



International
Labour
Organization

BUILDING SOCIAL PROTECTION FLOORS FOR ALL

GLOBAL FLAGSHIP PROGRAMME STRATEGY
(2016-20)

LAST UPDATE OCTOBER 2016



BUILDING SOCIAL PROTECTION FLOORS FOR ALL GLOBAL FLAGSHIP PROGRAMME STRATEGY (2016–20)

Today, 73 per cent of the world's population does not have access to adequate social protection. This massive social protection gap is not acceptable from a human rights perspective. It is also a missed opportunity from social and economic points of view.

On 27 September 2015, United Nations (UN) member States adopted 17 Sustainable Development Goals (SDGs). This new development agenda calls for efforts to combat different categories of poverty and equalize income distributions so that, as countries continue to develop, the benefits of growth can be enjoyed by all. By establishing universal social protection systems, including social protection floors (SPFs), countries can ensure that no one is left behind and that prosperity is shared.

The ILO's Global Flagship Programme on Building Social Protection Floors for All supports the implementation of SPFs, guided by ILO standards, and contributes to the achievement of several SDGs. While the Global Flagship Programme brochure explains the ILO's vision for social protection, this document presents the ILO's strategy and activities for 2016–20 and offers concrete opportunities for donors and partners. It focuses on a limited number of countries and thematic areas where the ILO, together with its partners, will manage to strengthen social protection institutions and achieve positive impacts for the people.



“ TOO MANY PEOPLE LIVE IN ACUTE POVERTY.
WITH SOCIAL PROTECTION FLOORS WE CAN
CHANGE MILLIONS OF LIVES!

Guy Ryder

Director-General

International Labour Organization

1. A GLOBAL CHALLENGE: SOCIAL PROTECTION FLOORS FOR ALL

Social protection floors in high demand

The ILO's Global Flagship Programme on Building Social Protection Floors for All seeks to realize the universal rights to social security and an adequate standard of living (Universal Declaration of Human Rights, Articles 22 and 25). Anchored in ILO standards, the Programme proposes concrete measures and activities that can make these rights a reality for everyone everywhere and have immediate impact on millions of lives. Social protection floors are essential health care for all residents; social protection for all children; support to all people of working age in case of unemployment, maternity, disability, and work injury; and pensions for all older persons.

Social protection floors contribute to: reductions in poverty, vulnerability, and inequalities; increased demand for goods and services (and therefore buttress local and national economies); achievement of gender equality; and development of human capital and productivity, which lead to better economic performance. Investments in SPFs are demonstrated to generate high returns in an economy. The ILO's Global Flagship Programme on Building Social Protection Floors for All thereby contributes to more inclusive and prosperous societies.



The international community is rethinking its approach to development and has drafted a new set of objectives: the Sustainable Development Goals. Building social protection systems for all, including social protection floors, is part of the objectives that the international community has committed to achieve, in particular Goal No. 1 on ending poverty, Goal No. 3 on ensuring healthy lives, Goal No. 5 on achieving gender equality, Goal No. 8 on promoting sustainable economic growth and decent work for all, and Goal No. 10 on reducing inequalities. More specifically, the present document presents the ILO's five-year strategy to support the achievement of SDG targets 1.3, 3.8, 5.4, 8.5, and 10.4.



Start-up investments in social protection are needed

Following the adoption of the Social Protection Floors Recommendation, 2012 (No. 202), many ILO member States have already requested support to implement SPF, with the number of requests continuing to increase. With the recent adoption of the SDGs, social protection is even higher on the development agenda. This requires extra budgetary effort, as demand cannot be met in a timely and high-quality manner with the ILO's regular budget only.

The recurrent costs of SPFs (benefit expenditures and administrative costs) are affordable in the majority of developing countries and can be financed by national resources in a sustainable manner. The initial implementation of SPFs, however, requires start-up investments and the development of capacities to plan, design, implement, and operate appropriate schemes and systems. Lacking such capacities, many ILO member States instead opt for more ad-hoc, small-scale, and, ultimately, unsustainable programmes.

The Global Flagship Programme on Building Social Protection Floors for All is essential to help the ILO fulfil the goals set out in the 2030 Agenda for Sustainable Development and will also support the implementation of the ILO's Recommendation No. 202.





2. THE IMPLEMENTATION STRATEGY

Within the wider United Nations (UN) system and among leading development partners, the ILO's expertise and authority in the area of social protection have been consistently recognized. The vast body of standards developed under its auspices has been consistently recognized as a key reference for the development of national social security systems. With Recommendation No. 202 as a unifying framework for joint action, the ILO is leading efforts to mobilize cooperation within the international system to build social protection floors and influencing the global policy debate using ILO principles and standards. The ILO has also furthered the development of policy tools and methodologies to support SPF implementation and contributed to the development of social protection schemes in 136 countries. It is clear, however, that increased efforts are needed to make social protection floors a reality for all.

