, based on its normative framework and mandate to protect all workers, supports its constituents to extend social protection to migrant workers, refugees and their families. The ILO supports the inclusion of migrant workers in existing social security and social assistance programmes through schemes

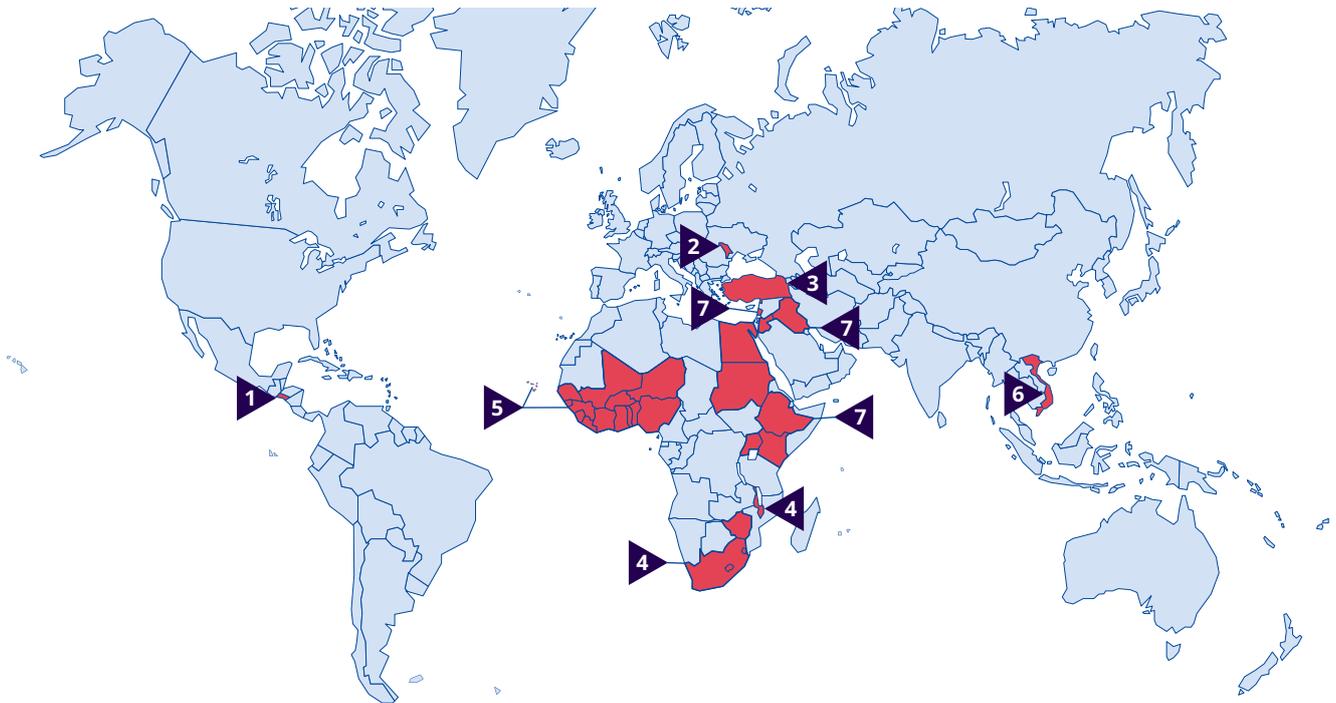
design and reform and removing administrative barriers that may limit migrants' access to social protection. The ILO promotes the ratification and application of relevant Conventions, such as the Equality of Treatment (Social Security) Convention, 1962 (No. 118) and the Maintenance of Social Security Rights Convention, 1982 (No. 157). The ILO helps countries to conclude and enforce bilateral/multilateral social security agreements and to include social security provisions in bilateral labour agreements and memoranda of understanding. Partnerships with governments and other development partners and UN agencies, including UNHCR, are key for this work.

Social dialogue plays a key role in the development of social protection extension strategies and social partners should be actively involved in the planning, design and monitoring of all the above policy options.



Countries

► Most significant results achieved in extending social protection to migrants workers and forcibly displaced persons (2016-2020)



- 1 In 2017, the social security institute of **El Salvador** approved a scheme extending social protection coverage to amongst other family members of migrant workers.
- 2 In 2017, with ILO support, the **Republic of Moldova** signed a social security agreement (pensions) with Germany.
- 3 In **Turkey**, the ILO supports the social security institution under the Ministry of Family, Labour and Social Services through the Transition to Formality Programme (KIGEP), launched in 2019, which helps refugees and host communities to access formal employment and social security.
- 4 The ILO supported the adoption by SADC Ministers and Social Partners of the Guidelines on Portability of Social Security Benefits in SADC (March 2020). **Eswatini, Lesotho, Malawi, South Africa** and **Zimbabwe** volunteered to pilot the implementation of the Guidelines.
- 5 In May 2018, the ILO supported the establishment by the Economic Community of **West African States** (ECOWAS) of its Committee of Experts on Social Security, which will support ECOWAS member States in implementing the General Convention on Social Security and monitoring its proper application.
- 6 As of 2018, social protection was effectively extended to migrant workers as a result of the social insurance law reform in **Viet Nam**.
- 7 Under the PROSPECTS project, the ILO provides support to **Kenya, the Sudan, Uganda, Ethiopia, Egypt, Lebanon, Jordan** and **Iraq** to extend social protection to the workers in the informal economy, with a focus on forcibly displaced persons.

Technical support facility

Most of the work on the extension of social protection to migrant workers is achieved by country teams through specific projects (for example PROSPECTS). Colleagues at headquarters provide specific on-demand support, which stems from the drafting and negotiation of social security agreements, national legislations and policies, bilateral labour arrangements and memoranda of understanding with provisions on social security, as well as comparative reviews of national legislation and practice to support the ratification processes of relevant Conventions.

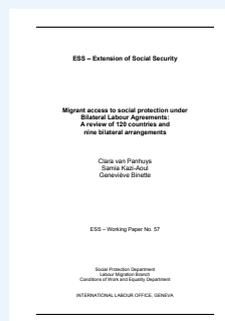
Key publications



- ILO, ISSA and ITC-ILO, [Extending Social Protection to Migrant Workers, Refugees and their Families: Guide for Policymakers and Practitioners](#) (2021). The Guide seeks to provide policymakers, practitioners, migration specialists, social protection specialists and other stakeholders with practical guidance on how to extend social protection to migrant workers, refugees and their families. It provides a variety of policy and administrative options for consideration and adaptation to specific groups and situations, taking the complexity of current migratory movements into account. The policy measures presented are accompanied by selected country and regional practices.



- ILO, "[Social Protection Spotlight COVID-19: Social Protection for Migrant Workers: A Necessary Response to the COVID-19 Crisis](#)" (2020).



- ILO, "[Migrant Access to Social Protection under Bilateral Labour Agreements: A Review of 120 Countries and Nine Bilateral Arrangements](#)" (2017).

Partnerships

The ILO works on the extension of social protection for migrant workers, refugees and their families with financial support from the European Commission; the Swiss Agency for Development Cooperation; the Netherlands; Germany through the Credit Institute for Reconstruction (KfW); Irish Aid; and the PROSPECTS partnership.

Results and Impact

The ILO, through this thematic approach, cannot claim direct results, as it only supported national governments and social partners. However, it has contributed to achieving significant social protection improvements for migrant workers and refugees in several countries and at the sub-regional level.

► **Table 6.3. Results achieved in the thematic area on extending social protection to migrant workers and forcibly displaced persons**

Results (institutional changes)	Countries
Inclusion of migrant workers/forcibly displaced persons in schemes' design (ensuring equality of treatment between nationals and non-nationals)	Kenya, Viet Nam, El Salvador
Removal of administrative barriers to effective coverage of migrant workers/forcibly displaced persons	Turkey
Ratification and application of relevant ILO Conventions (for example Nos. 118 and 157)	ECOWAS
Bilateral/multilateral social security agreements	Republic of Moldova
Social security provisions included in bilateral labour agreements or memoranda of understanding	SADC

Ideas for the future

In response to the Conclusions concerning the second recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 109th Session in 2021, the ILO will continue to strengthen its support for constituents on the extension of social protection to migrant workers and their families, including to close the coverage gap. The ILO,

in collaboration with the International Social Security Association (ISSA) and the International Training Centre (ITC-ILO), will build capacities, develop and disseminate practical policy guidance tools and provide evidence-based technical advice, including on developing inclusive legal frameworks and social protection systems and the conclusion and implementation of social security agreements, while paying special attention to specific groups of migrants and refugees.



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Assessment-based national dialogues

Building nationally defined social protection floors

Baseline

Today, 4 billion people have no access at all to social protection. This massive social protection gap is not acceptable from a human rights perspective. It is also a missed opportunity from an economic and social development point of view. To turn the right to social protection into a national reality and improve the lives of millions of people worldwide, the United Nations System Chief Executives Board for Coordination (CEB) launched the Social Protection Floor Initiative in April 2009. UN-wide implementation was given a boost in June 2012, when governments, employers' representatives and workers' representatives adopted Recommendation No. 202 by consensus at the 101st Session of the International Labour Conference.

Social protection floors (SPFs) are nationally defined sets of basic social security guarantees that ensure access to essential health care; adequate cash transfers for children; benefits and support for people of working age in case of maternity, disability or work injury or for those without jobs; and pensions for all older persons. Such protection can be provided through social insurance, tax-funded social benefits, social assistance, public works programmes and other schemes that guarantee basic income security. Recommendation No. 202 and its UN follow-up helped lead to the implementation of nationally defined SPFs in a number of countries.

Approach

Guided by Recommendation No. 202, the assessment-based national dialogue (ABND) exercise assesses whether the SPF is a reality for the whole population of a country and how it can be extended to all members of society.

Policy gaps and implementation issues in the social protection system are identified. Recommendations for new or expanded social protection provisions are developed to guarantee an SPF for all residents and children. The ILO Rapid Assessment Protocol (ILO/RAP) cost-estimation tool is used to estimate the cost and affordability of implementing the recommendations in each country. Together with the ILO/RAP tool, the ABND acknowledges that policy recommendations must be affordable, while providing flexibility for schemes to be scaled up as more fiscal space becomes available.

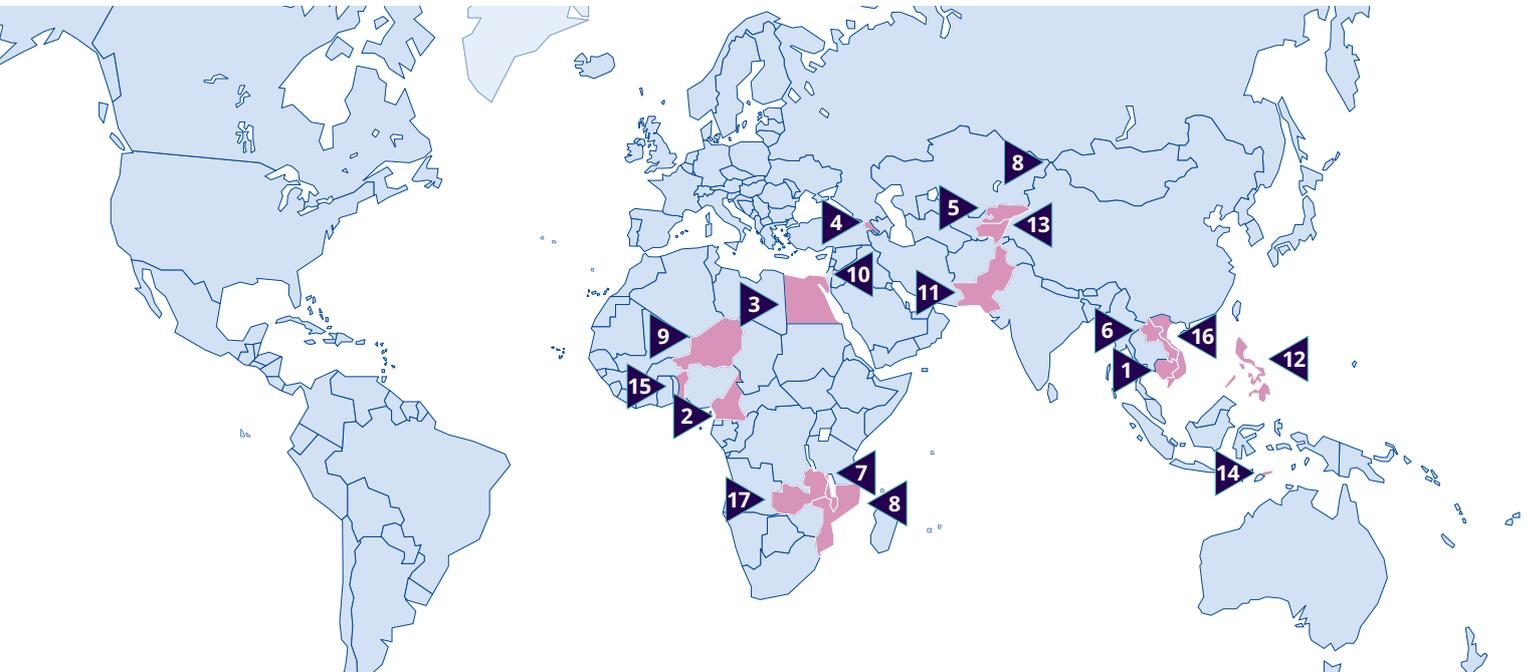
The participatory approach adopted throughout the ABND exercise raises awareness among line ministries, employers' and workers' representatives, civil society organizations and UN agencies about the SPF concept, its relevance for every country and the importance of taking a coordinated and holistic approach to effectively develop social protection.

The methodology for conducting ABND exercises was developed by the ILO in East and South-East Asia and the Pacific. It was used to support, as part of the Flagship Programme on Building Social Protection Floors for All, the development of national social protection strategies in 26 countries.

The ABND methodology has also served as the basis for the development of an inter-agency assessment process by members of the Social Protection Inter-agency Cooperation Board (SPIAC-B), which is known as the Social Protection Policy Options Tool (SPPOT) and was piloted in Togo in 2018.

Countries

► Most significant results achieved in conducting ABNDs (2016-2020)



1 Cambodia: The ILO, in collaboration with UNICEF, the German Technical Cooperation Agency (GIZ) and other partners, supported the development of the National Social Protection Framework 2016–2025, using the ABND. It was approved by the Council of Ministers on 24 March 2017 and launched by the Prime Minister in July 2017.

2 Cameroon: The ILO, together with other UN agencies, has been providing support to the Government to finalize and adopt the National Strategy for Social Protection in 2018, which identifies key areas on which improvements to the social protection system will focus, including the strengthening of non-contributory systems (transfers for vulnerable groups) and implementing a universal health coverage system.

3 Egypt: The ABND was conducted in 2017–2018 and included poverty impact assessments of several SPF packages as well as a fiscal space analysis. The report has not yet been endorsed by the Ministry of Social Solidarity.

4 Georgia: The ABND was conducted in 2019 and suggested closing gaps in social protection provision for children and people of working age, which would cost less than 2 per cent of GDP.

5 Kyrgyzstan: In 2018, the ABND multi-stakeholder working group, comprising government and social partner representatives and the UN country team in Kyrgyzstan, endorsed the ABND report, whose priority recommendation was to increase the level of state pension benefits. In October 2018, the Government issued the necessary decrees to implement an increase in both the basic, non-contributory and social insurance component of the state pension scheme, bringing the basic benefit closer to the established minimum subsistence level.

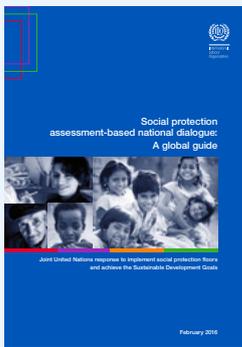
6 The Lao People's Democratic Republic: The ABND was conducted under the oversight of the Government's Drafting Committee for the National Social Protection Strategy, led and facilitated by the Ministry of Labour and Social Welfare with the support of the ILO (and the involvement of other UN agencies). The ABND report was officially published and launched in 2017, including several recommendations for improving social protection in the Lao People's Democratic Republic. Among them are the introduction of a child support grant and a universal social pension. Drawing upon these conclusions, the ILO subsequently provided direct technical assistance to the Government in the formulation of a national social protection strategy that was adopted in September 2020.

- 7 **Malawi:** Together with other UN agencies, the ILO has been supporting the Government in the participatory review and evaluation exercise of the Malawi National Social Support Programme (MNSSP-I), using ABND methodology. This led to the development of the MNSSP-II, which was formally adopted and launched during Malawi's Social Protection Week in July 2018 and will run from 2018 to 2023.
- 8 **Mozambique:** The ABND was used to support the development of the National Strategy for Basic Social Security 2016–2024, which was approved by the Council of Ministers on 23 February 2016.
- 9 **The Niger:** The ILO has been working closely with other UN agencies to support the Government in the conduct of a national dialogue for the establishment of an SPF. Supported by ILO technical studies, a series of consultations were carried out to analyse existing programmes and available fiscal space, identify priority branches for future expansion and improve coordination across public institutions and services.
- 10 **Occupied Palestinian Territory:** A national diagnostic study was conducted in 2017. It is the first step of a national dialogue process aiming at the development of an SPF.
- 11 **Pakistan:** In 2018, the ILO supported federal authorities in conducting a national mapping and situational analysis of existing social protection schemes, using the ABND. Today, the ILO chairs the UN Working Group on Social Protection, which provides joint support to the Government on the adoption of a national SPF concept.
- 12 **The Philippines:** The ABND was finalized in 2018 and is today being used to support the institutionalization of a national SPF as one of the reforms under the updated Philippine Development Plan 2017–2022 launched in February 2021.
- 13 **Tajikistan:** The ABND was developed with the participation of the Government, employers' and workers' organizations, civil society, UN agencies, international financial organizations and development partners. Endorsed by the Government in February 2018, it provides concrete recommendations to achieve a nationally defined SPF.
- 14 **Timor-Leste:** The ILO and the UN have supported the Government of Timor-Leste in conducting an ABND exercise, which was informed by ILO cost assessments and micro-simulations to estimate the potential impacts of proposed reforms. Endorsed by the Government in May 2018, the report analyses 26 programmes across six ministries. It was used as a basis for the development of the National Social Protection Strategy (which has not yet been adopted).
- 15 **Togo:** The ILO has led the application of the inter-agency Social Protection Policy Options Tool, or ABND-SPPOT, in partnership with the EU and the OECD and in collaboration with UNICEF, the United Nations Development Programme (UNDP), the Joint United Nations Programme on HIV/AIDS, the World Food Programme (WFP), FAO, WHO, the EU, GIZ, the World Bank and the African Development Bank. This led to recommendations for the implementation of an SPF in Togo and was used as a basis for the formulation of the National Development Plan (2018–2022), which was launched in March 2019.
- 16 **Viet Nam:** The ILO's support for the development of the Master Plan on Social Assistance Reform (MPSAR) adopted in April 2017 and the MPSIR adopted in May 2018 used the ABND approach and RAP tool to calculate and project the cost of social protection benefits. These master plans are a national commitment to achieve universal social protection coverage through multi-tiered systems.
- 17 **Zambia:** The ILO supported through an ABND process the development of the Integrated Framework for Basic Social Protection Programmes, which was launched in November 2017 during social protection week in Lusaka. This framework is intended to promote an efficient, coordinated and more coherent provision of social protection transfers by reducing fragmentation and allowing for synergies and complementarities in programming.

