Governing Body

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Policy Development Section
Employment and Social Protection Segment

POL

FIRST ITEM ON THE AGENDA

Outcome 3: Creating and extending social protection floors (including the flagship programme)

Purpose of the document

This document explains the Office strategy for the implementation of outcome 3 on "Creating and extending social protection floors". It provides an overview of the main areas of focus, outlines progress on implementation to date and briefly describes the flagship programme.

The Governing Body is invited to provide guidance on the strategy and its implementation (see the draft decision in paragraph 53).

Relevant strategic objective: All.

Policy implications: The guidance of the Governing Body will inform the implementation of the Office strategy concerning outcome 3 and its flagship programme, including the support that the Office will provide to its constituents.

Legal implications: None.

Financial implications: Extra-budgetary resource mobilization through the flagship programme.

Follow-up action required: Implementation of outcome 3 as defined in the Programme and Budget for 2016–17.

Author unit: Social Protection Department (SOCPRO).

Related documents: GB.316/INS/5/1(&Corr.); GB.323/POL/2(Rev.); Social Protection Floors Recommendation, 2012 (No. 202); Social Security (Minimum Standards) Convention, 1952 (No. 102); ILO Programme and Budget for 2016–17.

Introduction

1. Outcome 3 builds on the area of critical importance on "Creating and extending social protection floors" and guidance provided by the Governing Body in March 2015. The Governing Body endorsed the work undertaken by the Office and expressed appreciation for the work on social protection, including social protection floors, being carried out in the context of Decent Work Country Programmes (DWCPs) in line with national priorities. The need to build social protection floors within comprehensive social security systems, the importance of involving social partners in the design and implementation of social protection floors and the need for further building the capacities of constituents were highlighted. Achieving a progressive system, finding the required fiscal space, and ensuring sustainability and good governance of social protection systems were identified as key issues for Office support. The need to address austerity measures and social security reforms was also signalled as being of critical importance. In addition, the Governing Body supported the incorporation of the gender dimension in the design of social protection policies and schemes; the expansion of coverage to the informal economy, migrants and other groups; and giving attention to fragile and conflict-affected States. The Office was encouraged to continue to build partnerships and assume leadership roles in United Nations (UN) teams. It was proposed that the Office should continue to play its role as a "facilitator of policies and a disseminator of knowledge" on social protection systems, also disseminating good practices from the South.

2. The ILO programme implementation 2014–15, endorsed by the Governing Body in March 2016, [1] shows the results of the interventions made by the Office in line with the recommendations of the Governing Body. The strategy for outcome 3 continues to implement the guidance provided by the Governing Body in March 2015.

Social protection floors in the context of the 2030 Agenda for Sustainable Development

3. Social protection is a human right and an economic and social necessity. Social protection systems play a key role in: reducing poverty and inequality; raising household income, domestic demand and inclusive growth; enhancing human capital and productivity; supporting the formalization of the informal economy; and building social peace. They are an essential part of national development strategies to achieve inclusive growth and sustainable development with equitable social outcomes.

4. The 2030 Agenda for Sustainable Development recognizes the vital role of social protection in combating poverty and reducing inequality, and identifies it explicitly as a target to be met for the achievement of Sustainable Development Goals (SDGs) 1 and 3 (targets 1.3 and 3.8). Social protection is further identified as a means to achieve decent work targets, specifically target 8.5 and 8.b but also targets 1.1, 1.2, 3.c, 5.4 and 10.4. [2] Notably, SDG target 1.3 commits countries to "implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable".

5. While tremendous progress in extending social protection has been made in recent decades, coverage gaps and implementation challenges persist, poverty and inequality are still

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[1] GB.326/PFA/1; GB.326/PV, para. 563.

[2] See: www.sustainabledevelopment.un.org/post2015/transformingourworld.

rampant and social progress is uneven. Much remains to be done in order to ensure that social protection systems are financially and economically sustainable, respond to the changing realities of the world of work and guarantee adequate levels of protection for all.