The ILO's strategy will be geared towards more coherent and integrated sets of interventions. It will allow the ILO to go well beyond small and piecemeal interventions to pursue ambitious projects with sufficient scale to bring about demonstrable change for millions of people who currently lack adequate social protection. To that end, and to fulfil the goals set out in the 2030 Agenda for Sustainable Development, it builds strategic partnerships with the UN and the private sector.

The strategy is composed of two mutually reinforcing pillars:

- 1 supporting the implementation of tailor-made and functional social protection floors in countries; and
- 2 providing cross-country policy advice and developing methodologies and tools.

The key documents of the Global Flagship Programme are available at:

<http://flagship.social-protection.org>

3. A FIVE-YEAR IMPLEMENTATION PLAN (2016-20)

① Supporting the implementation of tailor-made and functional social protection floors in countries

The strategy uses a coherent and adaptable approach in target countries to support the three steps to develop national social protection floors.

› Step 1 - Adopting national social protection strategies ›

Through a participatory assessment-based national dialogue exercise involving relevant ministries, social partners, civil society organizations, UN agencies, and other development partners, a consensus is forged on priorities for the implementation or extension of a nationally-defined SPF.

› Step 2 - Designing and reforming schemes ›

Technical advisory services and capacity building are provided alongside the organization and facilitation of social dialogue to design or reform individual social protection schemes in line with ILO standards, including policy options, costing and financing, institutional set-up, and legal studies. Macroeconomic and fiscal assessments of social protection reforms are incorporated into national budgets. In addition, linkages are developed with other policies and support is provided for the ratification and application of ILO Conventions and Recommendations, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102).

› Step 3 - Improving operations ›

Administrative capacities and representation of persons concerned are increased at the national and local levels through hands-on training and the implementation of SPF delivery mechanisms, including one-stop shops for beneficiary registration and benefits distribution and the development of information technology (IT) systems. Operational linkages are developed with other services that facilitate access to employment and social inclusion, including for people living with HIV/AIDS. The schemes' financial governance is improved through actuarial valuations.

› Cross-cutting ›

Impact assessment protocols are used to demonstrate the impact of the Programme in target countries in terms of the extension of coverage, adequacy of benefits, and access to social transfers.

The following countries have the potential to implement SPF in the next five years and are good candidates for the first phase of the Programme (2016–20). This list is likely to evolve according to donors' interests.

	Step 1 Adopting national social protection strategies	Step 2 Designing or reforming schemes	Step 3 Improving operations
Asia (8 countries)			
CAMBODIA	✓	✓	✓
INDIA	✓	✓	✓
INDONESIA			✓
LAO PDR	✓	✓	✓
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 country)			
OCCUPIED PALESTINIAN TERRITORY		✓	✓
Latin America (3 countries)			
EL SALVADOR	✓	✓	✓
HONDURAS	✓	✓	✓
PARAGUAY	✓	✓	✓

18 months

24 months

36 months



These countries all meet the following success factors:

- ▶ **Vision:** The governments, workers' organizations, and employers' organizations understand the importance of extending coverage to those who are uncovered and/or are working simultaneously on the two dimensions of social protection extension: covering those who are not yet covered and developing higher levels of protection, in accordance with ILO standards.
- ▶ **Strong political will:** The governments show commitment to implementing social protection floors or comprehensive social protection systems. Commitment is demonstrated through: the existence of a national social protection strategy or the articulation of social protection as a priority in their national SDG implementation plans; national projects to implement SPF components; sufficient additional budgetary commitments to support the extension of social protection; and dedicated central/local government staff assigned to implement the SPF.
- ▶ **Potential:** These countries have the potential to achieve substantial extension of coverage within the next five years (duration of the first phase of the Global Flagship Programme) and later serve as role models for other countries.
- ▶ **Priority for the UN:** The ILO and other UN agencies are committed to support the extension of social protection in these countries, as demonstrated by existing UN partnership framework and ILO Decent Work Country Programme priorities.
- ▶ **Partnerships:** The ILO, together with other UN agencies, work as One on social protection. Additional partnerships are developed with the donor community, the private sector, workers' organizations, civil society organizations, and academia. These relationships allow the ILO to multiply its investment in a country through synergies and complementary resources.

