



Integrating Social Policies and the Delivery of Social Protection Floors

Technical Workshop

29-31 May 2013, Siem Reap, Cambodia

Concept Note

EXTENDING SOCIAL PROTECTION FLOOR - POLICY INTEGRATION

What are Social Protection Floors?

In April 2009, the High Level Committee on Programmes of the UN Chief Executives Board adopted the Social Protection Floor as one of its Joint Initiatives to face the financial and economic crisis and to accelerate recovery.

At its 101st session (2012), the International Labour Conference adopted the Recommendation concerning National Floors of Social Protection, 2012 (No. 202)¹ which reaffirms the role of social security as a human right and as a social and economic necessity. The Conference also adopted the resolution concerning efforts to make social protection floors a national reality worldwide², which invites governments, employers and workers to jointly give full effect to the Recommendation No. 202 as soon as national circumstances permit.

Social Protection Floors (SPFs) are nationally-defined sets of basic social security guarantees that enable and empower all members of a society to access a minimum of goods and services at all times. They aim to prevent or alleviate poverty, vulnerability and social exclusion. The social protection floors should comprise at least the following basic social security guarantees: (a) access to a nationally defined set of goods and services, constituting essential health care, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality; (b) basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services; (c) basic income security, at least at a nationally defined minimum level, for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and (d) basic income security, at least at a nationally defined minimum level, for older persons. Such guarantees can be achieved through contributory or non-contributory schemes, either means-tested or universal.

SPFs are part of the effort to develop national social protection strategies. Such strategies should (a) prioritize the implementation of social protection floors as a starting point for countries that do not have a minimum level of social security guarantees, and as a fundamental element of their

¹ www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_183326.pdf

² ILO: "Resolution concerning efforts to make social protection floors a national reality worldwide", in Provisional Record No.14, International Labour Conference, 101st session (Geneva, 2012).

national social security systems; and (b) seek to provide higher levels of protection to as many people as possible, reflecting economic and fiscal capacities of countries, and as soon as possible. Social security extension strategies should be consistent with, and conducive to, the implementation of the social, economic and environmental development plans of countries.

In designing and implementing national social protection floors, countries should (i) combine preventive, promotional and active measures, benefits and social services, (ii) promote productive economic activity and formal employment through considering policies that include public procurement, government credit provisions, labour inspection, labour market policies and tax incentives, and that promote education, vocational training, productive skills and employability, (iii) ensure coordination with other policies that enhance formal employment, income generation, education, literacy, vocational training, skills and employability, that reduce precariousness, and that promote secure work, entrepreneurship and sustainable enterprises within a decent work framework.

The extension of social protection in ASEAN: an increased priority

Social protection is recognized as one of the key priority areas by ASEAN member States to achieve growth with equity and “integration with a human face” by 2015. A recommendation on the implementation of nationally-defined social protection floors was formulated in September 2011 at the 6th ASEAN Government-NGO Forum on Social Welfare and Development, held in Bangkok, Thailand. The ASEAN governments and social partners have identified delivery of social protection and employment services through coherent and well-coordinated approaches as a priority intervention among the recommendations on unemployment insurance, income security and active labour market policies adopted in Ho Chi Minh in March 2012³. During the 21st ASEAN Summit, held from 15 to 20 November 2012 in Phnom Penh, Cambodia, the Royal Government of Cambodia (RGC) proposed an initiative to extend the social protection beyond the national borders and to build an ASEAN Social Protection Framework. The RGC is now in the driver’s seat for the development of an ASEAN Declaration on strengthening social protection floors, and has requested support from ILO in drafting the declaration.

For ASEAN member States, social protection plays already a key role in national economic development plans. This is the case for instance of Indonesia’s Medium Term Development Plan (2010-2014), Viet Nam’s Socio-Economic Development Plan (2011-2015), Cambodia’s Rectangular Strategy and National Strategic Development Plan (NSDP) Update (2009-2013) and Thailand’s Eleventh National Economic and Social Development Plan (2012-2016).

Furthermore, some countries have started introducing concrete coordination among social protection and employment policies and schemes (cross ministerial, national/regional coordination).

It is anticipated that offering integrated packages of services and transfers (e.g. children and pregnant mothers through conditional cash transfers) together with adapted case management systems would be more effective in facilitating graduation out of poverty than providing those services in a scattered manner.