6. Universal social protection coverage is at the core of the ILO's mandate, guided by ILO social security standards, particularly the Social Protection Floors Recommendation, 2012 (No. 202), and the Social Security (Minimum Standards) Convention, 1952 (No. 102). Consequently, outcome 3 on "Creating and extending social protection floors" was approved as a policy outcome for the ILO Programme and Budget for 2016–17.

I. Strategy and implementation of outcome 3

7. Office strategy for the implementation of outcome 3 is guided by the resolution concerning efforts to make social protection floors a national reality worldwide in the context of Recommendation No. 202 and the Plan of Action endorsed by the Governing Body in 2012, [3] as well as by the resolution and conclusions of the recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 100th Session in 2011 and the Social Security Plan of Action 2011–19, adopted by the Governing Body in 2011. [4]

8. It is underpinned by a two-dimensional strategy that aims to support member States in achieving universal social protection coverage with at least minimum levels of protection (the horizontal dimension) and progressively ensure higher levels of protection guided by up-to-date social security standards (the vertical dimension). [5] The Office will support tripartite constituents in their efforts to progressively build and maintain sustainable, comprehensive and adequate social protection systems.

9. Within the framework of the 2030 Agenda and ILO centenary initiatives, in particular the End to Poverty and Future of Work initiatives, outcome 3 will contribute to providing a monitoring framework for SDG social protection targets. At the same time, it will contribute to the development of knowledge on the adaptation of social protection systems to respond effectively to dynamic demographic contexts, specifically ageing, and to transformational changes in the world of work.

10. The programme and budget identifies 45 target countries where Office services are requested and are expected to result in changes. In order to fulfil the needs of constituents, develop capacities and combine conceptual global leadership with effective implementation in the field, [6] the Governing Body endorsed the establishment of the flagship programme on Building Social Protection Floors for All (detailed in Section II below). [7]

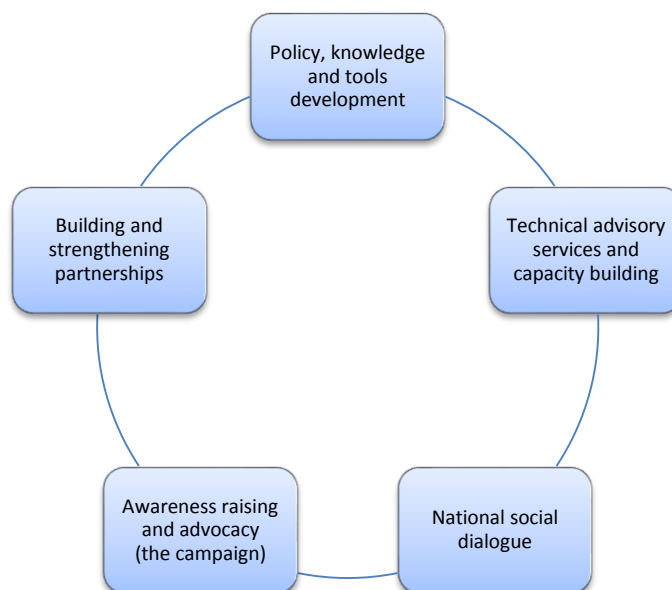[3] GB.316/INS/5/1(&Corr.) and GB.316/PV(&Corr.), para. 69(a).

[4] GB.312/POL/2 and GB.312/PV, para. 314.

[5] *Provisional Record* No. 24, 100th Session, International Labour Conference, Geneva, 2011, paras 8–11.

[6] GB.325/POL/7.

[7] dec-GB.325/POL/7.

11. Consistent with the Plan of Action 2011–19 and the outcome 3 results framework, the Office is providing services to constituents in the following five areas:

12. Specific highlights of Office intervention for 2016–17 in these areas are detailed below.

Area 1. Policy, knowledge and tools development

13. Strategy in this area aims to enhance the policy knowledge base, provide benchmarks for the assessment of progress in the extension of social protection and facilitate South–South learning. With the adoption of the 2030 Agenda, the Office plays a crucial role by supporting members in their expansion of social protection and by monitoring the relevant SDG indicators, particularly SDG target 1.3.