② Providing cross-country policy advice and developing methodologies and tools

The ILO Global Flagship Programme provides specialized policy and technical assistance to support the development of social protection floors. Based on experiences in several countries the ILO promotes its vision and develops and shares knowledge. How-to guides, methodologies and tools contribute to progressively and successfully supporting more countries and facilitating the scale-up of the programme. Country projects benefit from the experiences of other countries through a cross-fertilization process.

- ▶ **Promotion:** Communication activities are used to educate policy-makers, employers' and workers' organizations, civil society organizations, donors, the private sector, and the general public on the benefits of SPFs. The ILO influences the debate and promotes its ideas and approach. Informing decision-makers about social protection is often the prerequisite to national dialogues.
- ▶ **Knowledge development:** In collaboration with universities and research centres, the ILO invests in independent research, compiles innovative country experiences, develops "how-to" guides, and builds expertise and knowledge. Online costing and impact assessment tools support decision-making processes and national dialogues.
- ▶ **Knowledge sharing:** The ILO shares data, knowledge, and country experiences through the *World Social Protection Report*, thematic policy papers with trends and best practices, country briefs, videos, the web platform www.social-protection.org, the World Social Protection Database, and global training programmes. Specific courses at ILO's training centre in Turin and at the country level help to develop the capacities of workers', employers', and government representatives.
- ▶ **Multiplier effect:** A global coalition for social protection floors is

developed with participation from the UN system, development partners, major non-governmental organizations, workers' confederations, regional bodies (Association of Southeast Asian Nations, African Union, among others), universities, and the private sector. South-South exchanges support the implementation of SPFs.

- **National approaches address vulnerabilities:** Policy advice is provided and hands-on tools are developed to support vulnerable groups, promote decent work, and mitigate the impact of climate change and natural and humanitarian crises.



CHILDREN



OLDER PERSONS

CLIMATE CHANGE
AND DISASTERSPERSONS WITH
DISABILITIESDOMESTIC
WORKERS

REFUGEE CRISIS

HEALTH FOR THE
POOR AND WOMENSELF-EMPLOYED
AND RURAL
WORKERSMATERNITY AND
PATERNITYUNEMPLOYED
PERSONS

MIGRANT WORKERS

VICTIMS OF
WORKPLACE
ACCIDENTS

- › **Knowledge is developed and shared:** Methodologies and tools support the three steps to develop national social protection floors. Databases monitor social protection trends and progressive achievements of SDG targets on social protection. Models and specific impact evaluations support national policy choices.



ASSESSMENT-BASED NATIONAL DIALOGUE



ANCHORING SOCIAL PROTECTION RIGHTS IN LAW



COORDINATED DELIVERY MECHANISMS



COMMUNICATION AND CULTURE



MODELS AND IMPACT ASSESSMENTS



WORLD SOCIAL PROTECTION DATABASE AND REPORT

These thematic areas are developed in close collaboration with target countries and other countries upon request. For example, the specific approaches developed for domestic workers will be applied to support the development of schemes in Cabo Verde, Costa Rica, and Thailand. Similarly, the methodologies developed to extend coverage to self-employed workers will be used to support policy reforms and the implementation of specific schemes in Morocco and Senegal. They also feed the global debate on social protection.

These two strategic pillars (in-country support and cross-country policy advice) are implemented through partnerships with other UN agencies, the private sector, and workers' organizations.

- ▶ **Deliver as One UN:** The Programme is designed to increase and document cooperation among UN agencies during the three steps of social protection floor implementation. Delivering as One on SPFs makes the most of each agency's core competencies and maximizes efficiencies both within and across different regions.
- ▶ **Involve the private sector:** The Programme ensures that the private sector will play a role in the promotion of social protection floors through the Global Business Network for SPFs. Launched in October 2015, it aims to provide a platform for the private sector to exchange information on current business practices on social protection and support the development of national social protection programmes.
- ▶ **The Social Protection, Freedom and Justice for Workers Initiative:** The Social Protection, Freedom and Justice for Workers Initiative aims to build the capacities of workers' organizations to advocate for SPFs, contribute to the design and implementation of SPFs, educate their members and a wider audience, and monitor that governments are accountable for the enforcement of SPFs.