For the working age group these combined packages would include a mix of social protection and measures to increase employability and facilitate return to work. In Malaysia for instance the Return to Work (RTW) programme allies compensation for the loss of income in case of employment injury and access to adapted health care, social care and rehabilitation. Thailand and

³ The ASEAN Seminar on unemployment insurance, income security and ALMPs (20th-22nd March 2012) was sponsored by the ILO/Japan-ASEAN UI Project. Recommendations can be downloaded here: <http://www.social-protection.org/gimi/gess/ShowProjectResource.do?resourceId=30988&pid=1547> (accessed on 20th June 2012)

Viet Nam have implemented unemployment insurance schemes and are looking at improving the schemes through better linking with employment policies and skills development services.

Linking social protection and employment can also be achieved through the design and implementation of sectorial approaches combining access to social and employment services. This is the case for instance for Thailand and Viet Nam, that are developing long term care systems. Such systems will be at the cross roads of health care, social care, skills development and will contribute to the creation of a new sector of the economy and generate employment opportunities.

Synergies and complementarities could be put in practice through one stop shops or Single Window Services that would in addition contribute to increasing outreach of such programmes, empowering local communities and sub-national administration, and increasing access to information, transparency and traceability through efficient management information systems and appeals mechanisms. The Single Window Service mechanism is already being piloted in Cambodia and Indonesia as one of the central delivery mechanisms of national social protection strategies⁴. In Thailand such mechanism is being conceptualized and could play a key role in the implementation of the long term care policy.

The development of the National Social Protection Strategy in Cambodia

In Cambodia the National Social Protection Strategy (NSPS) provides with a vision to develop a coherent social protection system in a phased approach, starting with the establishment of a social protection floor for all those in need of protection and ensuring that more and more people can enjoy progressively higher levels of benefits. The National Social Protection Strategy for the Poor and the Vulnerable was adopted by the Prime Minister's office on 18 March 2011 and launched on the 5th December 2011 by the Prime Minister.

The implementation of the NSPS started with a four years (2011-2015) pilot-testing phase at national level and sub-national level. Two pilot provinces have been selected, Siem reap and Banteay Meanchey, to test the implementation of the strategy at provincial, district and commune level.

During the pilot-testing phase of the NSPS, the Council of Agriculture and Rural Development (CARD) which is the coordination body of the implementation of the strategy, aims at:

- increasing outreach and improving operations of existing social protection schemes so that all the poor and the vulnerable can have access to at least a basic level of social protection (health, education, income security through public employment programs) and measures to enhance their capabilities (vocational training, support to the creation of micro-enterprises);
- developing new schemes (such as a cash transfer program for poor and vulnerable families);
- empowering the subnational level and involving them in the operations and monitoring of the NSPS; increasing coordination between the sub-national and the central level by establishing a reporting mechanism;
- developing a unified targeting and database system as well as updating the database;
- developing coordination and synergies between the flagship programs of the NSPS (access to health care, scholarships, PWPs, CCTs, and so on) at delivery level and between line ministries in charge of the policy development and supervision of those programs; and

⁴ The design and piloting of the SWS in Indonesia and Cambodia are partially funded by the ILO/Japan Social Safety Net Funds.

- offering a combination of social protection and employment benefits/measures to the final beneficiaries as well as creating linkages between social protection and employment programs through specific integrated approaches.

All relevant development partners and line ministries are involved in the design, pilot-testing or further development of the flagship programs of the NSPS (access to health care, scholarships, PWP, CCTs, and others). In support of the pilot phase, and in line with recommendations of previous assessments that emphasize the importance of improving the administrative capacities of the institutions that deliver social protection benefits, the ILO and CARD have proposed the establishment of an integrated Social Service Delivery Mechanism (SSDM) which is a one stop shop for social protection and employment services. It aims at facilitating enrolment processes, increasing efficiencies by sharing administrative processes, establishing and updating a common database system at the delivery level and feeding the monitoring and evaluation system of the NSPS at the national level, empowering communities on access to social services, and providing a combined package of employment and social protection services to increase opportunities of people.

