



International
Labour
Organization

► Building social protection floors for all

ILO Global Flagship
Programme

Report of the second
phase (2021–25)



► **Building social protection floors for all**

ILO Global Flagship Programme

**Report of the second phase
(2021-25)**

© International Labour Organization 2026.
First published 2026.



Attribution 4.0 International (CC BY 4.0)

This work is licensed under the Creative Commons Attribution 4.0 International. See: creativecommons.org/licenses/by/4.0/<https://creativecommons.org/licenses/by-sa/4.0/>. The user is allowed to reuse, share (copy and redistribute), adapt (remix, transform and build upon the original work) as detailed in the licence. The user must clearly credit the ILO as the source of the material and indicate if changes were made to the original content. Use of the emblem, name and logo of the ILO is not permitted in connection with translations, adaptations or other derivative works.

Attribution – The user must indicate if changes were made and must cite the work as follows: ILO, *ILO Global Flagship Programme on Building Social Protection Floors for All: Report of the second phase (2021–25)*, Geneva: International Labour Office, 2026. © ILO.

Translations – In case of a translation of this work, the following disclaimer must be added along with the attribution: *This is a translation of a copyrighted work of the International Labour Organization (ILO). This translation has not been prepared, reviewed or endorsed by the ILO and should not be considered an official ILO translation. The ILO disclaims all responsibility for its content and accuracy. Responsibility rests solely with the author(s) of the translation.*

Adaptations – In case of an adaptation of this work, the following disclaimer must be added along with the attribution: *This is an adaptation of a copyrighted work of the International Labour Organization (ILO). This adaptation has not been prepared, reviewed or endorsed by the ILO and should not be considered an official ILO adaptation. The ILO disclaims all responsibility for its content and accuracy. Responsibility rests solely with the author(s) of the adaptation.*

Third-party materials – This Creative Commons licence does not apply to non-ILO copyright materials included in this publication. If the material is attributed to a third party, the user of such material is solely responsible for clearing the rights with the rights holder and for any claims of infringement.

Any dispute arising under this licence that cannot be settled amicably shall be referred to arbitration in accordance with the Arbitration Rules of the United Nations Commission on International Trade Law (UNCITRAL). The parties shall be bound by any arbitration award rendered as a result of such arbitration as the final adjudication of such a dispute.

For details on rights and licensing, contact: rights@ilo.org. For details on ILO publications and digital products, visit: www.ilo.org/publns.

ISBN: 9789220432075 (print); 9789220432082 (web PDF)

DOI: <https://doi.org/10.54394/00033173>

The designations employed in ILO publications and databases, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the ILO concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers or boundaries. See: www.ilo.org/disclaimer.

The opinions and views expressed in this publication are those of the author(s) and do not necessarily reflect the opinions, views or policies of the ILO.

Reference to names of firms and commercial products and processes does not imply their endorsement by the ILO, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Photo credits

Front and back cover: © Marcel Crozet / ILO

Printed in Switzerland

► Foreword

The period 2021–25 has been one of profound stress and transformation for social protection systems worldwide. Emerging from the COVID-19 crisis into an era marked by economic uncertainty, climate shocks, conflict and demographic change, countries have faced an urgent test: whether social protection could move from aspiration to effective, nationally owned institution, able to extend coverage to all those currently excluded. This retrospective report documents how the ILO Global Flagship Programme on Building Social Protection Floors for All has supported that transition, supporting countries' recovery and the strengthening of resilient, inclusive systems that advance universal, rights-based social protection.

Across these five years, the Flagship Programme has contributed to measurable advances in policy design, financing strategies, institutional capacity and coverage extension. It has supported countries in guiding reform processes in line with international labour standards and strengthened social dialogue, and generated evidence to inform those discussions as well as global policy debates. Notably, the Flagship Programme has surpassed its initial ambitions in terms of policy change and impact, contributing to reforms that have **improved social protection coverage for more than 84 million people**, well beyond the original target of 60 million, and has effectively **met its original resource mobilization ambition of 160 million US dollars**. At its core, the Flagship Programme was conceived to support the building of social protection systems and, over the past five years, has succeeded in developing those systems to reach populations too long excluded from social protection, including workers in the informal economy, migrants and refugees, persons with disabilities, and people facing climate-related and other crises, with the aspiration of leaving no one behind. In doing so, it has ensured that inclusion is embedded from the outset, rather than addressed as an afterthought.

The Flagship Programme has also supported countries in strengthening the sustainability and adequacy of their social protection systems across the life cycle. By supporting policy approaches that leverage both contributory and non-contributory schemes to address key life-cycle risks—including access to essential health care, maternity protection, income security in cases of unemployment, disability and old age—it has worked to ensure that expanded coverage is matched by adequate benefit levels and predictable delivery, strengthening the long-term viability and coherence of national systems.