THE UN SPF
INITIATIVE

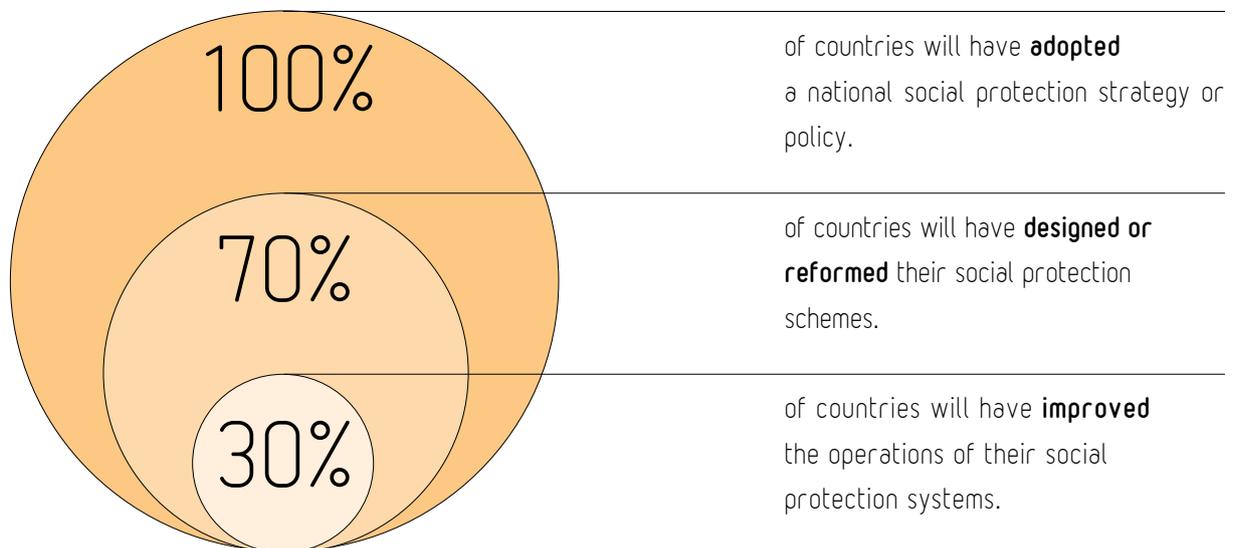


GLOBAL BUSINESS
NETWORK

4. EXPECTED RESULTS AND MEASUREMENT TOOL

Expected results

The Global Flagship Programme will contribute to institutional changes in all target countries supported by the Programme. In 2020:



The Global Flagship Programme will contribute to improve the social protection situation for millions of people. In 2020:

HIGHER COVERAGE

30 million

previously excluded people will be covered.

MORE ADEQUACY

50 million

previously partially covered people will enjoy higher levels of protection.

BETTER ACCESS

130 million

people will have better access to social protection.

The Global Flagship Programme on Building Social Protection Floors for All will therefore make significant contributions to the achievement of several SDG targets, notably those related to ending poverty and reducing inequalities.

Impact measurement tool

A dedicated tool is developed to follow-up on the progress of the Global Flagship Programme's implementation, and to measure its results and impacts on people.

This tool tracks the development of social protection floors supported by the ILO, institutional changes that have been achieved as a result of the ILO's projects, and ultimately the impact on people.

Three types of impacts can be tracked:

- **extension of coverage** (number of people previously excluded that are now covered);
- **adequacy of coverage** (number of people that enjoy higher levels of protection); and
- **access to social protection** (number of people that more easily have access to social services and transfers).

This web-based tool is used by ILO social protection experts based at the ILO headquarters and in countries. Information is updated on a regular basis. At any time, a "snapshot" of all projects can be generated, as well as linkages between the ILO's projects and their impacts. The results are published on a regular basis and shared with countries, donors, and partners.



5. GOVERNANCE AND MANAGEMENT FRAMEWORK

Governance of the Global Flagship Programme

The **Management Group of the Global Flagship Programme** is located in the Social Protection Department (SOCPRO) and is responsible for the implementation of the Programme and the achievement of its objectives. It receives guidance from two high-level committees:

- ▶ **A global tripartite advisory committee** provides recommendations on the strategy and implementation of the Programme. It is chaired by the Director of the Social Protection Department assisted by the Head of the Programme. It is composed of representatives from employers' and workers' organizations, partner governments where the Flagship Programme is being implemented in, and partner governments that are resource and/or development partners to the Flagship Programme.
- ▶ **A donors and partners group** is used as a consultative forum to discuss the Global Programme's orientation. The group also reviews the Programme's achievements and supports resource mobilization. It is co-chaired by the Head of the Programme and the ILO's Partnerships and Field Support Department (PARDEV). It is composed of representatives of donor countries, private donors, foundations, associations responsible for crowdfunding, members of the Global Business Network for SPFs, representatives of the Social Protection, Freedom and Justice for Workers Initiative, and government representatives that contribute financially to the Global Programme.