14. In June 2016, the ILO Social Security Inquiry was updated and is currently being completed by member States. Tutorials and materials are developed to support countries monitoring SDG targets 1.3 and 10.4. Since 1940, the Social Security Inquiry has been the main source of global social protection data. Used by policymakers, officials of international organizations and researchers, it is the main information source for monitoring SDG targets 1.3 and 10.4. Moreover, it is the base of the ILO's flagship report, the *World Social Protection Report*.

15. In order to support the design and implementation of social protection systems and specific approaches for vulnerable groups, the Office is extending the policy and country brief series and producing how-to guides, which are being field tested to reflect "what works". These include guides on: assessment-based national dialogue; actuarial guidelines in collaboration with the International Social Security Association; legal drafting in connection with outcome 2; social protection for migrants and refugees in connection with outcome 9 and the International Training Centre of the ILO in Turin (Turin Centre); and social protection for informal economy workers in connection with outcome 6, in addition to a number of other Social Protection Inter-Agency Cooperation Board (SPIAC-B) tools.

16. The Office is upgrading its evidence-based policy knowledge on country experiences, pensions, health, long-term care and fiscal space. At the same time, it is raising awareness of reform trends and their impacts, including austerity measures. Policymakers and social partners are informed of the latest trends and reforms by various means, including the

SOCPRO newsletter and the ILO's *Social Protection Monitor*. Recent ILO knowledge products have thousands of downloads and are praised by the global community of practice.

Area 2. *Technical advisory services and capacity building*

17. The Office is providing advisory support to tripartite constituents based on its acknowledged expertise, knowledge base and standards framework. This support, which is tailored to national circumstances based on effective social dialogue, includes technical advice regarding policy and legal frameworks, ratification of Convention No. 102, reform of existing schemes, expansion of coverage and the management/governance of social protection systems, in addition to actuarial, financial, investment and fiscal matters.

18. The Office is supporting more than 20 member States in the development of national social protection strategies and roadmaps, including floors (such as in Lesotho, Liberia and Timor-Leste). Guided by Convention No. 102, the Domestic Workers Convention, 2011 (No. 189), Recommendation No. 202 and the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), specific focus is given to policies that improve the gender-responsiveness of social protection measures which provide adequate coverage and reflect the needs and situations of women in particular.

19. In fragile contexts, the Office is supporting an integrated approach. This approach includes short-term interventions addressing the social outcomes of economic shocks and natural disasters, as well as building longer term social protection systems, including floors, and institutions in order to address vulnerabilities and reduce fragility (including in Bangladesh, Cameroon, Iraq, Nepal and Pakistan).

20. The Office is conducting legal assessments, supporting the drafting of social protection laws in over 14 countries (including in Botswana, Chad and Lebanon). It is promoting the ratification of Convention No. 102 in a number of countries (including in Argentina, Kenya and Mongolia) and the expansion of adequate social protection benefits in line with the Convention. It is well on the way to meeting the target, set under the Plan of Action 2011–19, of 60 ratifications of the Convention by 2019. [8] In 2016, the Dominican Republic became the 54th member State to have ratified the Convention.

21. The Office is providing advisory services in over 30 countries on good financial governance for building sustainable systems, such as by identifying fiscal costs, potential sources of financing and financing strategies, including in countries considering austerity measures. These services are complemented by diagnostic, financing and costing tools and tutorials focusing on universal benefits through the life cycle. In various countries, including Egypt, Guinea, Jordan and Malawi, fiscal space analyses are being carried out with the relevant ministries, including ministries of finance. In addition, the ILO is providing actuarial valuations and reviews for social insurance schemes in over a dozen countries.

22. Supporting member States in their efforts to progress towards the provision of universal health protection, the Office is developing a good practice guide. Technical support is being provided in over 17 countries (including Cabo Verde, Honduras and Lao People's Democratic Republic), wherever relevant, in partnership with the World Health Organization and other members of the Social Health Protection Network (P4H), a global partnership on universal health.