It will include:

- (1) At the decentralized level, local teams of social workers or case managers that would facilitate access to social protection programmes for all poor and vulnerable families, by supporting them in the registration processes, filling the forms, sending the forms to the relevant programs and schemes, etc.;
- (2) At the national level, a management team and coordination board that would monitor the extension of coverage, assess the impact of existing interventions, and update policies;
- (3) An integrated IT system to collect information at the decentralized level (on beneficiaries and utilization of social protection services) and to monitor this information at the provincial and central levels.

On 14 March 2012, CARD sent to the ILO an official request for support on the design and implementation of the Social Service Delivery Mechanism (SSDM). The design of the SSDM was conducted in 2012, and its implementation is now starting in two districts of the Siem Reap province.

TECHNICAL WORKSHOP

Against this backdrop, ILO and the Royal Government of Cambodia are organising a technical workshop in Cambodia with all partners involved in the implementation of the Cambodian National Social Protection Strategy. This workshop will benefit from the inputs of a reference group of experts involved in the drafting of the SPF Good Practices guide on *“Integrating Social Policies and Delivery of Social Protection Floors”*.

The technical workshop will take stock of the experiences of various participating countries in the development of coherent national social protection strategies. More specifically, the workshop will focus on improving coordination among policies and schemes at the cross-ministerial, national and regional levels, on developing integrated packages of services and transfers, on linking employment and social protection, and on implementing integrated delivery mechanisms for these services, following a Single Window Service approach.

Objectives

The objectives of the workshop are as follows:

1. To better understand ILO’s strategy for the extension of social security, including linkages with employment promotion;

2. To provide inputs for the effective implementation of the National Social Protection Strategy in Cambodia and to the Social Service Delivery Mechanism (SSDM);
3. To learn from the experiences of ASEAN and other countries, and foster South-South exchange and interagency coordination for the effective implementation of social protection floors and comprehensive social security systems;
4. To explore ways to coordinate social security and employment support policies and related delivery mechanisms at central and local levels.

Content, outputs, learning methods

The technical workshop will cover the following topics:

- Developing coherent national social protection strategies, improving coordination among policies and schemes at different levels (cross ministerial, national/regional);
- Supporting families to graduate out of poverty through integrated packages of services and transfers;
- Linking social protection and employment through:
 - Combined benefit packages targeting specific groups; such as the unemployed through unemployment insurance and social assistance programmes, the underemployed through public works programmes, people with a loss of working capacity through comprehensive RTW programmes, the youth through youth guarantees and civil service;
 - Sectorial approach; such as the development of a long term care system in Thailand;
- Enhancing synergies and coordination at the delivery level, increasing outreach and efficiency through the Single Window Service approach, building integrated and coherent management and information systems.

The outputs of the workshop are described herewith:

1. Concrete inputs for the further development of the Social Service Delivery Mechanism and the design and implementation of integrated packages of social protection and measures to increase employability in Cambodia;
2. Contributions to an ILO SPF Good Practices Guide on *“Integrating Social Policies and the Delivery of Social Protection Floors”* based on the experiences of various countries from ASEAN, the Asia-Pacific and other regions;
3. An online workspace to share information related to the workshop on ILO’s knowledge sharing platform Global Extension of Social Security (GESS).

The technical workshop will combine learning and knowledge sharing through interactive methods, such as paper presentations, thematic groups and discussions.

Participants and resource persons

The workshop will invite technical partners involved in the implementation of the National Social Protection Strategy of Cambodia.

A reference group of experts from ASEAN and other countries in Asia and the Pacific (e.g., Australia, China, India, Indonesia, Republic of Korea, Lao PDR, Malaysia, Mongolia, Pakistan, Thailand, Viet Nam), as well as Latin America (e.g., Argentina, Brazil, Chile, Colombia), Africa (e.g., South Africa) and Europe (e.g., France) will be invited to share their experiences.

Place and time

This 2.5 day workshop will be held in Siem Reap, Cambodia from Wednesday 29 to Friday 31 May 2013.

Donors

This workshop is a joint activity of the ASEAN-ILO/Japan project “Unemployment Insurance and Employment Services in ASEAN”⁵, the South-South Exchange initiative of the ILO, ILO Regional Office Asia and Pacific, and the French GIP-SPSI.



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⁵ In the ILO/Japan Project Document, it refers to activity 3.2.2.