These results were achieved through sustained collaboration. The Flagship Programme has served as a platform for coordinated action among governments, social partners, development partners, civil society, international financial institutions and UN agencies, aligning technical assistance, financing and advocacy around a shared objective. As this report shows, progress has not been linear nor sufficient to meet the scale of global demand. Yet the experience of 2021–25 demonstrates that, times of crisis can serve as a catalyst to reform, strengthening national commitments to comprehensive, resilient and sustainable social protection systems, which has proved both feasible and transformative. The lessons captured here provide a strong foundation for the next phase of collective efforts to realize social justice and decent work through universal social protection and support countries in making further progress towards achieving the social protection Sustainable Development Goals.



Shahra Razavi

Director
Universal Social Protection Department
International Labour Office



Valérie Schmitt

Deputy Director
Universal Social Protection Department
Head of the ILO Global Flagship Programme
on Building Social Protection Floors for All
International Labour Office

► Contents

Foreword	III
Acronyms	VI
1. Introduction	1
2. Global impacts and results	3
2.1. Impacts on people (2021–25)	3
2.2. Institutional results (2021–25)	5
2.3. Country highlights (2021–25)	10
2.3.1. Angola	10
2.3.2. Jordan	11
2.3.3. Lao People’s Democratic Republic	12
2.3.4. Paraguay	14
2.3.5. Senegal	15
2.3.6. Uzbekistan	16
2.3.7. Viet Nam	18
2.3.8. Zambia	19
2.4. 2025 results	21
2.4.1. Step 1: Adopting national policies and strategies	21
2.4.2. Step 2: Designing and reforming social protection schemes	22
2.4.2. Step 3: Improving administration and operations	23
3. Priority thematic areas	27
3.1. Social health protection	27
3.2. Digital transformation of social protection systems	34
3.3. Financing of social protection	38
3.4. Financial governance and sustainability – Actuarial reviews	46
3.5. Building rights-based social protection systems: Ratification and application of international labour standards	50
3.6. Migrants and forcibly displaced persons	56
3.7. Climate change	63
3.8. Extending social security to workers in all types of employment, including those in the informal economy	67
3.9. Unemployment protection	72

4. Strategic partnerships	77
4.1. UN Global Accelerator on Jobs and Social Protection for Just Transitions...	77
4.2. Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030).....	79
4.3. Social Protection Inter-Agency Cooperation Board (SPIAC-B).....	80
4.4. IMF-ILO partnership	81
4.5. Providing for Health Network	82
4.6. Partnerships with workers' organizations.....	83
4.7. Partnerships with employers' organizations	84
5. Managing for results	87
5.1. Management arrangements and setup	87
5.2. Results and impact	87
5.3. Visibility and communication	87
5.4. Resource mobilization.....	88
6. Looking ahead	93

► Acronyms¹

ADB	Asian Development Bank
AFD	French Development Agency
AIDS	acquired immunodeficiency syndrome
ALMPs	active labour market policies
ASEAN	Association of Southeast Asian Nations
ASP	Actuarial Services Platform
BMZ	Federal Ministry for Economic Cooperation and Development
CIPRES	Inter-African Conference on Social Security
CISS	Inter-American Conference on Social Security
CODI	Core Diagnostic Instrument
COP30	30th UN Climate Change Conference
COVID-19	coronavirus disease
DCI	Digital Convergence Initiative
EAC	East African Community
ECCAS	Economic Community of Central African States
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community of West African States
EIB	European Investment Bank
EIS	employment injury scheme
EU	European Union
FAO	United Nations Food and Agriculture Organization
FFD4	Fourth International Conference on Financing for Development
FICS	Finance in Common Summit
FSA	Fiscal Space Analysis
G20	Group of Twenty
GCC	Gulf Cooperation Council
GDP	gross domestic product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HDPN	humanitarian–development–peace nexus
HIV	human immunodeficiency virus
ICT	information and communication technology
IFIs	international financial institutions
ILC	International Labour Conference
ILO	International Labour Organization
IMF	International Monetary Fund
ISPA	Inter-Agency Social Protection Assessment
ISSA	International Social Security Association
ITCILO	International Training Centre of the ILO
ITUC	International Trade Union Confederation
M&E	monitoring and evaluation

¹ Acronyms specific to national institutions and projects are defined in their respective entries under sections 2 (Global impacts and results) and 4 (Strategic partnerships).