Technical support facility

Most ABNDs are carried out by country teams using the ABND guide. Colleagues at headquarters provide specific on-demand support, focusing mainly on costing policy options for SPFs and identifying financing options.

Key publications



- ILO, [Social Protection Assessment-Based National Dialogue: A Global Guide](#) (2016). This guide helps users to conduct ABND exercises, which are the first step towards implementing nationally defined SPFs. The ABND exercise is based on national multi-stakeholder dialogue concerning social protection strategies, challenges and concrete areas of action. It offers a unique opportunity for UN agencies to build on their respective synergies and deliver as “One UN” for more efficiency and greater impact. National ABNDs were documented in country briefs: [Myanmar](#), the [Philippines](#) and [Tajikistan](#). An online e-learning package is available at: <https://www.social-protection.org/gimi/ABND.action>.



- The [ILO/RAP](#) online model supports policymakers in creating policy scenarios and assessing their cost, as part of the ABND process.

Partnerships

The ABND exercise is a participatory approach to identifying priority policy options for the successful and coordinated development of nationally defined SPFs. Therefore, all relevant stakeholders, including line ministries, local government bodies, employers’ and workers’ organizations, civil society organizations, academics and development partners, should be involved from the outset. This process takes more than a year and entails bilateral consultations, multipartite workshops and technical seminars to progressively devise a shared vision of the social security situation; identify policy gaps and implementation issues; and draw up appropriate

policy recommendations for the achievement of a comprehensive SPF that is in line with international labour standards. The participatory approach adopted throughout the ABND exercise raises awareness among line ministries, employers’ and workers’ representatives, civil society organizations and UN agencies about the SPF concept, its relevance for the country and the importance of taking a coordinated, holistic approach to the development of social protection.

ABND exercises have been carried out through a number of country and thematic projects and received financial support from several partners of the Flagship Programme on Building Social Protection Floors for All.

Results and impact

► **Table 6.4. Results achieved in conducting ABNDs**

Results (institutional changes)	Countries
A national social protection strategy is developed and adopted as a follow-up to the ABND process	Cambodia, Cameroon, Lao People’s Democratic Republic, Malawi, Mozambique, Togo, Viet Nam and Zambia
Concrete policy measures are adopted based on the recommendations of the ABND report	Indonesia, Kyrgyzstan, Lao People’s Democratic Republic, Malawi, Mongolia, Myanmar, Pakistan, the Philippines, Thailand, Viet Nam

Ideas for the future

- Further promote the ABND methodology among ILO constituents, the UN, international financial institutions and development partners to promote the development of rights-based social protection systems.
- Use the ABND to improve the joint work of UN country teams and develop the capacities of UN country teams and resident coordinators.
- Enrich the ABND with additional tools for proposing realistic financing options for SPFs and negotiating them in the integrated national financing frameworks (INFF) processes.



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Financing

Investing more and better

Baseline

The COVID-19 pandemic has acted as a stress test for social protection systems worldwide, exposing often dramatic gaps in their [coverage](#), comprehensiveness and adequacy and thereby jeopardizing the health, incomes and jobs of billions of people. These protection gaps, which pre-existed the crisis and were further exacerbated by it, are associated with insufficient public investment in social protection. Prior to the COVID-19 pandemic, countries [spent](#) on average 18.8 per cent of their GDP on social protection (including health), with staggering variations across regions and income groups. Already taking into account the impact of the COVID-19 pandemic, the [ILO estimates](#) that low- and middle-income countries would need to invest an additional US\$1.2 trillion – equivalent to 3.8 per cent of their GDP – to close the annual financing gap in 2020. Low-income countries represent US\$77.9 billion of this total financing gap – equivalent to 15.9 per cent of their GDP.

Approach

The ILO has promoted an approach based on ILO standards: to overcome coverage gaps, countries should invest more and better in their national social protection systems. Domestic resources can be raised for social protection, through extending contributory social security to uncovered groups, improving compliance and fighting tax evasion, reallocating government budgets, creating new earmarked taxes, curbing illicit financial flows, among other things. Investing better can be achieved by applying ILO guiding principles to all policy choices related to social protection financing – such as diversity of

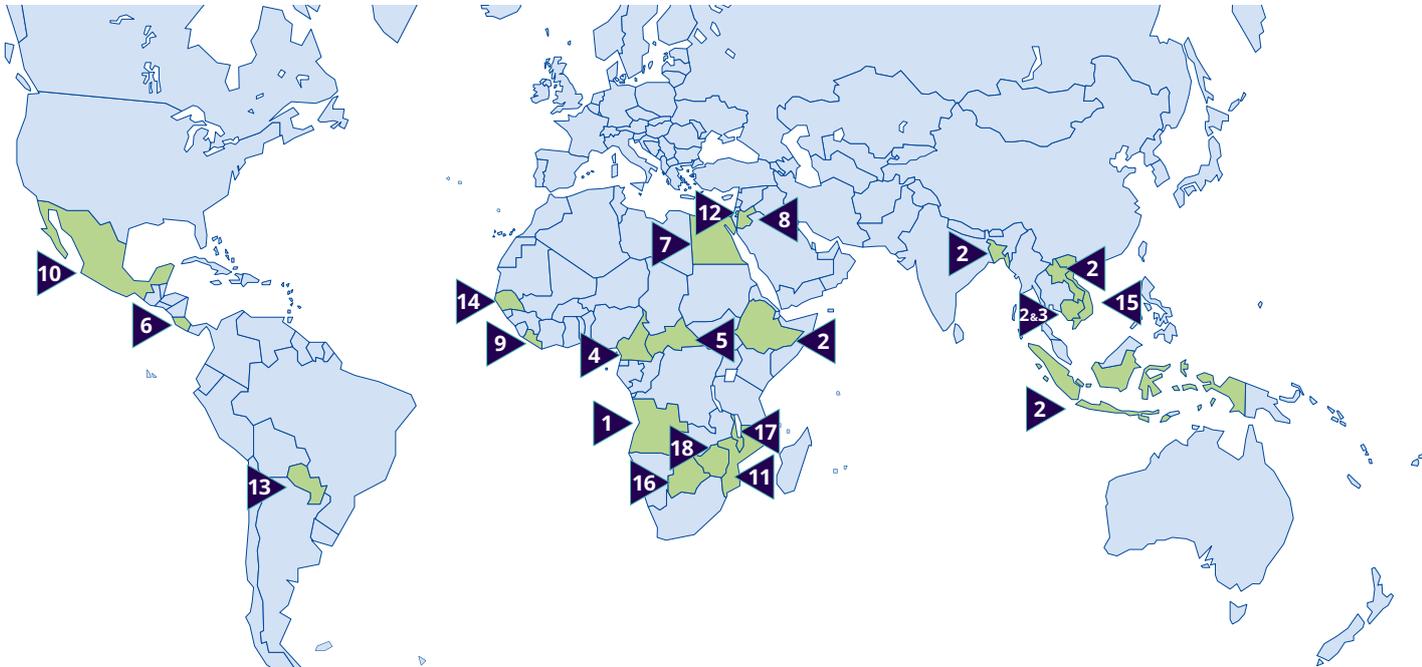
methods and approaches, solidarity in financing, sound financial governance or social dialogue. Investing more and better is about linking financing to policymaking (and vice versa) and requires a whole-of-government approach (including closer collaboration with ministries of finance and planning) and the strong involvement of employers' and workers' representatives (who are both beneficiaries of and contributors to social security). For countries with limited domestic fiscal capacities or facing increased needs due to crises, natural disasters or climate change, the approach explores the use of international financial resources, in combination with technical assistance, to complement and support domestic resource mobilization for social protection.

In the [Conclusions concerning the second recurrent discussion on social protection \(social security\)](#) adopted by the International Labour Conference at its 109th Session in 2021, Member States:

- commit to progress towards more sustainable and adequate financing of their social protection systems;
- ask the ILO to assist their efforts to close financing gaps through domestic resources and development cooperation, including in the framework of the Flagship Programme on Building Social Protection Floors for All;
- request the ILO to engage with international financial institutions on possible ways to increase fiscal space for social protection; and
- suggest that the ILO explores options for mobilizing international financing for social protection, and initiates and engages in discussions on concrete proposals for a new international financing mechanism, such as a global social protection fund.

Countries

► Most significant results achieved in financing social protection (2016-2020)



1 Angola: Following the adoption in December 2020 of the new National Policy for Social Action, with the support of UN agencies, the ILO is currently facilitating the costing and fiscal space analysis of several policy scenarios, including for the extension of coverage to workers in the informal economy.

2 Bangladesh, Cambodia, Ethiopia, Indonesia and the Lao People's Democratic Republic: Additional fiscal space for social protection has been created through the mobilization of donor funding and is used to respond to the immediate social protection needs of the population, while supporting the development of longer-term and rights-based social protection systems, based on the systematic application of international social security standards and principles.

3 Cambodia: The ILO has been supporting Cambodia for some years on discussions related to the financing of social protection. More recently, it started working on the review of the National Social Protection Policy Framework, which includes a discussion of options for a gradual extension of social protection, including its costs. In this regard, a dialogue on fiscal space with the International Monetary Fund (IMF) is being planned. ILO and IMF teams will also collaborate on improving the effective implementation of

the code of accounts and will have a dialogue on options for the transfer of civil servants pensions (and respective funding) to the NSSF, a stream of work that has been done in collaboration with the World Bank.

4 Cameroon: For several years, the ILO has supported the development of the design and parameters of the universal health coverage system (care package, financing plan, procedures manual and management tools, organization and operation of the system). Based on these studies, the launch of the universal health coverage system is under preparation.

5 Central African Republic: The ILO has supported the creation of a Civil Servants' Pension Fund and proposed modalities for the implementation of the monthly payment of old-age benefits in 2018. About 12,000 people will be covered by this mechanism.

6 Costa Rica: The tripartite Board of Directors of the Costa Rican Social Security Fund adopted the "Regulations for the Contributory Insurance of the Coffee-Harvesting Population in Social Security", through a bipartite (employer and government) financing scheme. The plan is expected to provide health and pension coverage for some 75,000 coffee-pickers.

- 7** **Egypt:** In July 2019, Egypt adopted a new Social Insurance and Pensions Law aiming to enhance the governance and the financial sustainability of the national pension system.
- 8** **Jordan:** The ILO supported the design and establishment of the Emergency Unemployment and Employment Stabilization Fund (EUESF) for the COVID-19 pandemic, which delivers immediate relief to workers affected by the crisis and provides, in a longer-term perspective, contribution subsidies and other incentives to extend the coverage of social security to informal economy workers.
- 9** **Liberia:** The President of the Republic launched the Pro-Poor Agenda for Prosperity and Development (2018–2023), which was developed with extensive technical assistance by the ILO. The ILO provided evidence to facilitate the consensus on policy options for extending social protection and to estimate the cost of the different policy reforms.
- 10** **Mexico:** The ILO supported the design of a universal social pension for older adults in Mexico through the assessment of different scenarios and an actuarial technical note projecting pension costs. This work informed the necessary amendments to be made to the budget, thus guaranteeing the resources needed to continue extending the social pension in 2019.
- 11** **Mozambique:** The ILO and UNICEF support the Social Action Budget Brief, which monitors the budget allocation to social protection in percentage of GDP and government budget, showing a positive trend over the years. It has been an effective tool to support national debate on the domestic fiscal space for social protection and to track political commitments.
- 12** **Occupied Palestinian Territory:** The Palestinian Authority has put in place a road map for a national SPF, based on the ILO Social Protection Floor studies, which included a coverage gaps analysis, a costing of policy options and fiscal space analysis.
- 13** **Paraguay:** The ILO is currently assisting in the costing and fiscal space analysis of the ¡Vamos! social protection system.
- 14** **Senegal:** Through a partnership between the EU and the ILO, an ABND-SPPOT was conducted in 2019–2020 and [recommendations](#) for strengthening the system were coded. With the support of an EU-funded project, the Government is now improving its public finance management framework related to social protection (classification of revenues and expenditures, better determination of budgets for social protection). In 2021, ILO will continue supporting the Government to assess fiscal space analysis and financing options.
- 15** **Viet Nam:** With the ILO’s dedicated technical support (10 technical notes) in 2018, the Communist Party of Viet Nam promulgated resolution 28-NQ/TW to guide future social insurance reform under its MPSIR, which represents a commitment to achieve universal social protection coverage through multi-tiered systems for long- and short-term benefits. The adoption of the MPSIR follows and complements the MPSAR adopted in 2016. With the MPSIR and MPSAR, those left behind will be covered through a combination of contributory and non-contributory schemes.
- 16** **Zambia:** Through tailor-made training, the ILO contributed to improve the capacity of the Government and of national economic think tanks to refine and apply tax-benefit microsimulations in the execution and oversight of non-contributory social protection programmes (MicroZAMOD³ model). The simulations were used to demonstrate the effects of various cash transfer design options and are now embedded into the planning and budgeting process for implementation of the seventh national development plan.
- 17** **Malawi:** The ILO has supported the Government in undertaking an assessment on the feasibility of establishing comprehensive social insurance system as a mechanism to support the extension of social protection coverage and mechanisms for sustainable social protection financing.
- 18** **Zimbabwe:** The Government has taken steps to strengthen the governance and administration of social security by exploring fiscal choices and improving administration, coordination and governance of the programmes.

³ The model was developed with the United Nations University World Institute for Development Economics Research and applied in collaboration with the Southern Africa Social Policy Research Institute and the Zambia Institute for Policy Analysis and Research.

Technical support facility

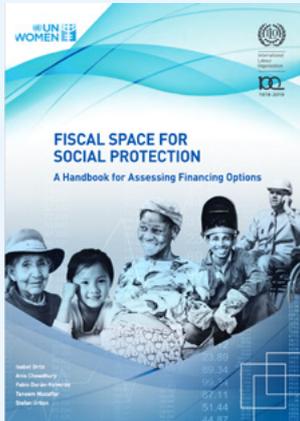
Technical experts at headquarters level are supporting ILO field colleagues and constituents in this thematic area.



► The social protection system is an enormous redistributive mechanism, and in this sense requires a competent system of governance and administration and, in particular, adequate financial management.

► Ms Teodora Recalde de Spinzi, General Budget Director, Ministry of Finance of Paraguay

Key publications



► UN Women/ILO, [Fiscal Space for Social Protection: A Handbook for Assessing Financing Options](#) (2019) provides a set of eight fiscal space options that may be used to close the gaps in coverage and financing of social protection.



► The second edition of ILO, [Financing gaps in social protection](#) (2020) provides updated estimates of the costs and financing gaps for achieving SDG targets 1.3 and 3.8. The analysis incorporates the effects of the COVID-19 pandemic. The paper analyses options for reaching universal social protection by 2030, including health, using domestic and external resources.



► ILO, [Measuring financing gaps in social protection for achieving SDG target 1.3: Global estimates and strategies for developing countries](#) (2019) aims to calculate what additional investment would be required to establish an SPF in all countries and reach SDG target 1.3 by 2030, exploring potential sources of financing to create the additional fiscal space needed.



- The [Social Protection and Public Finance Management](#) programme website highlights and documents successful country experiences in improving public finance management and implementing systems to strengthen their social protection systems.



- [Social Protection floor cost calculator](#) and [Rapid Social Protection Calculator for COVID-19](#) are easy-to-use tools to estimate the costs of the different components of social protection floors and to make rapid adjustments to social protection systems in response to the COVID-19 crisis.



- The [ILO/RAP](#) online model supports policymakers in creating policy scenarios and assessing their cost, as part of the ABND process.

Partnerships

The ILO's work on financing social protection is guided by UN-Women/ILO, [Fiscal Space for Social Protection: A Handbook for Assessing Financing Options](#) (2019). In April 2019, the ILO, together with UNICEF and the Global Coalition for Social Protection Floors (GCSPF), launched the three-year programme "[Improving Synergies between Social Protection and Public Finance Management 2020–2023](#)", funded by the EU. The programme is currently being implemented in 18 countries.

The ILO is also seeking to strengthen its partnership with the IMF at global and country levels. Similarly, the ILO and UNDP signed a global agreement for improved collaboration in July 2020. The agreement, among others, seeks to strengthen collaboration on financing and good governance of social protection, as well as on the extension of social protection to all workers; it will also ensure that the social protection policy scenarios adopted through ABNDs can be reflected in INFFs.