23. The extension of gender-responsive social protection to informal economy workers continues to be a focus. Over 18 countries (including Colombia, Jordan and Zambia) are

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[8] GB.312/POL/2.

receiving support. Reviews of policy and legislative frameworks will support the extension of coverage to: domestic workers in synergy with outcome 6 (including in Costa Rica, Mexico and Morocco), as relevant; rural workers in synergy with outcome 5 (including in Cameroon, China and Ecuador), as relevant; and migrant workers (including in Malaysia, Republic of Moldova and Viet Nam), refugees and host communities (in Jordan and Pakistan) in synergy with outcome 9. Support for the extension of maternity/paternity protection will be provided, including in Namibia and Sri Lanka. Measures supporting youth employment and livelihoods, including through public employment programmes in synergy with outcome 1 (including in Myanmar, Niger and United Republic of Tanzania, with particular focus on young women) are being promoted.

24. Support is being provided to develop employment injury insurance based on the social insurance principles set out in the Employment Injury Benefits Convention, 1964 [Schedule I amended in 1980] (No. 121), in over nine countries (including Bangladesh, Ethiopia and Paraguay) in synergy with outcome 7. The Rana Plaza experience in Bangladesh underscored the need for effective employment injury insurance schemes and serves as a point of reference for improvements in global supply chains and beyond for other low-income countries.

Area 3.   *National social dialogue*

25. The strategy focuses on ensuring that the formulation, implementation and monitoring of social protection systems and extension strategies are based on national consultations through effective social dialogue and social participation.

26. The assessment-based national dialogue methodology developed by the ILO and endorsed by UN agencies and members of the ILO–UN Social Protection Floor Initiative supports the development of national social protection strategies, including floors, through tripartite participation (for example in Iraq, including the Kurdistan Region, Lao People's Democratic Republic, Niger and Tajikistan).

27. The capacities of social partners to engage in national dialogue and act as agents of change are being strengthened through specific initiatives and courses designed in collaboration with the Turin Centre. In Egypt, for example, such activities focus on communication with regard to the reforms; in Viet Nam they centre on awareness of social protection; in India on the exchange of knowledge among states; and in Mexico on social security and the formalization of employment to equip trade union leaders to roll out training activities for workers throughout the country. A good practice guide and country case studies are being developed on the role of business in supporting the establishment of social protection floors, in partnership with the International Organisation of Employers (IOE), the Bureau for Employers' Activities (ACT/EMP) and the Turin Centre. In Cameroon a study will be produced on the role of both employer and worker organizations.

28. The Office is working with national economic and social councils on social protection to raise awareness of critical issues and of current reforms and their social impacts and provide alternative proposals for the achievement of universal social protection, employment-generating economic growth and social justice, for example at the ILO–AICESIS (International Association of Economic and Social Councils and Similar Institutions) International Conference on the Role of Economic and Social Councils and Similar Social Dialogue Institutions in Promoting Social Protection Floors for All, held in Seoul from 20 to 21 November 2014, and the AICESIS Board and General Assembly held in Cotonou from 14 to 16 September 2016.

Area 4.   Awareness-raising and advocacy: The campaign

29. The strategy focuses on raising awareness of social protection at global, regional, subregional and national levels, as set out in the relevant instruments, from Convention No. 102 to Recommendation No. 202, based on active use of the social protection platform (www.social-protection.org), global and regional events, online campaigns and new initiatives for policy advocacy.

30. The Universal Social Protection Initiative launched by the World Bank and the ILO in June 2015 has served as a catalyst for a new global partnership bringing together around 15 partners to support the SDGs. A high-level event is planned at the UN General Assembly in September 2016 in order to showcase the fact that many developing countries in all regions have achieved universal social protection.

31. In 2015, at the Third International Conference on Financing for Development, States committed to delivering social protection and essential public services for all in a new social compact. A multi-stakeholder consultation on social protection floors is currently being held by the UN. The Office is supporting member States in giving effect to the commitments made under the new social compact. An ILO policy paper on fiscal space for the extension of social protection floors has become a global reference, with thousands of downloads.

32. The Director-General of the ILO was appointed Co-Vice-Chairperson of the UN High-level Commission on Health Employment and Economic Growth in 2016. The ILO has supported the development of policy recommendations, reports and media packages to generate political commitment, and is also an active member of the P4H Network.