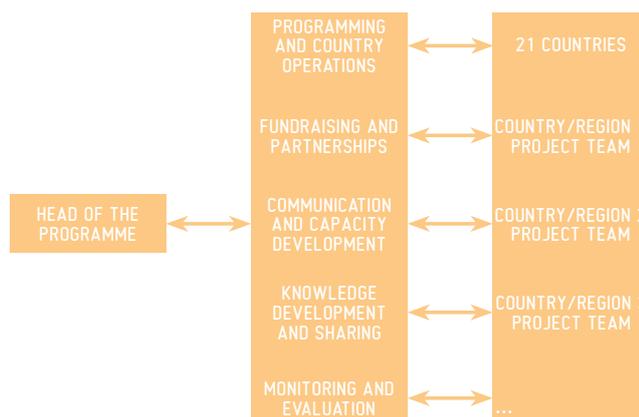


Tripartite governance of country projects

All country-level activities of the Flagship Programme fall under existing tripartite committees at the national level, set up in coordination with the Decent Work Country Programme (DWCP). Where no existing tripartite advisory committees already exist for ILO activities, a national tripartite advisory committee is established for the Flagship Programme. These committees will meet at least once per year and will be composed of donors and partners, as well as representatives from government, workers' and employers' organizations, civil society organizations, relevant UN agencies, and other development partners. These committees will review country project achievements and decide on implementation plans.

Management of operations

A global team dedicated to implementing the Global Flagship Programme's activities in countries is assisted by a small team of experts managed by the Head of the Programme and partially financed by the ILO's regular budget. The main functions of this small team are to support programming and country operations, partnerships with donors, internal and external communication, knowledge development and sharing, and monitoring and evaluation. The Global Flagship Programme is designed to maximize exchanges among its staff members. At least 80 per cent of the Global Flagship Programme's resources will go to the countries.



6. DONORS AT THE HEART OF THE FLAGSHIP PROGRAMME

The Global Flagship Programme on Building Social Protection Floors for All is a priority for the ILO. The ILO utilizes its technical expertise and its own resources to fund the Programme under the framework of the ILO's Programme and Budget Outcome 3.

However, additional Technical Cooperation (TC) funds are needed. The resource gap is estimated to be US\$50 million over the next five years.

To fill this gap, the ILO is exploring several options:

- ▶ partnerships with donor countries;
- ▶ the private sector through the Global Business Network for social protection floors and foundations;
- ▶ national resources of target countries;
- ▶ joint projects with other UN agencies, workers' organizations, NGOs, development banks, and other actors; and
- ▶ crowdfunding to engage the general public.



Donors are represented through a donors group at the global level and are invited to participate in national tripartite advisory committees.

Yearly activities and financial reports of the Global Flagship Programme are produced and submitted to donors. In addition, information on project implementation is updated on a regular basis on the web-based Social Protection Platform. Field visits are also organized for donors. The Programme will provide a platform to develop long-term relationships between the ILO and its donors that support the idea of a social protection floor for all.

At a glance:

DONORS SUPPORT AND AGREE WITH	DONORS ARE AT THE HEART OF THE PROGRAMME THROUGH
<ul style="list-style-type: none"> ▸ One vision: social protection for all ▸ One strategy: activities focus on selected countries and thematic areas to achieve greater impact ▸ One implementation plan for the next five years (2016-20) ▸ One overall programme document which details country and thematic activities ▸ One evaluation framework to measure results 	<ul style="list-style-type: none"> ▸ Direct contact with the ILO's Global Flagship Programme management group ▸ ILO's Global Flagship Programme donors and partners group ▸ Yearly activities and financial reports ▸ News from the field sent when significant results are achieved (reports and videos) ▸ Field visits

CONTACT

For more information, you can contact the Social Protection Department of the International Labour Organization

Route des Morillons 4
1211 Geneva 22, Switzerland
+41 (0)22 799 75 65

Isabel Ortiz,

Director of the Social Protection Department,

ortizi@ilo.org

Valérie Schmitt,

Chief of the Social Policy, Governance and Standards Branch,
Head of the Global Flagship Programme,

schmittv@ilo.org

Anne Drouin,

Chief of the Public Finance, Actuarial and Statistics Branch,

drouin@ilo.org

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BY BECOMING AN ILO PARTNER
TO SUPPORT COUNTRIES IN REALIZING
THE HUMAN RIGHT TO SOCIAL SECURITY,
**YOU WILL CHANGE THE LIVES
OF MILLIONS OF PEOPLE,**
ALLOWING THEM TO LIVE A LIFE IN DIGNITY.