The ILO is also developing experience on linking international financial resources with policymaking at country level through a Federal Ministry for Economic Cooperation and Development of Germany (BMZ) project in Bangladesh, Cambodia, Ethiopia, Indonesia and the Lao People's Democratic Republic, as well as through Jordan's EUESF for the COVID-19 pandemic. In both projects, additional fiscal space for social protection has been created through the mobilization of donor funding and is used to respond to the immediate social protection needs of the population while supporting the development of longer-term and rights-based social protection systems, based on the systematic application of international social security standards and principles.

Results and Impact

The ILO, through this thematic approach, cannot claim direct results, as it only supported national governments and social partners. However, it has contributed to assessing, designing and implementing concrete financing options in a number of countries.

► **Table 6.5. Results achieved in the thematic area on financing social protection**

Results (institutional changes)	Countries
Assessing the current level of social protection expenditures and financing gaps and advocacy for more and better investments	<ul style="list-style-type: none"> ► Social protection expenditures regularly reported through ILO, Social Protection Data Dashboard and ILO, World Social Protection Report ► Estimates of financing gaps in social protection ► Social action budget briefs in Mozambique and Angola ► Social protection budget tracking conducted by civil society organizations in Zambia
Costing policy options for achieving universal social protection	<ul style="list-style-type: none"> ► ILO/RAP tool used in Senegal, Liberia, Togo, the Occupied Palestinian Territory, Jordan, the Lao People's Democratic Republic and Viet Nam to cost SPF guarantees
Fiscal space analysis and financing options for new or extended social protection programmes	<ul style="list-style-type: none"> ► Fiscal space analysis: Occupied Palestinian Territory, Jordan, Senegal, Zimbabwe ► Universal health coverage: Cameroon, Central African Republic, Peru, Myanmar, Lao People's Democratic Republic ► Extension to workers in the informal economy and self-employed subsidized by the Government: Costa Rica, El Salvador, Mexico
Increasing compliance, good governance and sustainability of social protection schemes and systems	<ul style="list-style-type: none"> ► Support to improve governance and sustainability of schemes: Egypt, Honduras, Benin, Ecuador, Paraguay
Increasing fiscal space through the extension of contributory social security to workers in the informal economy	<ul style="list-style-type: none"> ► Cambodia, Cabo Verde, Thailand, Viet Nam
International solidarity to complement and support domestic resource mobilization	<ul style="list-style-type: none"> ► Jordan, Bangladesh, Cambodia, Ethiopia, Indonesia and Lao People's Democratic Republic

Ideas for the future

- Apply international social security standards and principles in financing for social protection and provide evidence of its positive impact.
- Explore financing options for social protection, with a focus on increasing domestic resources mobilization, including through the formalization of the economy.
- Improve public finance management, as well as sustainability and good governance of social security institutions, for extending social protection.
- Advocate for an enabling international environment for more solidarity and increasing funding for social protection, including by exploring the feasibility of a global fund for social protection.
- Enhance partnerships with international financial institutions and INFFs for improved financing for social protection and greater application of the international standards on social protection and its financing.

Rights-based Leaving no-one behind

Baseline

Social security is a human right recognized in the Universal Declaration of Human Rights, yet it is estimated that only 31 per cent of the global population have access to comprehensive social security systems in all areas, from child benefits to old-age pensions, while the rest are covered only partially or not at all.

Approach

Grounded in the international social security standards adopted by ILO's tripartite constituents, notably the landmark Convention No. 102, Recommendation No. 202 and other ILO up-to-date social security standards, the ILO provides integrated assistance to governments and social partners in effectively formulating and implementing appropriate policies and legal frameworks as a means to improve and maintain their social protection systems and progressively achieve universal social protection in line with SDG targets 1.3 and 3.8. This assistance includes a broad range of expert technical support and capacity-building activities and is centred on effective and inclusive social dialogue.

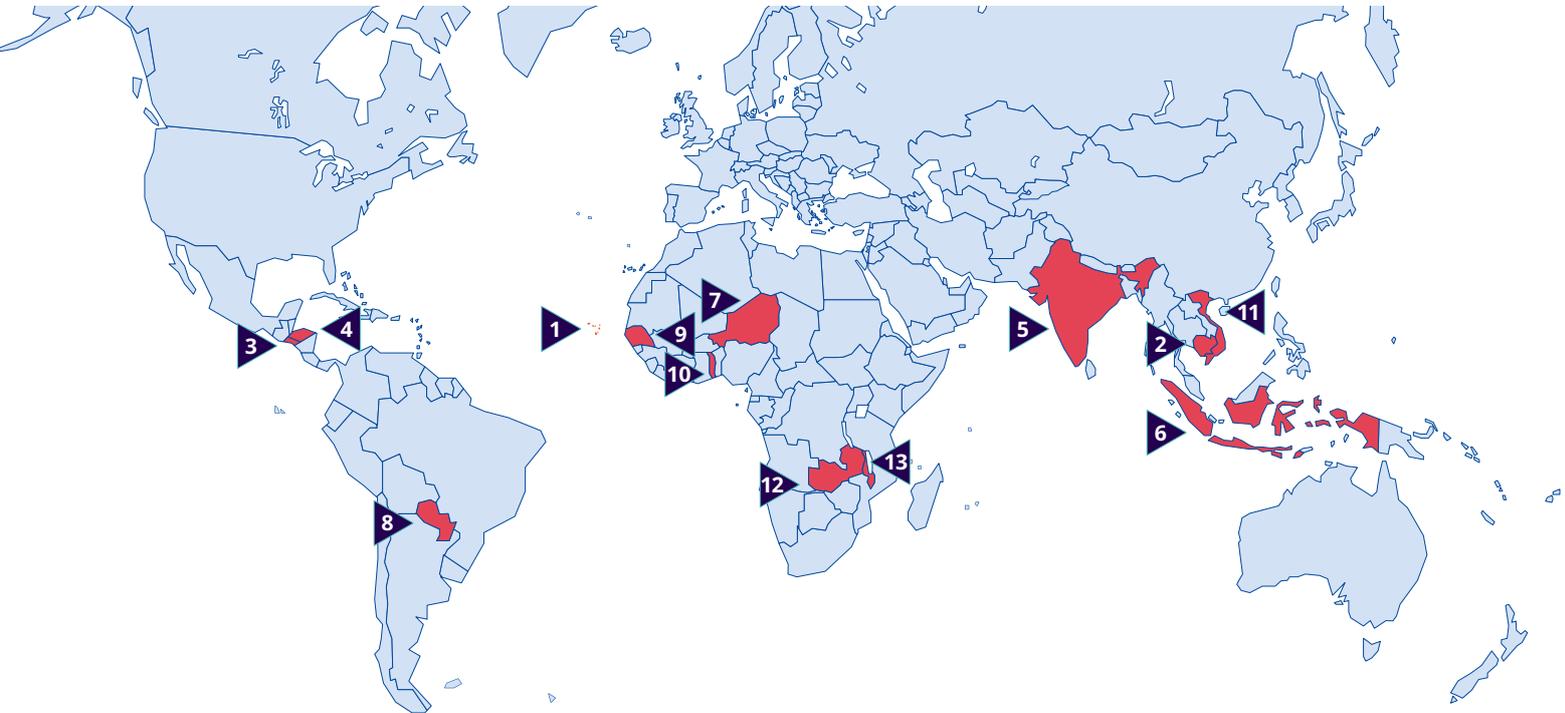
Recognizing that each country can achieve universal social protection through comprehensive rights-based social protection systems, which combines contributory and non-contributory mechanisms, ILO support is responsive to each country's social and economic circumstances, reflects national policies and strategies and is in line with international social security standards. In particular, the ILO assists national counterparts to assess the compatibility of their social protection systems with the minimum requirements established by the relevant international social security standards with a view to ratifying and applying them. By defining a minimum framework for social protection systems, international social security standards guide the establishment, maintenance and reform of these systems. In addition, the ILO provides tailor-made assistance for the revision of existing and draft legislation in order to secure national systems that are comprehensive and provide adequate levels of protection, in line with the principles enshrined in international social security standards to guarantee effective, equitable and sustainable systems based on clearly defined rights and obligations.

Finally, the ILO contributes to the development and enhancement of national capacities through technical workshops on international social security standards and legal drafting strategies, with a view to ensuring national ownership of social protection systems and legal frameworks.



Countries

► Most significant results achieved in building rights-based social protection systems (2016-2020)



- 1 ► **Cabo Verde** ratified Convention No. 102 in January 2020, with ILO support. This is an important step in the development and consolidation of the social protection system in Cabo Verde, including the acceleration of the extension of social protection coverage to the entire population.
- 2 ► **In Cambodia**, the ILO provided full-fledged support for the development of a new law on social security schemes adopted in 2019, as well as capacity-building on social protection systems, legal frameworks and international social security standards.
- 3 ► **In El Salvador**, in the framework of an actuarial study, the ILO provided technical assistance for policy and legal reforms to strengthen the Salvadorian social security system, including a recommendation to extend medical care coverage to dependent children aged 12–18. In this context, a legislative amendment was adopted in 2019 to modify the age requirements for dependants as of 2020, potentially benefiting 75,000 children. Further, the ILO has undertaken a comprehensive compatibility assessment of national legislation with Convention No.102 with a view to the possible future ratification of the Convention.
- 4 ► **In Honduras**, the ILO has been supporting the Government in strengthening the national social security system, notably by providing technical recommendations to ensure the compatibility of a draft Social Security Law submitted to the national Congress in 2017 with Convention No. 102, which was ratified in 2012. More recently, the ILO has collaborated with the Government to develop a legal instrument to extend social security coverage through a non-contributory benefit.
- 5 ► **In India**, the Labour Code on Social Security 2020 was adopted by the Government in September 2020. The ILO contributed to the development of the draft Labour Code, which amends and consolidates nine central labour laws on social security with the goal of extending social security to all employees and workers in the organized and unorganized sectors.
- 6 ► **In Indonesia**, the ILO facilitated trade unions and civil society organizations to consolidate inputs during the development of Ministerial Decree (No. 18/2018) on Social Security for Migrant Workers. In addition, the ILO prepared a compatibility assessment of the current national social security framework and practice with international social security standards with a view to the possible ratification of Convention No. 102.

- 7 In 2019, the ILO supported the Ministry of Labour and Social Protection of **the Niger** to consolidate its social security legal framework into a unique code to ensure alignment with international social security standards and promote the extension of social protection.
- 8 In **Paraguay**, the ILO accompanied the Social Security General Directorate in the preparation of a technical report assessing the compatibility of national legislation and practice with the requirements of Convention No. 102 and in its socialization in 2019 with social partners and representatives of relevant government actors during National Social Security Week. The ratification of Convention No. 102 was approved by the Committee on Foreign and International Affairs in 2020 and by the Senate in 2021, which referred it to the lower house.
- 9 In **Senegal**, the ILO supports the Government in codifying existing social security legislation under a single Social Security Code to remedy fragmentation, duplications and gaps in coverage (not yet adopted). In particular, the draft Code seeks to promote the creation and extension of SPFs, notably to workers in MSEs and self-employed workers.
- 10 In **Togo**, the ILO provided comments to the draft Compulsory Health Insurance Act to ensure that the text is in conformity with international social security standards, in particular Convention No. 102, which Togo ratified in 2013. This law will create a compulsory and universal health insurance scheme for employees of the National Social Security Fund and progressively for workers in the informal and rural sectors.
- 11 In **Viet Nam**, the ILO supports the Government in reviewing the social security law that will enact the MPSAR and MPSIR and establish a multi-tiered social security system. The ILO also conducts a gender assessment of the impact of the policy proposals.
- 12 In **Zambia**, the ILO supported the development of the Integrated Framework for Basic Social Protection Programmes, using a participatory process with broad-based consultations, following the ILO's ABND methodology. The Integrated Framework was approved and launched by the Government in 2019.
- 13 In **Malawi**, the ILO supports the review of the national social support policy to strengthen delivery of social protection programmes, which is operationalized by the Malawi National Social Support Programme.

Technical support facility

Legal experts at headquarters support ILO field colleagues in this thematic area. For instance, the Government of Paraguay valued the technical and legal support provided since 2012, which resulted in the ratification of Convention No. 102 in January 2020.



►► The ratification of Convention No. 102 will mark an important milestone in the safeguard and protection of labour rights and the social protection of workers in Paraguay.

► **Carla Bacigalupo**, Minister of Labour, Employment and Social Security, Paraguay

Partnerships

With the objective of continuing to strengthen and promote the links between the human rights framework and the international social security standards framework, the ILO has been working with UNHCR on its mutually reinforcing objectives, including for example on the development of checklist to assess the manner in which a human rights-based approach to social protection is reflected in the design, implementation and evaluation of social protection plans, policies and programmes, in particular those developed and undertaken with the support of the UN in the framework of SDG target 1.3.

The ILO's work on promoting compliance with the principles established in international social security standards benefited from the support of the 2030 Agenda sub-fund of the United Nations Peace and Development Trust Fund, in particular through a joint project undertaken with the Division for Inclusive Social Development of the United Nations Department of Economic and Social Affairs. The ILO developed a knowledge base of the good practices that are critical for social security governance, including compliance and enforcement of social security legal frameworks, inspection systems and complaint and appeals mechanisms.

Results and Impact

The ILO, through this thematic approach, cannot claim direct results, as it only supported national governments and social partners. However, it has contributed to embedding social security in law in several countries.

► **Table 6.6. Results achieved on legal support**

Results (institutional changes)	Countries
Ratification of ILO up-to-date social security Conventions	Cabo Verde, Russian Federation, Ukraine
National policies and legislative developments adopted to extend social protection coverage	Cambodia, El Salvador, India, Indonesia, the Niger and Zambia
Technical support for the design of social assistance and social insurance schemes embedded in law	Cambodia, Honduras, Senegal, Pakistan, Viet Nam and Togo

Ideas for the future

- The implementation of the TSF will favour the timely provision of comprehensive legal support to ILO constituents based on the internationally agreed principles and legal architecture, including through advisory missions, legal assessments with a view to the ratification of international social security standards, capacity-building workshops, and analysis of in-force and proposed legislation.
- A guide on the development of national social security legislation based on international social security standards and international best practices is being produced to complement capacity-building activities and workshops.
- In line with the conclusion of the International Labour Conference in 2021, a campaign on the promotion of Convention No. 102 will be rolled out.



Actuarial valuations

Sustainability and good financial governance

Baseline

Income protection in old age is the most widespread form of social protection, with 77.5 per cent of people above retirement age receiving a pension. More than half of these pensions are provided through contributory social insurance schemes. Pensions are long-term promises and the sustainability of pension systems can be challenged by population ageing, stagnating real wages, the growing informality of labour markets and the emergence of new forms of employment. Today, the reform of social security pension systems represents the biggest share of ongoing and planned social protection reform processes.

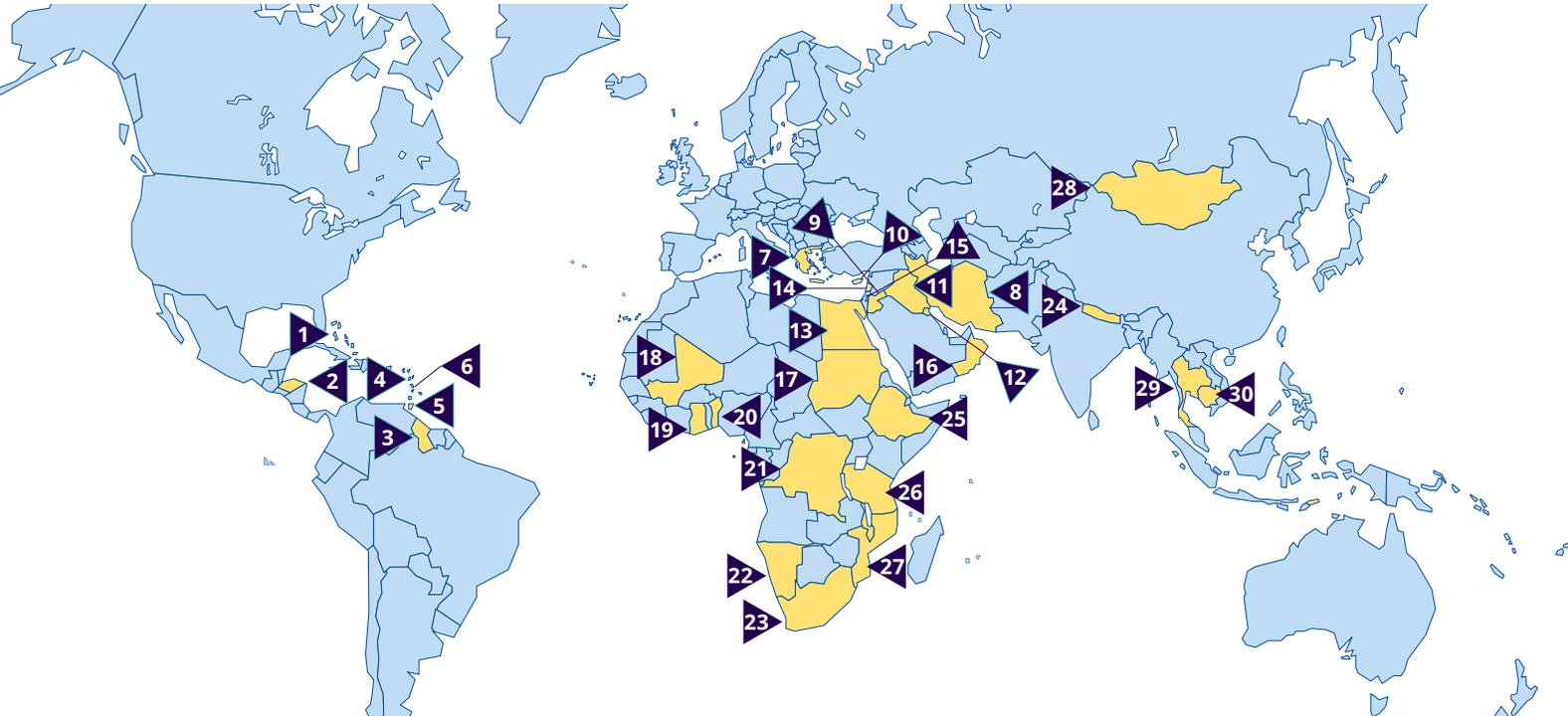
Approach

Rooted in Recommendation No. 202 and other relevant Conventions (Nos. 102 and 128) and Recommendations (No. 131), the sustainability of social protection systems is one of the core ILO principles, together with the universality of coverage and the adequacy and predictability of benefits. To achieve sustainability, Convention No. 102 requires that Member States shall ensure that the necessary actuarial valuations concerning financial equilibrium are made periodically and prior to any change in benefits or contributions rates. All social insurance laws provide for statutory periodical actuarial valuations every three to five years. The ILO approach to good financial governance through actuarial valuations is to find the right balance between financial sustainability and the other ILO core principles.