33. The 2030 Agenda gives further impetus to building awareness of the need for countries to establish comprehensive social protection systems including floors. The ILO–China–ASEAN (Association of Southeast Asian Nations) High-level Seminar to Achieve the Sustainable Development Goals on Universal Social Protection through South–South and Triangular Cooperation was hosted by the Government of China in Beijing, after the G20 summit (see www.universal.social-protection.org).

Area 5.   Building and strengthening partnerships

34. Following the adoption of the 2030 Agenda, the Office will focus on maintaining its leadership role in social protection through building and strengthening strategic partnerships.

35. The ILO and the World Bank continue to co-chair the SPIAC-B and work on Inter-Agency Social Protection Assessment (ISPA) tools such as the Core Diagnostic Instrument (CODI), social protection identification and public works programmes, which are being piloted and applied, for example, in Cambodia, Paraguay and the United Republic of Tanzania. These tools will enable development partners to provide coherent, coordinated and sound advisory services to constituents. The 2030 Agenda calls for a "revitalized Global Partnership for Sustainable Development" and the SPIAC-B is well-positioned to support countries with monitoring SDGs. These factors facilitate the dissemination of ILO principles and values among development partners working on social protection.

36. Working with UN agencies is critical for the implementation of social protection floors at the country level. The ILO is promoting the establishment of UN social protection teams and, also, the integration of social protection, including floors, into national SDG implementation plans, DWCPs, United Nations Development Assistance Frameworks (UNDAFs) and other development frameworks, taking a leading role wherever possible. Coordinated UN support is taking place, for example, in Cameroon, India, the Occupied

Palestinian Territory and Nepal. The Office will ensure that such initiatives benefit from the full involvement of the ILO's tripartite constituents.

37. Acting on the joint commitment signed in March 2014 by the Director-General of the ILO and the Chairperson of the United Nations Development Group (UNDG), work to "Deliver as One" with regard to social protection floors is being strengthened. Joint statements with regional UNDGs are being developed (in Europe and Central Asia, the Middle East and North Africa), replicating successful experiences in other regions. Inter-agency social protection groups further facilitate knowledge sharing, tool development, awareness raising and trainings for UN Country Teams. A curriculum on promoting delivery as one with regard to social protection is being developed with the UN System Staff College for its regular courses. A resource platform on social protection and human rights, established with the United Nations Research Institute for Social Development and other UN agencies and partners, was launched with a view to implementing a rights-based approach to social protection.

38. At the regional and subregional levels, the Office is strengthening partnerships, including with the African Union, ASEAN, the Caribbean Community and the European Union. The Office is supporting the work of the African Union to develop a social protection strategy for the Agenda 2063 and the efforts of ASEAN to expand social protection floors and reform pensions.

39. The Office has also actively supported the G20 on social protection areas (presidencies of China, France, the Russian Federation and Turkey), for example in respect of the "silver economy" and at the World Economic Forum Global Agenda Council on Ageing.

40. The Global Business Network for Social Protection Floors, launched in October 2015 by the Director-General of the ILO and the Secretary-General of the IOE, provides a platform for multinational enterprises and employer organizations to exchange practices, support the coverage of their employees and workers in global supply chains and participate more closely in supporting States with the development and governance of national social protection systems, including floors.

41. An ongoing initiative to mobilize workers' organizations, on social protection, freedom and justice for workers, aims to generate the local ownership and grassroots political support from the people, which is indispensable to create the support needed to develop and extend national social protection systems.

42. In addition to tripartite consultation, wider participation in national dialogue is encouraged through the Global Coalition for Social Protection Floors, which includes civil society organizations, trade unions and economic and social councils.

II. Flagship programme: Building Social Protection Floors for All

43. Building Social Protection Floors for All, the flagship programme discussed by the Governing Body in 2015, [9] was launched in early 2016. It supports the outcome 3 strategy and aims to provide the Office with a coherent structure through which to mobilize and channel resources for social protection.

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[9] GB.325/POL/7.

44. The programme aims to contribute to providing 130 million people with better access to social protection by 2020 and to serve as an engagement platform for the achievement of SDG target 1.3. It will bring about demonstrable change for millions of people who currently lack adequate social protection, by supporting constituents through a coherent and integrated set of interventions. The ultimate result will depend on the level of resources that are mobilized.