Countries

► Most significant results achieved in conducting actuarial valuations (2016-2020)



- 1 Bahamas: 2016 and 2021**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it
- 2 Honduras: 2019**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it and initiate a social dialogue
- 3 Guyana: 2019**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it and initiate a social dialogue
- 4 Dominica: 2018 and 2020**

 - Meet legal requirement to file actuarial valuation
 - Modifications to the law to implement the recommendations of the actuarial valuation
- 5 Trinidad and Tobago: 2018**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it and initiate a social dialogue
 - Capacity-building for actuarial valuations
- 6 Santa Lucia: 2019**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it and initiate a social dialogue
 - Feasibility of extension to the self-employed
- 7 Greece: 2016 and 2018**

 - Meet legal requirement to file actuarial valuation
 - Modifications of laws to reform the pension schemes in order to ensure sustainability in line with other core ILO principles
 - Build capacity in actuarial modelling
- 8 Iran: 2018**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it and initiate a social dialogue
 - Build capacity in actuarial modelling
- 9 Jordan: 2018**

 - Meet legal requirement to file actuarial valuation
 - Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it and initiate a social dialogue

► **Building Social Protection Floors for All**
Report of the first phase 2016-2020

10 ► **Cyprus: 2017 and 2020**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to maintain it

11 ► **Iraq: 2017, 2020 and 2021**

- Social dialogue on draft laws for pension reforms in line with core ILO principles

12 ► **Kuwait: 2019**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it
- Build capacity in actuarial modelling

13 ► **Egypt: 2017 and 2019**

- Adoption of a new law that ensures the sustainability of the pension scheme, increased coverage to casual workers and maintaining it in line with ILO principles

14 ► **Lebanon: 2019**

- Social dialogue on draft law for a new pension scheme in line with core ILO principles

15 ► **Occupied Palestinian Territory: 2016 and 2020**

- New law for a pension scheme for private-sector workers
- For public-sector workers, meet legal requirement and improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it

16 ► **Oman: 2016 and 2020**

- Meet legal requirement to file actuarial valuation
- Work on pension system reform

17 ► **Sudan: 2021**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it

18 ► **Mali: 2018**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it

19 ► **Ghana: 2018 and 2020**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it
- Capacity-building on actuarial valuations

20 ► **Benin: 2019**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to maintain it
- Capacity-building on actuarial valuations

21 ► **Democratic Republic of the Congo: 2018**

- Meet legal requirement to file actuarial valuation
- Modifications to the law to implement the recommendations of the actuarial valuation

22 ► **Namibia: 2021**

- Social dialogue on the implementation of the National Pension Fund

23 ► **South Africa: 2020**

- National Social Dialogue on a new multi-pillar pension system

24 ► **Nepal: 2017**

- Social dialogue on new pension scheme for all private-sector workers and the self-employed, in accordance with ILO principles

25 ► **Ethiopia: 2017 and 2021**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to maintain or re-establish it

26 ► **Tanzania: 2016, 2018 & 2019**

- Adoption of a new law that merged the four public and parastatal sectors pension funds together with reforms to ensure sustainability in line with ILO principles
- Meet legal requirement to file actuarial valuation
- Capacity-building on actuarial valuations

27 ► **Mozambique: 2018**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to re-establish it

28 ► **Mongolia: 2016**

- Social dialogue on pension reforms and new pension scheme for herders and self-employed in accordance with ILO principles

29 ► **Thailand: 2016 and 2021**

- Meet legal requirement to file actuarial valuation
- Improved financial governance by taking stock of financial sustainability of the scheme, with recommendations on options to maintain or re-establish it
- Build actuarial unit at Social Security Office (SSO)

30 ► **Cambodia: 2017**

- Social dialogue on pension reforms in accordance with ILO principles

Technical support facility

Actuarial experts at headquarters and in the Asia region are supporting ILO field colleagues in this thematic area. Facing increasing demand, the ILO created a [regional actuarial services facility in Asia](#) to coordinate and supervise, through a network of qualified actuaries and other experts, actuarial valuations and the development of actuarial expertise in the region.



► ILO is partnering with the Social Security Office (SSO) of Thailand to build up actuarial and research capacity. At the end of the project the SSO will have a fully functioning and autonomous actuarial and research bureau. This will strengthen social security in Thailand and actuarial capacity in the region.”

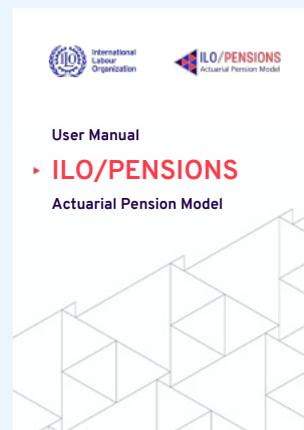
Read [full article](#).

► Simon Brimblecome, ILO Senior Actuary, Thailand



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Key publications



► The “[ILO/PENSIONS model](#)” and “[ILO/HEALTH model](#)” are online actuarial valuation tool that help to assess the financial sustainability of pension and health schemes and develop policy recommendations for their reform.

Partnerships

A number of regular actuarial valuations are funded by social security institutions directly. This is because social security laws require periodic actuarial valuations of contributory schemes. Therefore, resources are directly mobilized from the social security funds as part of the administrative expenses. Additional actuarial valuations with a clear development objective aligned with the 2030 Agenda are supported through development cooperation projects.

Results and Impact

The ILO, through this work stream, cannot claim direct results, as it only supported social security institutions, national governments and social partners. However, it has improved the financial governance of social security schemes in a number of countries.

► **Table 6.7. Results achieved on actuarial valuations**

Results (institutional changes)	Countries/territories
With the technical support of the ILO, countries carried out a social dialogue on pension reforms in accordance with ILO principles	Cambodia, Iraq, Lebanon, Mongolia, Namibia, Nepal, Oman, South Africa, Trinidad and Tobago, Zambia
With the actuarial and legal support of ILO, countries adopted a new law or modifications to existing law to reform the pension scheme, based on actuarial studies and in accordance with ILO principles	Dominica, Democratic Republic of the Congo, Egypt, Greece, Mali, Occupied Palestinian Territory, United Republic of Tanzania
With the technical support of the ILO, the Board of Social Security Institutions were able prepare and submit actuarial reports before Parliament (as required by national social insurance legislation)	Bahamas, Benin, Cyprus, Democratic Republic of the Congo, Dominica, Egypt, Ethiopia, Ghana, Greece, Guyana, Honduras, Islamic Republic of Iran, Jordan, Kuwait, Mali, Mozambique, Oman, Occupied Palestinian Territory, Saint Lucia, Sudan, United Republic of Tanzania, Thailand, Trinidad and Tobago
The financial governance and sustainability of social security schemes was improved based on the application of the technical recommendations provided by the ILO	Bahamas, Benin, Cyprus, Democratic Republic of the Congo, Dominica, Egypt, Ethiopia, Ghana, Greece, Guyana, Honduras, Islamic Republic of Iran, Jordan, Kuwait, Mali, Mozambique, Oman, Occupied Palestinian Territory, Saint Lucia, Sudan, Thailand, Trinidad and Tobago, United Republic of Tanzania
Capacity-building on actuarial valuation	Benin, Cabo Verde, Cambodia, China, Ghana, Greece, Indonesia, Islamic Republic of Iran, Kuwait, Mozambique, Thailand, Trinidad and Tobago, United Republic of Tanzania, Viet Nam

Ideas for the future

- Improve follow-up by field specialists on the implementation of the recommendations included in the actuarial reports, using the Results Monitoring Tool.
- Explore ways to support social security institutions to attract and retain qualified actuaries.
- In parallel, develop a working model for social security institutions that do not have qualified actuaries but have quantitative staff trained in actuarial science, statistics, mathematics, data science or economy.

- Based on the experience with the Regional Actuarial Facility in Asia, explore the possibility/feasibility to create a similar facility in the Latin American region.
- Expand our services on investment and governance of social security institutions.



Baseline

Only 46.9 per cent of the global population are effectively covered by at least one social protection benefit, while the remaining 53.1 per cent – as many as 4.1 billion people – are left wholly unprotected. Extending social protection to all requires the involvement of policymakers, international development actors, donors, social partners, administrators of social protection schemes and beneficiaries.

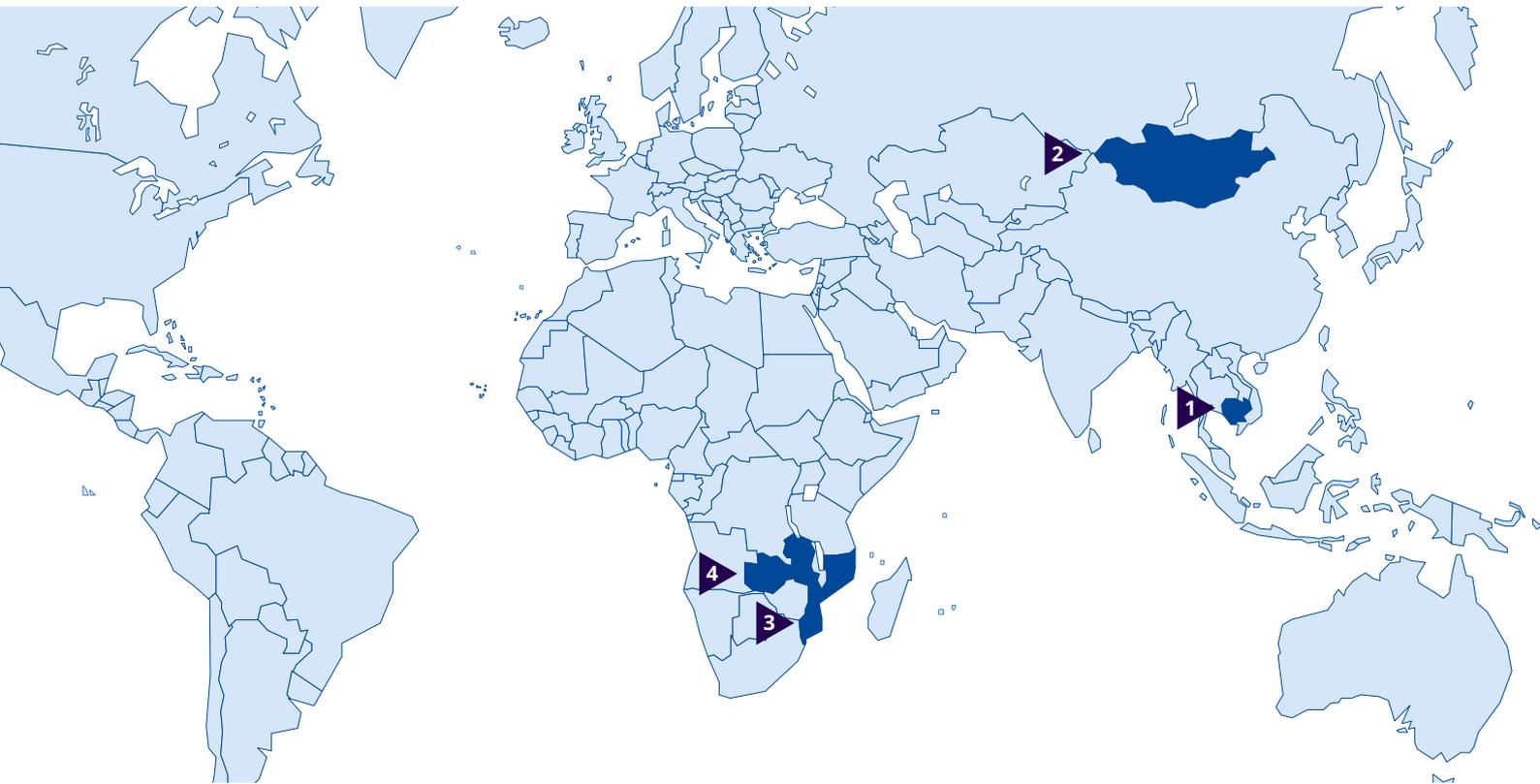
Approach

Guided by the Declaration of Philadelphia, Recommendation No. 202 and Convention No. 102, the ILO supports the realization of the human right to social security through the creation of a culture of social protection. The development of a culture of social protection supports the realization of the principles promoted by ILO standards and enables compliance. The ILO supports the design of global advocacy campaigns and learning tools to inform and mobilize the actors of the extension of social protection and the wide public. It also supports the development of national education campaigns on the human right to social security, the principles of social protection and the practical steps to register and apply for the benefits.



Countries

► Most significant results achieved in developing a culture of social protection (2016-2020)



1 ► **In Cambodia**, with the support of the Weave our Future Foundation, the ILO supported the NSSF to design and implement a communication campaign to create awareness of social security benefits and foster a culture of participation in social protection.

2 ► **In Mongolia**, the ILO supported the Social Insurance General Office to design an awareness-raising programme aimed at adolescents and young adults as part of its strategy to extend social protection to the informal economy and independent workers.

3 ► Since 2012, the ILO has been supporting the organization and institutionalization of an annual, government-led social protection week in **Mozambique**. The week is a coordinated effort to increase the importance of social protection policies and interventions and enhance the debate around challenges and constraints. This initiative contributes to the progressive consolidation of a nationally defined SPF in Mozambique.

4 ► **In Zambia**, the ILO supported national social security schemes with the design of communication tools and mobile registration initiatives to support the extension of coverage to the informal economy. The ILO also supported government and civil society organizations in conducting advocacy and awareness campaigns through annual social protection week events that provided a platform for the public to engage on social protection policy debates. In addition, civil society organizations conducted advocacy campaigns on the need for financing social protection as a development tool.

Technical support facility

Communication and education experts based in Headquarters support ILO field colleagues in this thematic area. For instance, they assisted in providing technical support to the National Social Security Fund of Cambodia, together with the ILO Social Protection Team in Phnom Penh, on the design and implementation of a communication campaign to extend the coverage of social protection.



Education on social protection is a key element to raise awareness of beneficiaries on their rights and obligations.

► Ernesto Murro, former Minister of Labour and Social Security, Uruguay



Key publications

- ILO country briefs document the development of a culture of social protection and the main lessons learned in [Belgium](#), [Cambodia](#), [Mozambique](#) and [Uruguay](#).
- An ILO good practices guide on the development of a culture of social protection is under preparation.
- The ILO is also creating a social protection massive open online course (MOOC) in English and French to provide information to a wide audience of university students, policymakers and social partners.

Partnerships

The ILO's work on the development of a culture of social protection benefited from the support of national governments, the Weave our Future Foundation (Auchan Group), the Government of Belgium and the EU.

Results and Impact

The ILO, through this thematic approach, cannot claim direct results, as most achievements would not have been possible without national commitments and support provided from ILO colleagues in the field.

► **Table 6.8. Results achieved on the development of a culture for social protection**

Results (institutional changes)	Countries
Production and dissemination of national public service announcements	Cambodia , Ecuador , Republic of Moldova , Mongolia , Mozambique , Myanmar , Thailand , Timor-Leste
Baseline survey of population knowledge about social protection	Cambodia
Communication strategies designed and implemented with ILO support	Cambodia, Mongolia, Mozambique, Republic of Moldova, Senegal (ongoing), Zambia: annual social protection week, civil society social protection advocacy campaigns
Communication and public information integrated as a component of social security institutions	Cambodia , Mongolia, Mozambique

Ideas for the future

- Establishment of an International Social Protection Day according to the Conclusions concerning the second recurrent discussion on social protection (social security), adopted by the International Labour Conference at its 109th Session in 2021.
- Finalization and dissemination of the social protection MOOC in English, French and Spanish, in partnership with the SDG Academy and the National School for Social Security (EN3S) of France.
- Publication and dissemination of the good practices guide on the development of a culture of social protection in partnership with EN3S.
- At least two national communication strategies aimed at the wide public and ministers of finance designed and implemented.





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The COVID-19 pandemic A wake-up call

Baseline

The socio-economic crisis caused by the COVID-19 pandemic has been a wake-up call on the importance of universal social protection, highlighting that without adequate social protection everyone is vulnerable. The need to respond to the crisis has put social protection high on the agenda of governments – almost every country responded with some form of social protection measure. According to the [ILO Social Protection Monitor](#), between February 2020 and May 2021, a total of 209 countries and territories introduced 1,698 social protection measures as responses to the COVID-19 crisis. The impacts of the pandemic have also increased the demand for ILO's support in designing and implementing emergency social protection responses.

Approach

The pandemic led to a shift in priorities of national governments from the traditional delivery chain focusing on long-term system building (the three-step approach) to creating immediate impacts on people in order to mitigate the socio-economic effects of the crisis. The ILO adapted ongoing programmes and mobilized additional support to respond to this renewed and pressing demands for support.

- In countries where social protection systems were already in place, the ILO has supported government and social security institutions in adapting/upscaling policies and schemes to cover more people or increase the levels or durations of benefits.
- In countries where there was no comprehensive social protection system in place, the ILO supported the government in implementing ad hoc mechanisms to deliver emergency cash transfer programmes.
- Irrespective of the countries' social protection systems, the ILO also received a large number of requests to build and strengthen unemployment protection schemes. The annual number of such requests increased from 5 (pre-COVID-19 pandemic) to 29 in 2020.

At the same time, the COVID-19 pandemic made the world realize that social protection coverage gaps are linked to massive under-investments in social protection and that countries therefore need to invest more and better in social protection.



- 7 **In Zambia**, the ILO supported the implementation of the emergency cash transfer programme in collaboration with other UN agencies – UNICEF, WFP, UNDP and other non-profit organizations. The ILO supported studies to assess the impact of the COVID-19 pandemic on the informal economy and recovery needs assessments for populations in the informal economy.
- 8 **In Malawi**, the ILO supported the implementation of the COVID-19 pandemic urban cash intervention, which targeted more than 300,000 Malawians who participate in small-scale trade to address the escalated urban poverty resulting from the COVID-19 pandemic. This was an extension of the existing social cash transfer programme, which targets rural dwellers. Worth noting is that the initiative used electronic payment system (mobile money).
- 9 **In Pakistan**, the ILO conducted a rapid assessment of income and job losses as a result of the pandemic, which helped the Government set up an emergency cash transfer programme that provided 12 million poor and vulnerable households with a one-off payment of 12,000 Pakistan rupees (US\$75).
- 10 **In Jordan**, the ILO supported the design and implementation of the EUESF for the COVID-19 pandemic to provide immediate social protection benefits to vulnerable workers and gradually integrate them in the national social security scheme.
- 11 At country level, the project teams of the EU-funded Improving Synergies between Social Protection and Public Finance Management (SP&PFM) programme engaged with governments, social partners and civil society organizations on the COVID-19 pandemic responses. The programme supported impact assessments, with a focus on workers in the informal economy (**Burkina Faso, Côte d’Ivoire, Ethiopia, Nepal, Sri Lanka, Togo, Uganda**) as well as options to build back better in the recovery phase from the pandemic (**Togo, Myanmar, Ecuador, Peru**). The SP&PFM programme provided the flexibility to respond to the needs of countries as part of its support was allocated based on a call for proposals. The first call for proposals was advanced to April 2020 to support ten countries⁴ through technical support to governments for designing and implementing COVID 19 pandemic responses.

⁴ Bangladesh, Cabo Verde, Côte d’Ivoire, Ecuador, Malawi, Myanmar, Nigeria, Peru, Sri Lanka and Togo.

Partnerships

The ILO benefited from the support of the EU, the UN COVID-19 Fund, the SDG Fund, BMZ, Norway and the Netherlands.

Results and Impact

► **Table 6.9. Results achieved on the social protection response to the COVID-19 pandemic**

Results (institutional changes)	Countries
Contingency plans/strategies to extend social protection to additional vulnerable groups, including informal economy workers	Burkina Faso, Cabo Verde, Côte d'Ivoire, Kenya, Senegal, Togo, Zambia (emergency cash transfer), Malawi (COVID-19 cash transfer initiative)
Extension of single registries to include more vulnerable workers	Cabo Verde, Nigeria, Senegal, Cambodia
Test the feasibility of income support schemes for affected workers, including unemployment benefits schemes	Bangladesh, Ecuador, Myanmar, Peru, Sri Lanka
Assess the financial feasibility of support schemes	Malawi, Uganda
Extension of levels or duration of benefits of pre-existing cash transfer programmes	Cambodia, Mozambique, Nepal, Uganda, Zambia
Design and implementation of new wage subsidies and cash transfer programmes	Bangladesh, Cambodia, Ethiopia, Indonesia, Lao People's Democratic Republic (impact on about 210,000 workers) Timor-Leste (impact on 300,000 households) Mozambique (impact on 990,000 households)
Creation of contingency funds	Jordan
Adapting/improving delivery mechanisms, for example to respect physical distancing rules	Cabo Verde, Nepal, Nigeria, Uganda

Ideas for the future

- Document lessons learned from ongoing interventions to highlight the relevance of applying ILO principles and standards in an emergency context and to assess to what extent emergency support can lead to the creation or further development of resilient and sustainable social protection systems.
- Develop an ILO approach and expertise on emergency cash transfers in order to support Members in responding to humanitarian, environmental or security crises.
- Strengthen partnerships with other UN agencies to support and advocate for the integration of all populations, including migrants and refugees, into national social protection systems.





Knowledge

Development and sharing



► A series of good practices guides

During the first phase of its Flagship Programme, the following publications were issued:

- ILO, [Social Protection Assessment-Based National Dialogue: A Global Guide](#) (2016)
- ILO, [Unemployment Protection: A Good Practices Guide and Training Package](#) (2017)
- UN-Women-ILO, [Fiscal Space for Social Protection: A Handbook for Assessing Financing Options](#) (2019)
- ILO, "[Toolkit on ILO Social Security Standards](#)" (2019)
- ILO, "[Extending Social Security to Workers in the Informal Economy](#)", a policy resource package; and [Extending Social Security to Workers in the Informal Economy: Lessons from International Experience](#) (2019; second edition 2021), a good practices guide
- ILO/UNHCR, [Handbook on Social Health Protection for Refugees](#) (2020)

- ILO, ISSA and ITC-ILO, *Extending Social Protection to Migrant Workers, Refugees and their Families: Guide for Policymakers and Practitioners* (2021)

Good practices guides aim to support Member States and ILO experts in improving very specific aspects of social protection systems by providing step-by-step guidance. They promote an ILO approach based on the application of ILO standards and good practices identified at country level. For instance, *Social Protection Assessment-Based National Dialogue: A Global Guide* was developed based on 14 country experiences and this methodology has today been used in 26 countries.⁵ The guides are living documents that are continuously improved through a feedback loop based on engagement at country level. The ILO's development of good practices guides benefited from the financial support from the Governments of Japan, France, Netherlands, the EU and the ILO regular budget.

⁵ The ILO has supported 26 country ABNDs, including in Albania, Cambodia, Cameroon, Egypt, Georgia, Ghana, Indonesia, Kyrgyzstan, the Lao People's Democratic Republic, Liberia, Malawi, Mongolia, Mozambique, Myanmar, the Niger, Pakistan, the Philippines, Senegal, Solomon Islands, Tajikistan, Thailand, Timor-Leste, Togo, Vanuatu, Viet Nam and Zambia.

► A series of quantitative tools

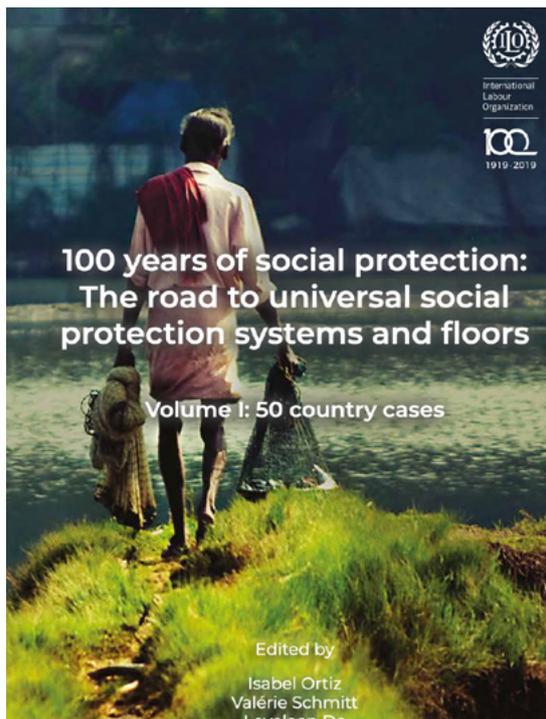
During the first phase of its Flagship Programme, ILO developed and disseminated:

- ILO online [Social Protection Floors cost calculator](#) (2016) and a [Rapid Social Protection Cost Calculator for COVID-19](#) (2020)
- ILO [World Social Protection Database](#) (since 2018; updated regularly)
- ILO [World Social Protection Data Dashboards](#) (since 2019; updated regularly) to facilitate access to statistical information on social protection
- ILO online [Social Security Inquiry](#) (2020) to facilitate the collection of statistical data that is then compiled in the World Social Protection Database
- [ILO/HEALTH and ILO/PENSIONS](#) online actuarial models (2020)

- ILO [Social Protection Monitor](#) platform; provides an overview of the main trends and reforms around the world (from 2010 to 2019), including [Social Protection Responses to the COVID-19 Crisis around the World](#) (2020)
- Online version of the [ILO/RAP](#) to support the costing of SPFs (2021)

These online tools facilitate the collection and dissemination of statistics on social protection coverage and expenditure. They also support policymakers in making informed decisions based on simulations of the cost and impact of social protection policy options. Users' manuals and capacity-building facilitate both the dissemination and utilization of the tools and country ownership. The tools are continuously updated to integrate additional functionalities and feedback received from their users. The ILO's development of quantitative tools benefited from the financial support of the Government of Portugal and the ILO regular budget.

► A country briefs series



During the first phase of its Flagship Programme, the ILO produced and published [80 online country briefs](#). These briefs of 4 pages each describe a successful country experience in building national social protection floors, fostering South-South learning.

They cover most thematic areas of the Flagship Programme, including branches (health, unemployment, pensions, maternity, child benefits and so on), specific groups (informal economy workers, domestic workers, migrant workers, refugees and so on) and competencies (ABND, financing, legal drafting, ratification of ILO standards, delivery mechanisms, culture and so on). A first batch of 50 country briefs "[100 years of social protection: The road to universal social protection systems and floors, Volume I](#)" was issued by the ILO in 2019.

The development of the briefs benefited from the financial support of various country and thematic projects.

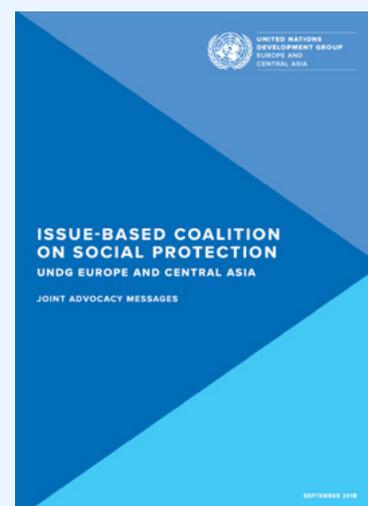
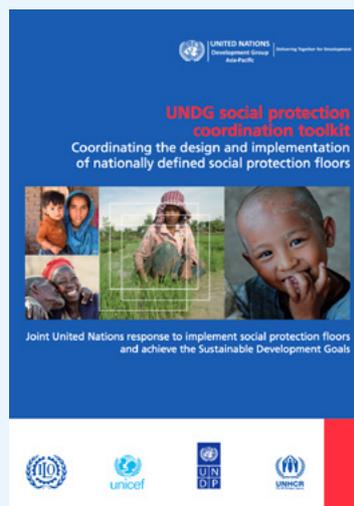
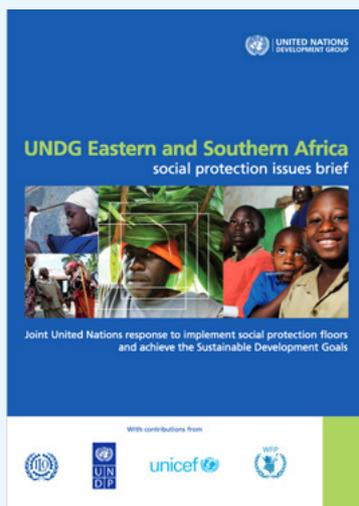
► Inter-Agency tools

During the first phase of its Flagship Programme, the ILO promoted its vision for social protection through the development of various inter-agency tools:

► **Inter-agency social protection assessment (ISPA) tools:** These are a set of practical tools that help countries improve their social protection system by analysing its strengths and weaknesses and offering options for further action. ISPA tools are the result of the consensus of participating agencies and reflect a shared vision and agreed modus operandi. The development and application of the tools increases coherence in the policy approaches promoted by the UN, the World Bank and other ISPA members. Between 2016 and 2020, three ISPA tools have been developed, pilot-tested and rolled out: the core diagnostic instrument (CODI); a tool on social protection public works programmes; and a tool on identification and payments. Other tools (such as ABND-SPPOT, the food security and nutrition tool, the social assistance cash transfer tool and the social

information systems tool) are currently being piloted and will soon be published online. The work on better mainstreaming gender issues and disability into the existing and upcoming tools is under way. The ISPA secretariat also conducted a review study on ISPA to assess the value-added of these tools for countries and guide the future work on the tools. The ILO's support for ISPA tools benefited from the support of the Government of France (see ISPA website, <https://ispatools.org/>).

► **UN Development Group (UNDG) coordination toolkits and issue-based coalitions:** As part of its efforts to advocate for SPFs among UN resident coordinators and country teams, the ILO took the lead in several regional issue-based coalitions (Asia-Pacific, Europe and Arab States, Eastern and Southern Africa) to provide guidance on the development of joint programmes to support the SDGs on social protection. Regional issue briefs were produced in several regions, as well as a UNDG social protection coordination toolkit (see <https://un.social-protection.org>).



Source: <https://un.social-protection.org>

► Capacity-building packages

In partnership with other UN agencies and the ITC-ILO, the ILO developed a number of capacity-building packages on social protection:

- **TRANSFORM** is an innovative learning initiative on the implementation of national SPFs in Africa. TRANSFORM promotes critical thinking and builds capacity at national and subnational levels to improve the design, effectiveness and efficiency of social protection systems. It focuses on non-contributory social protection schemes and programmes. The key to TRANSFORM is the creation of a movement of skilled social protection leaders in Africa to support transformational change utilizing state-of-the-art knowledge through internationally informed and locally relevant materials. As of January 2021, 56 social protection experts from 29 African countries have been trained to become a TRANSFORM Master Trainer, including a new cohort of 12 French and Arabic speakers. Since 2016, TRANSFORM has been implemented in 12 African countries and in online format, reaching over 1,600 practitioners. See TRANSFORM website, <https://transformsp.org>.



“This program has given me the courage to implement some of the changes that I’ve been wanting to make for a long time.”

- **Participant in Kafue District Application, Zambia, 13 March 2018**

Developed at the request of the African Union, it is a partnership between the ILO, UNICEF, UNDP, the International Policy Centre for Inclusive Growth, the Southern African Social Protection Experts Network, the Friedrich Ebert Foundation, WFP, FAO, ITC-ILO, Irish Aid, the European Commission Directorate-General for International Partnerships (EC-INTPA), the Government of Finland and the United Nations University–Maastricht Economic and Social Research Institute on Innovation and Technology.

- **Social protection for sustainable development:** In collaboration with the United Nations System Staff College, the ILO designed a tutored online course that equips UN participants with a solid understanding of social protection and its relevance for sustainable development. The first course was held in July 2018, providing expert training to 46 participants from 33 countries from a wide range of international agencies. It is now being mainstreamed as part of a regular training programme of UN resident coordinators and country teams. See UN System Staff College website, <https://www.unssc.org/social-protection-sustainable-development/>.
- **MOOCs:** In collaboration with the SDG Academy and edX, the ILO developed in 2020 a special online training module on realizing decent work for all and achieving SDG 8. Since the launch of the course, more than 7,000 people have enrolled in the seven-module MOOC. See SDG Academy website, <https://sdgacademy.org/course/work-and-employment-for-a-sustainable-future/>. Based on this successful experience the ILO in partnership with EN3S and SDG Academy and with support from the government of Belgium is now developing a new MOOC on social protection.

- **Enhancing employers' involvement in social protection policy debates:** In collaboration with the Bureau for Employers Activities of ITC-ILO and with the support of the Government of France, a series of training sessions specifically tailored to the needs of officials of employer organizations were organized in 2016, 2017 and 2018. The training enabled participants to better structure employers' voices in social protection policy debates, as well as to enhance employers'

involvement in the design and tripartite governance of social protection systems.

- **Enhancing workers' involvement in social protection policy debates:** In collaboration with the Bureau for Workers Activities and the Workers network, a platform to exchange good practices, policy briefs and other resources was created. The annual meetings of the network were used to disseminate these key resources.

► Ideas for the future

- **A series of good practices guides:** The ILO will complement the series with: **(a)** a guide on the development of national social security legislation; **(b)** a guide on the administrative governance of social protection systems, in partnership with ISSA; and **(c)** a guide on the development of a culture of social protection, in partnership with EN3S. To be relevant and credible, all guides need to be grounded in technical analysis and concrete country experience and adapted to all country contexts including middle-income countries.
- In addition to guides, **comparative reviews** analysing the implementation of certain branches of social security (for example health, pensions) would be very useful for providing policy advice at country level. The ILO's [Comparative review of unemployment and employment insurance experiences in Asia and worldwide](#) (2013) may serve as a source of inspiration.

- **A series of quantitative tools (ILO Quantitative Platform on Social Security):** The ILO will further disseminate its online tools, in particular the ILO/HEALTH and ILO/PENSION models, the new ILO/RAP tool for costing SPFs and the online Social Security Inquiry, among other tools. The information collected and compiled will feed into a further enhanced World Social Protection Database and social protection visualization dashboards, which will provide not only updated information on social protection coverage and expenditure but also an assessment of the adequacy of social protection benefits, as well as the application of a number of guiding principles (for example solidarity in financing; complaints and appeals mechanisms; and tripartite participation).
- **A Country briefs series:** To accompany "[100 years of social protection: The road to universal social protection systems and floors, Volume I](#)" (2019), Volume II of the ILO compendium will be published in the coming months. Volumes I and II will both need to be translated in Spanish and French to facilitate South-South learning. Country briefs should also provide knowledge and experience from high-income and upper middle-income countries (for example Brazil, China, Japan, Mexico, the Republic of Korea, the Russian Federation).