45. The strategy is focused on intensive and coordinated support for the implementation of tailor-made and functional social protection floors in priority countries. It is complemented by strategies to develop and share knowledge that will enable the implementation of social protection floors in more countries, while seeking to build a culture of social protection at all levels.

46. The programme's vision and strategy are supported by its five-year implementation plan (2016–20), grounded in a sound diagnosis of previous interventions and based on a theory of change model. The implementation plan identifies 20 priority countries and one territory, as well as thematic areas for the knowledge campaign.

47. The 20 priority countries and the territory concerned (see appendix) were selected on the basis of a set of enabling factors, assessed by means of discussions with ILO specialists and ILO Office Directors in the regions, the Department of Partnerships and Development Cooperation (PARDEV), the Bureau for Workers' Activities (ACTRAV) and ACT/EMP. The factors included: (a) existing vision of the constituents to extend coverage; (b) strong political will and commitment; (c) potential to achieve substantial coverage extension within the next five years; (d) level of priority for the UN; and (e) existing partnerships and scope for donor support.

48. The recognition of the overall and primary responsibility of the State for delivering social protection floors is the basis of the flagship programme's strategy. Strategic partnerships with the UN will build on "Delivering as One" with regard to social protection floors at the country level and through regional UNDGs.

49. In order to ensure national ownership and sustainability, the flagship programme needs to be a useful tool for national SDG implementation plans and other development frameworks, such as UNDAFs and DWCPs. A participatory approach involving representative organizations of employers and workers, as well as consultations with other relevant organizations of persons concerned, is encouraged and facilitated in the design, implementation and monitoring of social protection systems. A number of national engagement platforms have been developed, providing a bridge between the development cooperation policy of countries and the flagship programme, with a view to creating long-term partnerships with development partner countries.

50. Taking into account the guidance provided by the Governing Body in November 2015, the governance and management framework of the flagship programme will include a Global Tripartite Advisory Committee, which will provide recommendations on implementation. The framework will also include a Donors and Partners Group, which will review achievements and support the mobilization of resources. At the national level, existing tripartite advisory committees will review the implementation of the programme. A monitoring tool has been developed to track progress on the flagship programme implementation in partnership with the Evaluation Office (EVAL). A communication strategy and specific tools have been created in collaboration with the Department of Communication and Public Information (DCOMM). A capacity-building plan, training sessions and regular participatory working groups have been organized in order to engage colleagues at headquarters and in the field.

51. The flagship programme is still at its initial stage. The Government of Portugal is supporting the efforts of Portuguese-speaking countries to strengthen their social protection systems. New partners include the Governments of China, France and Japan, the *Agence Française de Développement* and the King Baudouin Foundation. The first meeting of development partners will take place in October 2016.

52. The flagship programme on social protection floors provides an opportunity for the Office to design, test and implement innovative and efficient ways to work as a global team. Through the programme, the Office aims to create a critical mass of resources and partnerships to expand social protection systems and reach more people, while simultaneously contributing to achieving SDG 1, to "End poverty in all its forms everywhere", through social protection for all.

Draft decision

53. *The Governing Body requests the Director-General, while taking account of this guidance, to further implement the strategy of outcome 3 of the Programme and Budget for 2016–17.*

Appendix

Flagship programme:
Building Social Protection Floors for All

	Step 1: Adopting national social protection strategies (18 months)	Step 2: Designing or reforming schemes (24 months)	Step 3: Improving operations (36 months)
Asia (8 countries)			
Cambodia	√	√	√
India	√	√	√
Indonesia			√
Lao People's Democratic Republic	√	√	√
Myanmar		√	√
Pakistan	√		√
Timor-Leste	√	√	√
Viet Nam	√	√	√
Africa (8 countries)			
Cabo Verde	√	√	√
Cameroon		√	√
Malawi	√	√	√
Mozambique	√	√	√
Niger	√	√	√
Senegal		√	√
Togo		√	√
Zambia		√	√
Europe and Central Asia (1 country)			
Kyrgyzstan	√	√	
Arab States (1 territory)			
Occupied Palestinian Territory			√
Latin America (3 countries)			
El Salvador		√	√
Honduras		√	√
Paraguay	√	√	