► **Building Social Protection Floors for All**
Report of the first phase 2016-2020

- **ISPA tools:** Together with other agencies, the ILO will contribute to develop new ISPA tools on financing, cash transfers and information systems and will also support the promotion and application of existing tools in countries. Gender, disability and shock-responsiveness will be mainstreamed across all ISPA tools and some tools (such as the CODI) will be revised to make them more user-friendly. The need for additional tools will also be explored, such as on complaints and appeals mechanisms.
- **UN joint work on social protection:** The ILO, UNICEF and FAO are currently conducting a review of 12 years of joint UN work on social protection, which will help delineate how the UN system can move towards a joint understanding of social protection and coordinate and cooperate more and better in supporting the design and implementation of national and public social protection systems, while contributing to the post-COVID-19 pandemic socio-economic recovery and the achievement of the SDGs on social protection. The review paper will be launched in October 2021 and may lead to developing and implementing a joint guidance document for joint UN country operations on social protection.
- **Capacity-building packages:** The ILO is developing the MOOC on social protection in close collaboration with EN3S and the UN Sustainable Development Solutions Network. It will target thousands of policymakers, students and the public and will contribute to raising awareness and sharing experiences from around the world. The MOOC is designed to complement the training offer provided on specific tools and methodologies or through the International Training Centre of the ILO.
- **Communication tools:** Short, clear and digestible communication and advocacy materials need to be further developed and shared with constituents.
- **Research:** The Flagship Programme needs to further develop research and advocacy to convince decision-makers of the benefits of investing in social protection. More evidence is also needed on the role of ILO standards and guiding principles (for example solidarity in financing, social dialogue and so on) in helping strike an optimal balance between the objectives of universality, adequacy, sustainability and solidarity that should be at the core of any social protection system.





Partnerships

For success

► Delivering as One UN

Baseline

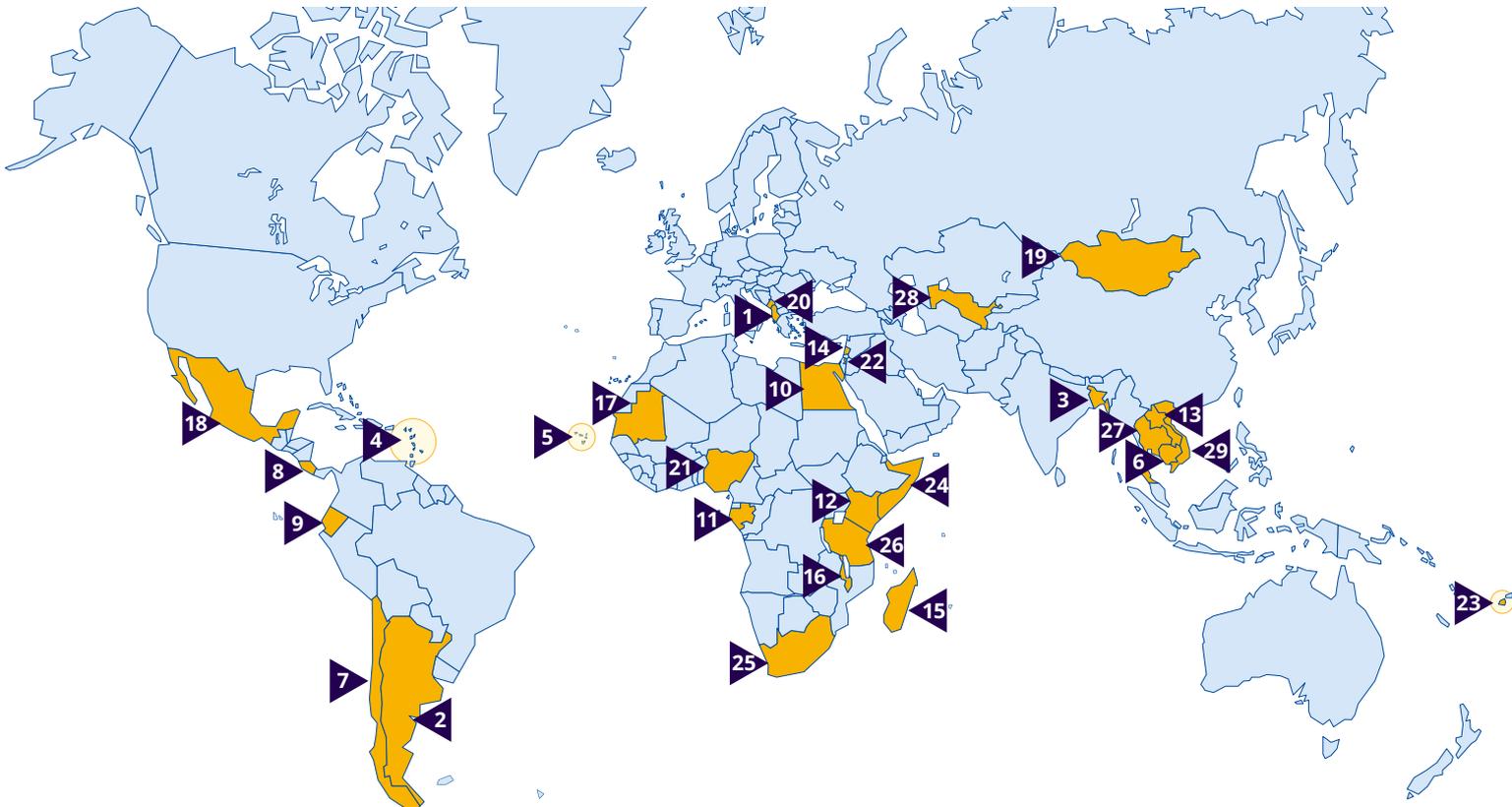
The UN Social Protection Floors Initiative (UN SPF-I) was created in 2009 as part of the nine UN Chief Executive Board (CEB) measures to face the crisis and accelerate recovery. Based on a [Manual and strategic framework for joint UN country operations](#) the ILO and other UN agencies used the SPF framework to support countries in building and extending their social protection systems.

Approach

The Flagship Programme has promoted the UN's "Delivering as One" approach to social protection at country, regional and global levels and was able to mobilize resources through "One UN" programmes.

- At country level, together with UNICEF, FAO, UN-Women and other agencies, the ILO promoted social protection as a core pillar of UN Development Assistance Frameworks (UNDAFs) and UN Sustainable Development Frameworks (UNSDFs). The ILO used the [ABND/SPOT](#) methodology to carry out UN joint assessments of social protection systems and support the development of national social protection strategies. It also promoted a systems approach to social protection, reducing fragmentation and enhancing a [proper coordination](#) between institutions and policy coherence. The ILO worked with other agencies in countries such as [Mozambique](#) and [Cambodia](#) on monitoring national investments in social protection and advocating for additional fiscal space for social protection.
- At the regional level, the ILO initiated the creation of [issue-based coalitions](#) on social protection in Europe and Central Asia, Southern Africa and the Arab States, based on the model of the undg Asia-Pacific Thematic Working Group on Social Protection. These coalitions produce joint guidance (through issue briefs) to inspire and support UN resident coordinators and country teams on Delivering as One UN on social protection.
- At the global level, the ILO contributed to increasing policy coherence and coordination through the [SPIAC-B](#), which it co-chairs with the World Bank. This network allows members to regularly exchange strategies and activities; issue joint statements (for example on the COVID-19 pandemic); organize joint conferences; and develop and apply ISPA tools.
- Together with partners in the social protection sector created in 2016, the ILO co-chairs with the World Bank the Global Partnership for Universal Social Protection ([USP2030](#)), which launched in 2019 a [Call to Action](#) that reflects a vision for universal social protection that is aligned with the guiding principles embodied in international social security standards. USP2030 promotes both global policy development and country-level implementation. Its membership and governance structure include representatives of the governments of low-income and middle-income countries and among its activities, the Pathfinder countries initiative will be able to benefit from the Flagship Programme.

► **ILO social protection projects supported by the UN SDG Fund**



1 Albania: This joint programme aims to provide technical assistance and work with the Government to identify and integrate in the national budgetary framework more equitable and adequate financing for SDGs.

2 Argentina: This joint programme aims to support the Government in the implementation of the National Early Childhood Strategy, focusing on strengthening childcare services at national and subnational levels.

3 Bangladesh: This joint programme aims to enhance social protection for female tea garden workers and their families in Sylhet Division, Bangladesh.

4 Barbados, Saint Lucia and the wider Organization of Eastern Caribbean States (OECS): This joint programme supports government-led efforts to reduce poverty and inequality and strengthen people's resilience through predictable access to universal adaptive social protection in Barbados, Saint Lucia and the wider OECS.

5 Cabo Verde: This joint programme has the objective of reinforcing the National Planning System by aligning budgeting and planning and creating the conditions conducive to mobilizing new financing flows through an INFF.

6 Cambodia: This joint programme supports the National Social Protection Policy Framework in Cambodia by enabling government institutions to effectively provide oversight and ensure coherence among social protection policies while extending scope and coverage to uncovered groups through improved delivery of services.

7 Chile: This joint programme supports the design and implementation of a platform to increase the social inclusion of older people and care providers for older people with support needs.

8 Costa Rica: This joint programme supports the strengthening of the National Strategy for Social Protection (non-contributory) in terms of governance, focusing efforts on ensuring a gender perspective and environmental sustainability.

9 Ecuador: The main objective of Ecuador's joint programme is to incorporate the youth population (aged 18–29) in conditions of economic informality into the social protection system and enable their access to decent work.

10 Egypt: This joint programme supports Egypt to develop suitable financing strategies to accelerate the implementation of national SDGs priorities, based on current situation and expected trends in development financing.

- 11 ► **Gabon:** This joint programme aims to support the citizenship and social protection of hard-to-reach populations in Gabon.
- 12 ► **Kenya:** This joint programme supports the design and roll-out plans for a universal social protection system.
- 13 ► **Lao People’s Democratic Republic:** This joint programme aims to develop the Government’s capacities in planning, leadership, management and implementation of the National Social Protection Strategy 2025; it also supports the implementation of a new integrated welfare package, including the Mother and Early Childhood Grant, child well-being services and support for birth registration.
- 14 ► **Lebanon:** This joint programme supports the development of a national social protection policy framework and the enhancement of the country’s social assistance and social insurance schemes.
- 15 ► **Madagascar:** This joint programme aims to expand adapted social protection packages to 4,000 extremely poor households in Madagascar.
- 16 ► **Malawi:** This joint programme supports the adaptation of the social protection systems to the emergency food needs of the population; it also reinforces the sustainability of the system by improving legal and financial frameworks.
- 17 ► **Mauritania:** This joint programme supports the development of a strategy to extend social protection coverage to workers in the informal economy; it also contributes to increasing the financial sustainability of existing social security systems.
- 18 ► **Mexico:** This joint programme aims to increase Mexican women’s access to social protection and expand their coverage through the design and implementation of a national care policy; the establishment of a permanent social protection regime and a labour inspection mechanism for domestic workers; and the design of a social protection and formalization strategy for women in temporary agricultural work.
- 19 ► **Mongolia:** This joint programme aims to increase herders’ access to social and health insurance effectively, mainstream shock-responsiveness into the national social protection system and formulate social protection financing strategy for sustainable and adequate social protection for herders.
- 20 ► **Montenegro:** This joint programme supports Montenegro to bring young people under 29 back to the labour market through better coordination between employment activation measures and social benefit schemes.
- 21 ► **Nigeria:** This joint programme supports the consolidation of the social protection system in Nigeria, in particular programmes for extending coverage to vulnerable groups, with a focus on improved health care, nutrition and education.
- 22 ► **Occupied Palestinian Territory:** This joint programme aims to improve social protection coverage and enhance benefits and services delivery, with a specific focus on improving outcomes for older persons and persons with disabilities.
- 23 ► **Samoa:** This joint programme aims to develop universal, evidence-based, nationally owned social protection systems and to introduce SPFs to help accelerate progress towards achieving the SDGs through integrated programming and ensuring that no one is left behind.
- 24 ► **Somalia:** This joint programme aims to strengthen the capacity of the Government of Somalia to focus on prioritizing support to the most vulnerable populations, with a view to transitioning from short-term emergency responses to a long-term predictable social protection mechanism.
- 25 ► **South Africa:** This joint programme aims to address exclusion from the existing provisions of social protection programmes and advocate for a comprehensive and more inclusive system that leaves no one behind.
- 26 ► **United Republic of Tanzania:** This joint programme aims to strengthen national capacities to design, implement, monitor, coordinate and leverage resources for a robust, gender-responsive social protection system that encompasses social assistance and social insurance benefits and services.
- 27 ► **Thailand:** The joint programme aims to enhance and integrate the country’s social protection system based on a comprehensive review of the system; scale up the Child Support Grant to extend coverage to 2 million children; and provide strategic policy recommendation to ensure effective coverage for domestic workers, including migrants.
- 28 ► **Uzbekistan:** This joint programme aims to support the Government in building and delivering a high-quality social protection system that offers all citizens of Uzbekistan – in particular those at risk of being left behind – income security and social support throughout their lives.
- 29 ► **Viet Nam:** This joint programme supports Viet Nam in accelerating its transition towards an inclusive and integrated social protection system.

- The ILO promoted the creation of an SPF window as part of the [UN SDG Joint Fund](#). The first call for proposals of the Fund focused on social protection. The Fund approved 35 country projects in 2019, 27 of which the ILO was involved in. This was a huge success for the ILO and helped us to increase or consolidate field presence in 27 countries.

Most One UN projects focus on the extension of social protection to priority groups or for specific branches of social security. A large number combine this overall objective with support to the development of a system of social protection that is coherent, well-coordinated, based on a sound legal framework and integrated management information systems. Some projects focus more specifically on financing social protection, the development of “care” (for children, older persons), linkages with social services, or linkages with other policies to facilitate the transition to the formal economy.

Partnerships

In 2019, the ILO mobilized US\$ 14.1 million through its participation in the UN SDG Fund. It also raised US\$ 9.8 million between 2016 and 2019 through two UN joint programmes (Zambia and Mozambique). In addition, the ILO has developed a number of other “One UN” global projects such as:

- A UN Department of Economic and Social Affairs/ILO project on social protection governance (financed by the UN/China Peace and Development Fund);
- A United Nations Partnership on the Rights of Persons with Disabilities project on disability-inclusive social protection;
- An ILO/UNHCR partnership for the [PROSPECTS project](#) (co-implemented with UNHCR, UNICEF, the International Finance Corporation and the World Bank), with a component on social protection for refugees and host communities;
- The [EC INTPA project](#) on increasing synergies between social protection and public finance management, which is co-implemented with UNICEF and the GCSPF.

Results and Impact

- Working as “One UN” allowed the ILO to increase its field presence in a number of countries; work with other ministries (beyond ministries of labour) such as planning, health, education, social welfare, finance, agriculture, local development; and involve social partners in national dialogue processes on social protection and on the formulation of UNDAFs and UNSDFs.
- “One UN” work on social protection contributed to increasing the importance of social protection for many countries and featuring social protection frameworks among the targets of the SDGs; it also contributed to increasing the interest of social protection among UN agencies, many of which have developed their own social protection strategies (UNICEF, FAO and WFP, among others).

Ideas for the future

- Increase understanding among UN agencies and UN resident coordinators/country teams of the relevance of international social security standards to develop rights-based social protection systems.
- Increase collaboration on closing the financing gaps for social protection; raise domestic resources, complemented by international financial support; and promote equity in resource mobilization and spending.
- Increase understanding and support for universal social protection, which not only provides a basic protection floor but also ensures adequacy of benefits (ensure that more people can access comprehensive and adequate levels of benefits).
- Improve joint work at country level through the systematic capacity-building of UN resident coordinators/country teams and common guidance.



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► **Global Business Network
for Social Protection Floors**
<https://business.social-protection.org>

Baseline

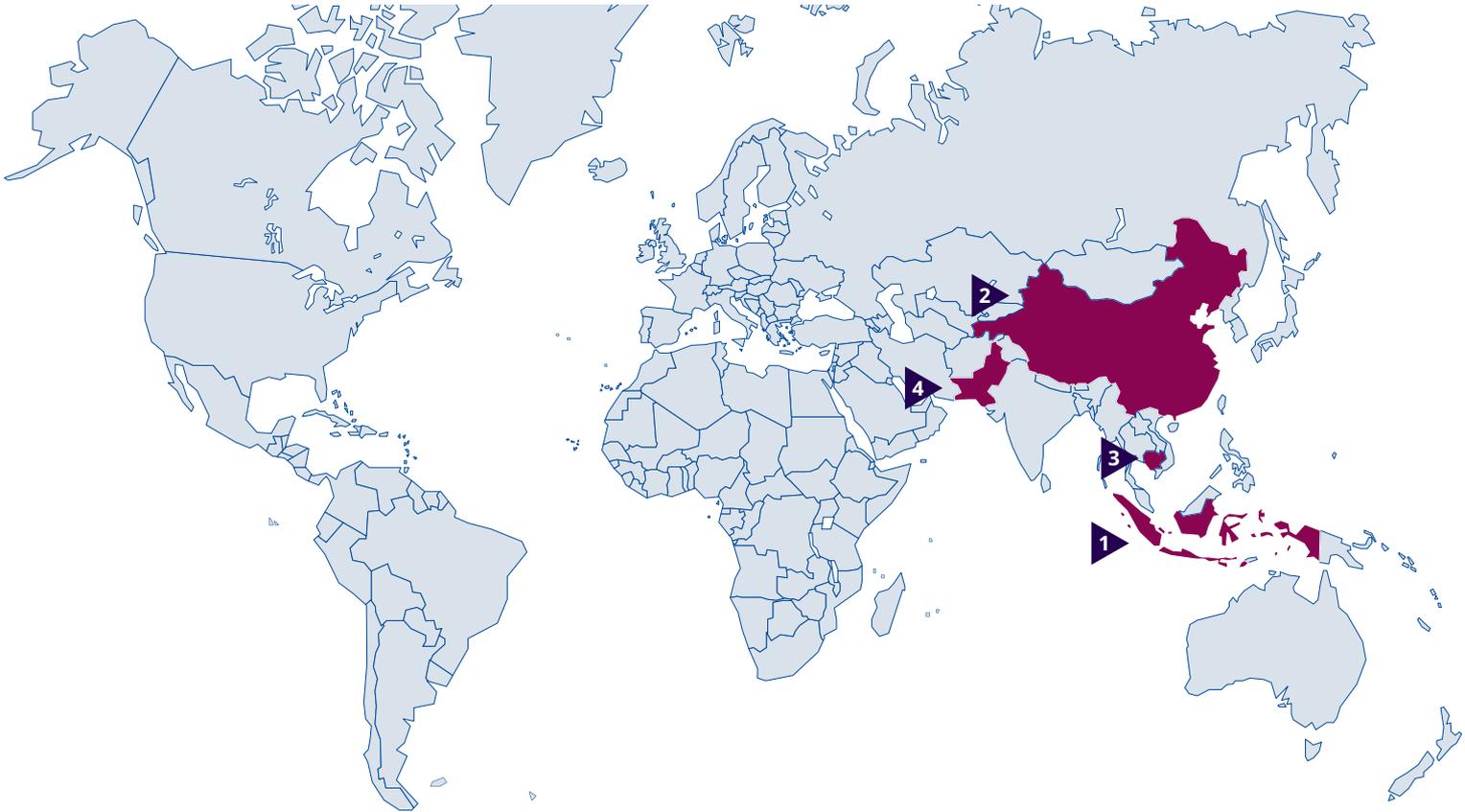
Launched on 28 October 2015 at the initiative of the ILO Director-General, Mr Guy Ryder, the Chairman and Chief Executive Officer of L'Oréal, Mr Jean-Paul Agon, and the Secretary-General of the International Organization of Employers (IOE), Ms Linda Kromjong, the Global Business Network for Social Protection Floors is a leading knowledge-sharing platform for enterprises that are developing social protection programmes, as well as an engagement platform for enterprises that are willing to support the development of national SPFs. The network includes multinational enterprises, employers' organizations and private-sector foundations that wish to share good practices and investigate how company programmes can promote the development of national SPFs. See Global Business Network for Social Protection Floors website, business.social-protection.org.

Approach

- Guide enterprises in providing adequate social protection to their employees by complying with national social security legislations and by designing and implementing gender-sensitive corporate social protection packages.
- Guide enterprises and employers' organizations in supporting the development of national SPFs and contributing to the business continuity and performance of their factories, subsidiaries and suppliers.
- Document the impact of social protection on business performance and build a "business case" for social protection.
- Strengthen and expand the Global Business Network for Social Protection Floors by positioning it as a leading platform for business to contribute to SDG 1.3.

Countries

► Most significant results achieved through the Global Business Network (2016-2020)



- 1 ► **In Indonesia**, through a partnership with Fast Retailing (UNIQLO), the ILO supported the design of the national employment insurance scheme in 2019, which was adopted through the enactment of a law in 2020.
- 2 ► **In China**, the ILO initiated a training programme on social protection with Sanya University through a partnership with Geely and is now supporting the development of Geely's employee benefits package.

- 3 ► **In Cambodia**, through a partnership with the Weave our Future Foundation, which is part of the Auchan Group, the ILO supported the development of a communication campaign to support the roll-out of the national health insurance scheme.
- 4 ► **In Pakistan**, the ILO supported the development of a national business network for social protection in order to increase the capacities of employers to contribute to the national debates and policy reforms on social protection.



Partnerships, results and impact

- A partnership with EN3S created a francophone business network in 2017, which produced two guides (on the [development of social protection guarantees for the employees](#) and on [mapping existing social protection corporate schemes across field operations of multinational enterprises](#)) and research on measuring the impact of corporate parental policies on enterprise's performance and employees well-being. The francophone platform is considering the creation of a new working group on sustainable procurement.
- A partnership with Nestlé led to the design and implementation of a communication campaign targeting Nestlé's employees on healthy lives and maternity protection.
- In collaboration with the Bureau for Employers Activities of ITC-ILO and with support from the Government of France, a series of training events on the theme "Enhancing employers' involvement in social protection policy debates" were held in 2016, 2017 and 2018.
- In collaboration with Better Work, the ILO Social Protection Department supported the Call to Action in the Global Garment Industry launched by the IOE, the International Trade Union Confederation (ITUC), the IndustriALL

Global Union and the major clothing brands as an immediate response to the COVID-19 crisis. The Call to Action has a strong social protection component that includes: **(a)** emergency assistance to workers in five countries with financial support from the Government of Germany; and **(b)** support for the development of long-term schemes in eight countries. Participating multinational companies (the "brands") recognize that they must support the development of social protection systems in countries that still lack them, including through bridging solutions, showing concrete ways to implement the laws of duty of vigilance that have been enacted in some countries.

Ideas for the future

- Reactivate the global business network for SPFs.
- Develop specific national initiatives to strengthen the enabling role that the business community and employers' organizations can play in contributing to stronger and more sustainable national social protection systems.

► **Social Protection, Freedom and Justice for Workers Network**

<https://workers.social-protection.org>

Baseline

The Social Protection, Freedom and Justice for Workers Network (Workers Network), was initiated in 2017. It is a partnership established within the framework of the ILO's Flagship Programme on Building Social Protection Floors for All. The Workers Network acts to facilitate the exchange of workers organizations' knowledge and experience on social protection and aims to strengthen their capacities to promote the right to social protection and fight against structural adjustment measures and reforms aimed at reducing benefits.

Approach

Building on SDG target 1.3 on the implementation of nationally appropriate social protection systems and floors for all, the Workers Network offers a dedicated space where workers' organizations can build their capacities to:

- Advocate for social protection, including improving national social protection systems including floors;
- Contribute to the design and implementation of SPFs;
- Educate the members of workers' organizations' and the general public about the importance of social protection systems for all and the social protection framework approach;
- Monitor the implementation and administration of social protection by holding national governments accountable for the enforcement of the social protection framework;

- Defend the right to social protection in contexts of austerity and inadequate short-term adjustments by ensuring that any social security reform is done in the context of tripartite dialogue; and
- Mobilize workers to articulate their voices based on ILO Conventions and Recommendations in order to guarantee benefit adequacy, predictability, tripartite governance and the long-term sustainability of social security systems.

The network consists of two main components.

- A platform with resources that can benefit unions' advocacy work and negotiations related to social protection, including policy briefs and policy materials that consolidate the ILO's position on social security reforms, costs and fiscal space for the expansion of SPFs; and
- The organization of annual network meetings that allow workers organizations to share their technical expertise and innovative strategies for promoting and defending social protection frameworks through a peer-to-peer approach.

Partnerships, results and impact

- The Workers Network has contributed to improving communication and collaboration between ILO and the ITUC and its members on topics related to social protection.
- A dedicated web page and newsletter have been created to share policy documents, training materials, tools and news on social protection that are of particular relevance for workers' organizations.

- ▶ Since its creation, the network has held four annual meetings, which brought together dozens of trade union representatives from around the world interested in sharing and learning from each other's experiences and strategies for advancing and defending social protection.
- ▶ As part of the ILO Centenary celebrations, the ILO Global Social Protection Week was organized between 25 and 28 November 2019 in Geneva; more than 600 participants attended the event and it was followed by about 6,000 participants online; the Workers Network mobilized the participation of many workers' organizations at all high-level and technical sessions.
- ▶ In collaboration with Better Work, the ILO Social Protection Department supported the Call to Action in the Global Garment Industry launched by the IOE, the ITUC, the IndustriALL Global Union and the major clothing brands as an immediate response to the COVID-19 crisis. Participating trade unions' confederations have agreed with employers' organizations and brands on specific commitments and actions to accelerate the development of social protection systems in participating countries.

Ideas for the future

- ▶ More country experiences should be documented and shared where trade unions have played a decisive role in shaping or reforming social protection policies. Through its project with EC-INTPA, the ILO will closely work with trade unions and civil society organizations on social protection and public finance management in four countries.
- ▶ Promote and support the participation of workers representatives in: (a) ILO social protection capacity-building activities; (b) global and regional meetings on the extension of social protection and reform; (c) global social protection networks such as for USP2030 and SPIAC-B.
- ▶ Develop specific national initiatives to strengthen the enabling role that workers' organizations can play in contributing to stronger and more sustainable national social protection systems.





Resource mobilization

US\$ 138 million mobilized in 5 years

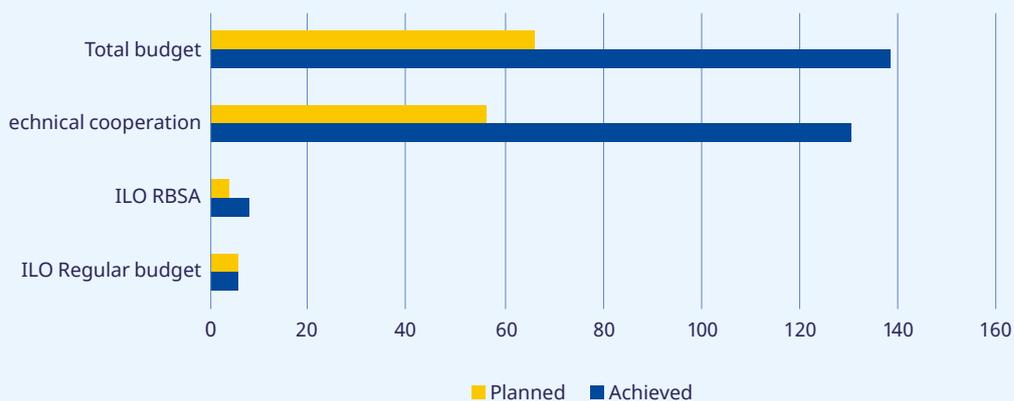
Since the Governing Body's decision in 2015 to launch the Flagship Programme, more than 200 new projects have been launched that either focus on social protection or have a social protection component.

About 170 of these projects support the theory of change of the Flagship Programme – combining in-country support with cross-country learning, mutual knowledge generation and strengthening partnerships. The remaining projects support actuarial valuations requested by specific social insurance agencies to fulfil their obligations in this area.

The Flagship Programme has mobilized more development cooperation funding than initially anticipated (**Figure 4**). Although the graph below shows the mobilized funding compared to the initially planned budget, it should be noted that the figures include all projects under the Flagship Programme launched since 2015 and therefore some projects straddle both the first and second phases.

► **Figure 4. Planned versus achieved funding for the Flagship Programme since 2015**

Status June 2021, including all projects covering the first phase and part of the second phase – in US\$ millions.

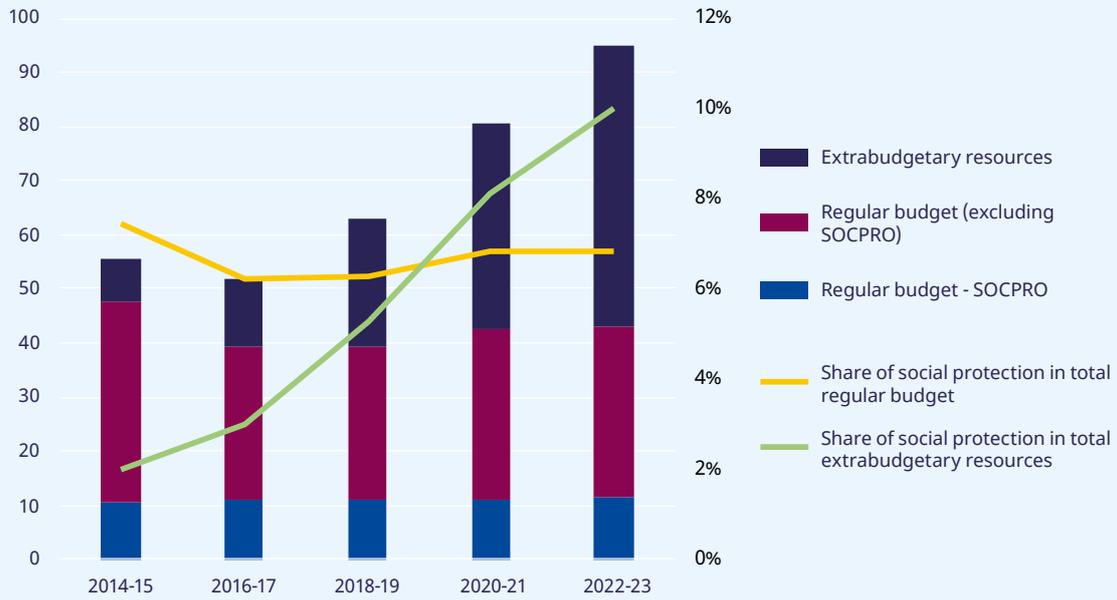


Source: ILO, "Results Monitoring Tool", June 2021.

The successful resource mobilization under the Flagship Programme translated into a steady increase in development cooperation

funding that allowed a doubling of the budget for social protection at the ILO (**Figure 5**).

► **Figure 5. Evolution of ILO resources allocated to social protection/outcome 3 (prior to 2020) and outcome 8 (since 2020) (in US\$ millions)**



Source: Programme and budget and evaluation of the Flagship Programme on Building Social Protection Floors for All, 2021.

The share of extra budgetary resources mobilized for social protection increased fourfold between the biennium 2014–2015 and the biennium 2020–2021 (Figure 6), while the share of the regular budget allocated to social protection remained steady during the same period.

Resource mobilization is achieved through the combined efforts of ILO headquarters, regional

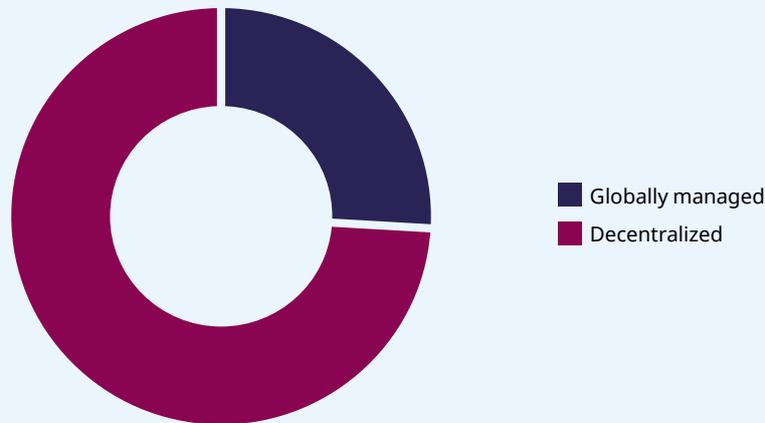
offices, decent work technical teams and country teams. The majority of the funding (74 per cent) for the Flagship Programme is decentralized (managed at country/regional levels) (Figure 7). Further, a number of centralized projects finance activities and expertise to support countries; therefore, the share of the Flagship Programme’s resources that benefit countries is far above 74 per cent.

► **Figure 6. Percentage of the ILO’s social protection budget in regular and extra budgetary resources**



Source: Programme and budget and evaluation of the Flagship Programme on Building Social Protection Floors for All, 2021.

► **Figure 7. Funding managed globally (GLO project codes) and decentralized management of funding (non-GLO project codes)**

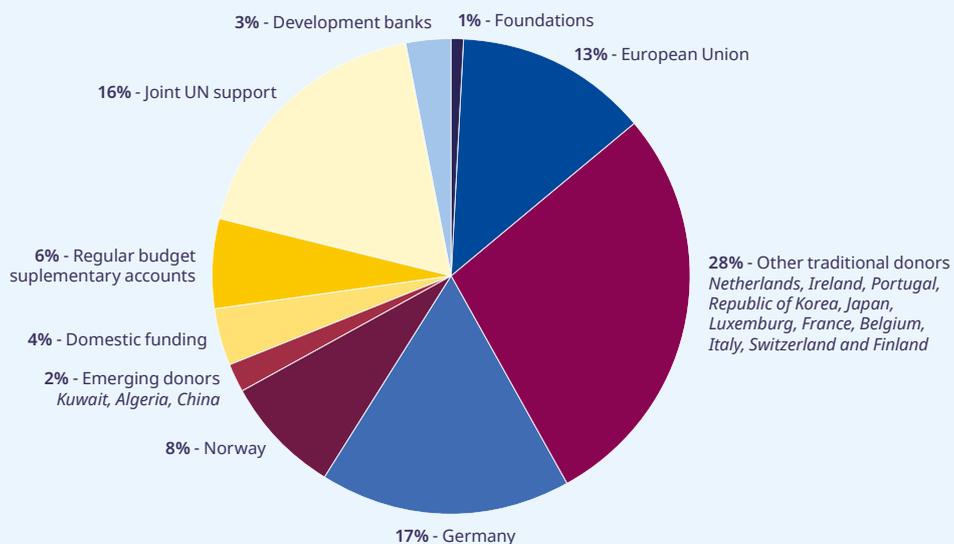


Source: ILO, “Results Monitoring Tool”, June 2021.

Traditional donors provide about half of the funding for the Flagship Programme. In 2019–2020, new partnerships with the EU on increasing linkages between social protection and public finance management and with Germany on cash transfers for garment sector workers, as well as the launch of several UN joint programmes, including under the SDG Fund, diversified the funding sources of the

Programme (**Figure 8**). Cooperation agreements with development banks have been concluded in the African Region but there is scope for further increasing partnerships with international financing institutions, especially around closing financing gaps in social protection. The potential for additional resources coming from the private sector (including foundations), domestic funding and emerging donors also exists.

► **Figure 8. Funding by donor/funding category - all Flagship Programme projects**



Source: ILO, “Results Monitoring Tool”, June 2021 (adjusted for France to reflect funding commitment over five years; adjusted for Netherlands to include only the PROSPECTS budget allocated to social protection).

► **Table 7. Funding by donor - all Flagship Programme projects**

Development partner	Amount (US\$ millions)
Germany	22.8
European Union	17.4
UN SDG Fund	14.1
Norway	10.8
Joint UN projects	9.8
Regular budget supplementary account in 17 countries	7.8
Netherlands	7.5
Ireland	6.1
Portugal	5.7
Domestic funding	5.0
Development banks	4.7
Republic of Korea	3.9
Japan	3.3
Luxembourg	3.0
France	2.5
Belgium	2.3
Foundations (Bill and Melinda Gates Foundation, Weave out Future/Auchan and so on)	2.1
Private Sector Initiative (Fast retailing and so on)	1.9
Italy	1.7
Other non-state actors	1.5
Kuwait	1.1
Algeria	1.0
Switzerland	0.8
China	0.7
Finland	0.6
Total	138.3

Source: ILO, "[Results Monitoring Tool](#)", June 2021 (adjusted for France to reflect funding commitment over five years; adjusted for Netherlands to include only the PROSPECTS budget allocated to social protection).

Across all Flagship Programme projects launched since 2015, Germany, the EU, the SDG Fund and UN joint projects, Norway, the Netherlands and Irish Aid were the most important funding sources in terms of total amounts provided. These amounts include contributions by Germany, Norway and the Netherlands to develop national funds to provide cash transfers to workers affected by the COVID 19 crisis in Bangladesh, Cambodia, Ethiopia, Indonesia, Jordan and the Lao People's Democratic Republic. The Flagship Programme received direct contributions from 16 bilateral donor countries. In addition, Sweden, Finland, the United Kingdom and Ireland also contributed through joint UN projects.

Ideas for the future

► The Flagship Programme has been successful in leveraging additional funding to support the ILO's work on social protection. The management of several projects at country level and a large number of projects at headquarters can be challenging, as it requires technical and administrative backstopping from regular budget staff, even when the projects have sufficient resources to hire project staff. Joint donor support could provide important multiplier effects for individual contributions, while at the same time allowing a more efficient use of resources and a more flexible allocation based on country needs.

- Resource mobilization could be further enhanced through the systematic use of the Results Monitoring Tool to communicate on results and impact; the development of joint communication products based on results and ILO policy messages; the organization of decentralized meetings with development partners at country level; and a common and more systematic use of a joint branding.
- Resource mobilization should also be assessed in the larger context of investing more and better in social protection. Under its thematic approach on the financing of social protection, the ILO supports its Members in improving domestic resource mobilization for social protection. However, for low-income countries or countries facing a socio-economic, humanitarian or environmental crisis, domestic resources generation will not be sufficient. In line with the Conclusions concerning the second recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 109th Session in June 2021, the ILO will support its Members and international partners in exploring options for developing an international mechanism to complement and support the domestic financial efforts of these countries.





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Global technical team

Delivering as One ILO

The Flagship Programme has contributed to increasing the ILO’s field presence in 77 countries and territories. The Global Technical Team (GTT) is today composed of 180 staff.

► **Table 8. ILO staff working on social protection (last update: July 2021)**

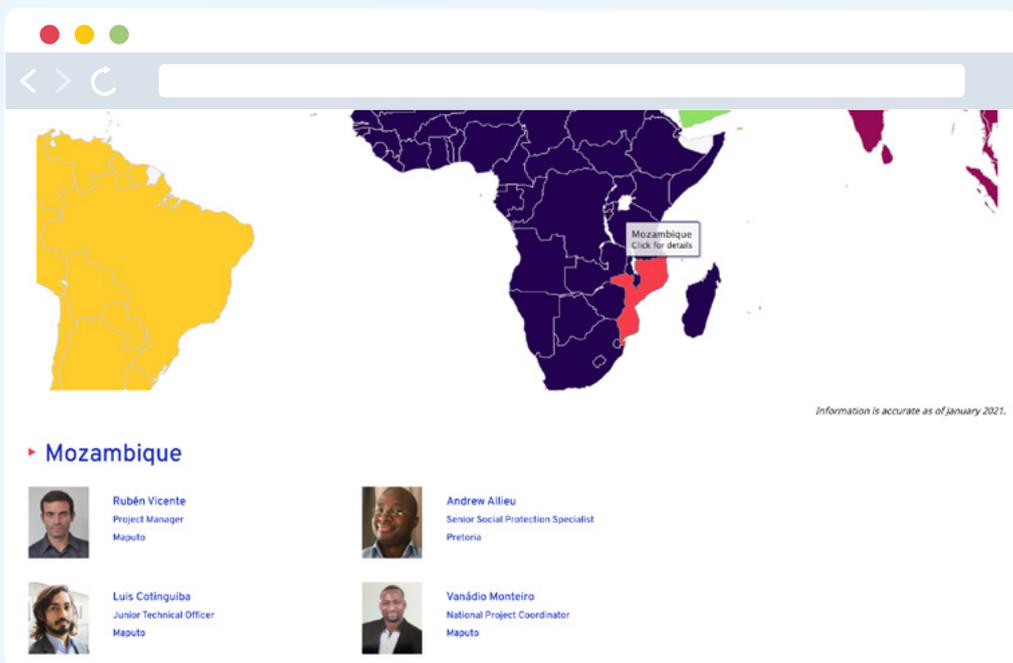
	Regular budget	Technical cooperation
ILO Head Quarters (SOCPRO)	21 (+2 temporary)	17
Regional and country teams	32*	108

*Including 14 social protection specialists, and additional programming or technical staff working partially or full time on social protection.

A [digital map of the GTT](#) provides the names and pictures of all national and international staff working in the countries and territories. It includes information on 180 staff based in 60 countries and territories, covering over 150 countries

and territories in total (as decent work teams and regional specialists cover several countries and territories). This is useful for internal communication and exchanges of knowledge between headquarters/field and field/field.

► **Figure 9. Digital map of the GTT – example of Mozambique**



Similarly, many field specialists and experts want to know who to contact at headquarters, as well as within the GTT, if they require expert advice, information or assistance on specific thematic areas or methodologies and tools. They proposed designating a list of thematic focal points, easily accessible to all GTT members and available on the ILO's Social Protection platform website, www.social-protection.org. This will be developed in the second half of 2021.

Specialists and experts value being aware of what issues their colleagues in the GTT are working on in different countries in order to have access to their progress reports, project documents, terms of references for consultants or activities and so on. The [Results Monitoring Tool](#) and the [Country Pages](#) will be a valuable resource in this regard, but they need to be complemented by similar thematic pages.

In addition, the GTT holds regular discussions/webinars at which experiences and lessons learned can be shared, as described below.

1. **GTT retreats** are organized every two years (so far in 2017, 2019 and virtually in August/September 2021) to create a team spirit, build a sense of ownership, share knowledge and experiences and agree on a common *modus operandi*.
2. Online **regular GTT meetings** are organized several times per year for information-sharing. These meetings can focus on sharing information on new funding opportunities; supporting colleagues to respond to specific calls for proposals; sharing concerns; supporting colleagues to respond to specific issues, as was done in response to the COVID-19 crisis in 2020; or informing colleagues of upcoming events, as was done in preparation for the second recurrent discussion on social protection (social security) held by the International Labour Conference in 2021.

3. **Knowledge information-sharing sessions cafés (KISS)** have been organized since late 2020 (on pensions, unemployment protection and data management) to share knowledge and experience on specific thematic areas, issues and countries. These exchanges respond to specific demands from field experts and are a space for knowledge-sharing and learning. In addition, they can contribute to the creation of communities of practices and enhance thematic collaboration across regions.

4. **Strategic meetings with ILO regional specialists** held at specific sessions or by inviting them to participate in team meetings of SOCPRO have been tried out on several occasions and should be further developed. More information-sharing and strategic meetings should be organized on resource mobilization and funding opportunities for social protection at country level.

5. Specialists and experts were also involved in the organization of the **Tripartite pension round table** in December 2020 and the discussion at the 109th Session of the International Labour Conference in June 2021 and will be invited to participate in the development partners meeting to be held in October 2021.

In 2020, SOCPRO organized **training events on the [Results Monitoring Tool](#)** that reached 78 staff members. More support is needed to increase ownership of the tool and ensure that it is mainstreamed across all country and thematic projects. To build capacities within the GTT, a **MOOC** is under preparation and a series of **monthly technical training events** are planned to be held in 2022 (on health, informal economy, financing and so on). In addition, field colleagues are encouraged to attend the **ITC-ILO** training courses as part of staff development efforts.





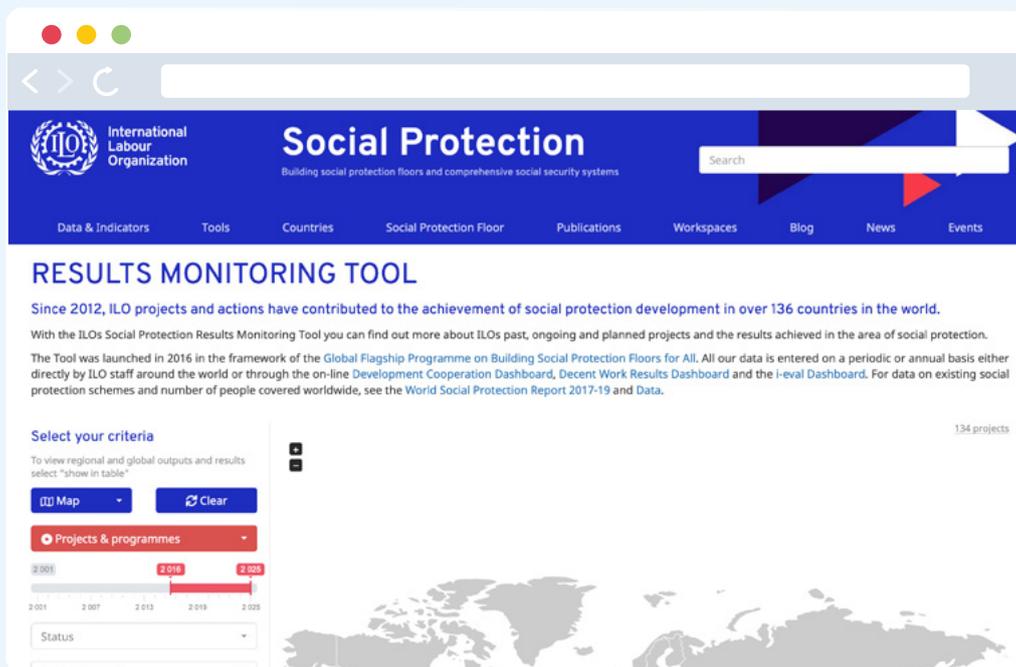
Measuring results

ILO's Contribution to the SDGs

Baseline

Based on a recommendation of the Multilateral Organization Performance Assessment Network in 2016 and with financial support from the Government of Ireland, the ILO developed its Social Protection Results Monitoring Tool,⁶ which keeps track of the ILO's contributions to the accomplishment of the SDGs in the area of social protection⁷ and the results achieved over the years (across several biennia).

► Figure 10. ILO Results Monitoring Tool



⁶ Available on the Social Protection platform, at <https://www.social-protection.org/gimi/MonitoringTool.action>.

⁷ Including SDG 1 on poverty eradication; SDG 3 on universal health coverage; SDG 5 on gender equality; SDG 8 on decent work and economic growth; SDG 10 on reducing inequalities; and SDG 16 on peace, justice and strong institutions.

Approach

Developed over the course of the first phase of the Flagship Programme, the [Results Monitoring Tool](#) serves to gather and disseminate key information on the ILO’s interventions in the area of social protection towards the achievement of the SDGs, encompassing both ILO country programmes and global, regional and national-level development cooperation projects.

The tool permits the monitoring and evaluation of development cooperation, providing evidence on the systemic and institutional changes and results achieved to build, strengthen and extend social protection systems thanks to the ILO’s support in countries. It is in line with the ILO’s programme and budget results measurement framework. Institutional results that are measured through the tool include for instance the adoption of social protection strategies and policies, the approval of new legislation, the implementation of new schemes and the strengthening of the capacities of governance institutions and social partners.

In addition, the tool allows the impact of the ILO’s activities on people across several indicators to be tracked, including on the expansion of coverage, the increased adequacy of benefits and the improvement of access to social protection.

The tool contributes to foster the exchange of information and knowledge and gives increased visibility to the crucial support provided by the ILO’s development partners for the achievement of concrete results and institutional change at country level. By creating linkages between different programmes and projects, the tool also allows the whole story to be told of the ILO’s support in a given country or thematic area. By providing enhanced transparency and accountability, it supports strategic decision-making and learning (see **Figure 11**).

The development of the tool and the collection of information represent a joint effort by the global, regional and country teams of the ILO and further build on existing ILO data platforms, such as the Development Cooperation Dashboard, the Decent Work Results Dashboard and the i-eval Dashboard. Discussions with UN Info (the UN platform for measuring the contribution of UN agencies to progress towards the achievement of the SDGs at country and global levels) on synergies between the two tools are ongoing. The Results Monitoring Tool will enable national stakeholders, including social partners and civil society, UN agencies and development partners, to strengthen collective action towards the achievement of the SDGs and the 2030 Agenda, on the basis of evidence.

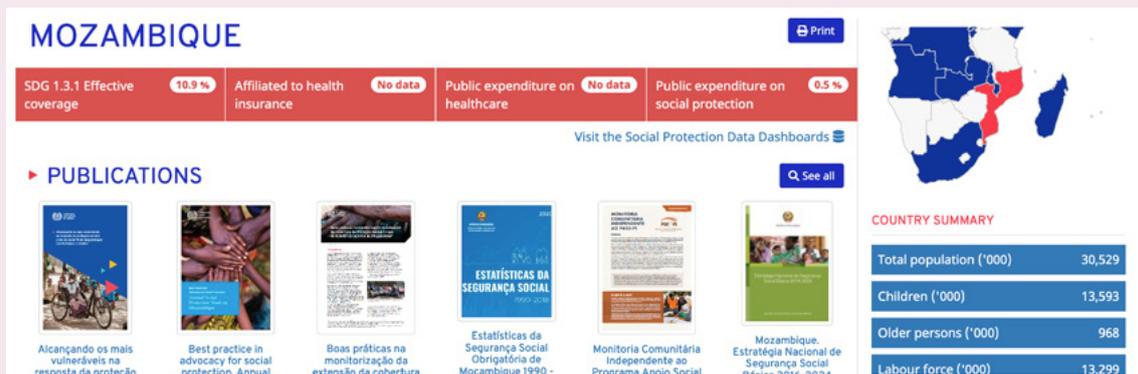
► **Figure 11. ILO Results Monitoring Tool – example of a specific project**



Results and impact

- The tool contains information on more than 600 social protection projects and programmes administered by the ILO since 2008.
- More than 30 training workshops have been convened with the GTT, attended by 78 field experts and project staff.
- The tool is operational and will be formally launched to constituents, development partners and the general public in October 2021 during the second phase of the Flagship Programme.
- The information collected by the Results Monitoring Tool feeds into the country pages, which provide a consolidated snapshot of the social protection situation and support provided by the ILO (see **Box 1**). A total of 57 country pages have been developed so far under the first phase of the Flagship Programme.

► Box 1: Country pages



Country pages provide an overview of the social protection situation and act as a hub for relevant ILO databases, tools, publications, and specialists. The Results Monitoring Tool features prominently, displaying information on all active ILO projects and programmes, past institutional results, and impacts achieved on people. The pages also link to and draw consolidated information from a range of ILO Social Protection sources: the Data Dashboards, the COVID-19 Monitor, the Resource Library, the News Feed, the Global Technical Team Map, project workspaces, as well as ISSA Country Profiles.



All of this centralized information allows the ILO to increase the visibility of the Results Monitoring Tool and the work and achievements of its Global Technical Team. Potential development partners can also see what are the government's social protection priorities and potential areas where they can support ILO in developing national social protection systems, including floors.

Ideas for the future

- Developed over the course of the first phase of the Flagship Programme, the Results Monitoring Tool will be at the heart of its second phase, acting as a monitoring and evaluation, knowledge-sharing and evidence-based communication tool. The tool will require the active contribution of colleagues in the field for it to be a success.
- Technical improvements to the tool will continue, including through partnerships with other ILO data platforms. Currently, the ILO is also working to establish synergies with UN Info, the UN system-wide tool that supports the planning, monitoring and reporting of the support provided by UN agencies towards the achievement of the SDGs and the 2030 Agenda.
- Under the second phase of the Flagship Programme, the tool will aim not only to measure the results achieved but also to assess whether ILO support contributed to the promotion of ILO principles for strengthening social protection, such as social dialogue, the primary role of the state, transparency and accountability, solidarity in financing and coherence with other policies.
- The tool will also evolve to ensure that it can monitor results and impacts achieved under thematic approaches, for which specific indicators will be developed and monitored.
- The development of thematic pages will contribute to disseminate lessons learned and results from projects in the priority thematic areas of the Flagship Programme. The pages will follow the same structure as country pages, showcasing existing challenges, the ILO approach, ILO support previously and currently provided, results achieved and key resources.





Ideas for the future

A world that we want

A huge thank you to all those who supported the first phase of the Flagship Programme on Building Social Protection Floors for All. Thanks to you, the ILO has been able to strengthen its support to its constituents through country projects that respond to their needs; we have been able to contribute to the development of new schemes and improve existing ones; and this has already had a tangible and lasting impact on the lives of hundreds of thousands of people. We have also been able to build knowledge, document experiences and simplify processes so that more countries will embark on the development of universal and sustainable social protection systems.

The effort has been considerable but, as suggested by the Conclusions concerning the second recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 109th Session in June 2021, the Flagship Programme must continue and even grow. The Flagship Programme is in full expansion and we must now leave the "experimental" phase for an "industrial" mode of operation that will allow us to respond to the demands of more countries, while increasing the influence of the ILO and the application of international social security standards, which must serve as a foundation for universal social protection. Our journey has only just begun and we hope to continue this adventure with you.

**Advancing social justice,
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International Labour Organization
Route des Morillons 4
1211 Geneva 22
Switzerland

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