MIS	management information system
MOOC	massive open online course
MSMEs	micro, small and medium enterprises
MUL	Multi-donor Programme of the Flagship Programme
NDCs	Nationally Determined Contributions
NSFE	workers in non-standard forms of employment
OECD	Organisation for Economic Co-operation and Development
P4H	Providing for Health Initiative
PDB	public development bank
PFM	public finance management
PPPR	Pandemic Prevention, Preparedness and Response
QPSS	Quantitative Platform on Social Security
RAP	Rapid Assessment Protocol
RBSA	Regular Budget Supplementary Account
SA-CT	Social Assistance and Cash Transfers
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SHP	social health protection
SPER	Social Protection Expenditure Review
SPF-I	Social Protection Floor Initiative
SPIAC-B	Social Protection Inter-Agency Cooperation Board
SPPOT	Social Protection Policy Options Tool
SSC	South-South Cooperation
SSI	Social Security Inquiry
SWI	Single Window Initiative
TB	tuberculosis
TEG	technical exchange group
TSF	Technical Support Facility
UHC	universal health coverage
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNFCCC	Secretariat of the UN Framework Convention on Climate Change
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNPDF	United Nations Peace and Development Trust Fund
UNPRPD	UN Partnership on the Rights of Persons with Disabilities
UNRC	United Nations Resident Coordinator
UNRISD	United Nations Research Institute for Social Development
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNSG	United Nations Secretary-General
USP2030	Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals
WAEMU	West African Economic and Monetary Union
WFP	World Food Programme
WHO	World Health Organization
WSPD	World Social Protection Dashboards
WSPDB	World Social Protection Database
WSPR	World Social Protection Report



► 1. Introduction

Since its creation in 2016, the ILO's Global Flagship Programme on Building Social Protection Floors for All (Flagship Programme) has supported Member States in strengthening and transforming their social protection systems. As Phase II (2021–25) comes to a close, the Flagship Programme stands at a pivotal moment, consolidating institutional reforms achieved across countries while reinforcing its ambition to deliver lasting impact for millions of people.

Rooted in social dialogue and guided by international labour standards, the Flagship Programme supports countries in building sustainable, universal and comprehensive social protection systems. These systems address risks across the life cycle, enable people to navigate transitions and socio-economic shocks, and contribute to reducing poverty, vulnerability, inequality

and social exclusion in coordination with broader national development policies.

By strengthening national ownership and fostering strategic partnerships, the Flagship Programme advances the progressive realization of universal social protection. Its ultimate objective remains unchanged: to guarantee the human rights to social security and to an adequate standard of living for all.

The strategy of the Flagship Programme is firmly anchored in international labour standards, in particular the ILO Social Protection Floors Recommendation, 2012 (No. 202), and the ILO Social Security (Minimum Standards) Convention, 1952 (No. 102). Implementation is structured around three mutually reinforcing pillars designed to drive institutional change and translate reform into tangible improvements in people's lives.

A three-pillar approach

Pillar 1: In-country support

At country level, the Flagship Programme supports target countries and territories through a sequenced three-step approach aimed at achieving sustainable institutional reform:

- **Step 1:** Adoption of national social protection strategies
- **Step 2:** Design and reform of schemes anchored in law
- **Step 3:** Strengthening operational systems and delivery mechanisms

Each step builds a durable foundation for the next. The first two steps establish policy coherence and legal guarantees, while the third ensures effective implementation, improved administration and expanded coverage. In 2025, particular emphasis is placed on consolidating reforms, ensuring their sustainability and translating institutional progress into effective protection for people.

Pillar 2: Thematic support

Complementing country engagement, the Flagship Programme provides specialized expertise across 16 thematic areas to support Member States in building systems that are comprehensive, adequate, universal and resilient.

A first group of thematic areas focuses on extending protection to specific risks and population groups, including: universal social health protection; unemployment protection; old-age pensions; extending social security to workers in the informal economy,

migrants, refugees and host communities; disability-inclusive social protection systems; promoting a just transition to environmentally sustainable economies and societies; and leveraging social protection to advance gender equality.

A second group concentrates on strengthening the robustness and sustainability of national systems, including: social dialogue; national systems for statistics and monitoring; financing strategies; rights-based approaches; actuarial valuations; digital transformation; adaptive social protection; and fostering a culture of social protection.

Through this integrated thematic support, the Flagship Programme reinforces systemic coherence while addressing persistent coverage and adequacy gaps.

Pillar 3: Strategic partnerships for success

Partnerships remain central to the Flagship Programme's effectiveness and scale. To amplify impact, the ILO works closely with development partners, United Nations agencies, international financial institutions, employers' and workers' organizations, civil society and academia.

Through global initiatives such as Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030), the UN Social Protection Floors Initiative (SPF-I) and the UN Global Accelerator on Jobs and Social Protection for Just Transitions, the ILO contributes to coordinated international action, harmonized messaging and joint country support. These partnerships also facilitate the dissemination of lessons learned and position social protection as a key pillar of inclusive and sustainable development.

Ambition and expected impact

The ambition of the Flagship Programme is not only to expand coverage, but to secure lasting institutional transformation.

During Phase I (2016–20), 21 countries extended social protection coverage to more than 20 million people. Building on this foundation, Phase II (2021–25) set out to achieve institutional changes in all 50 priority countries while expanding legal and effective coverage — and improving the comprehensiveness and adequacy of benefits — for an additional 60 million people.

As 2025 marks the culmination of Phase II, the focus is on consolidating reforms, sustaining political commitment, and ensuring that strengthened systems deliver measurable and enduring improvements in people's lives. By linking institutional change to expanded and more effective protection, the Flagship Programme continues to advance universal social protection as a cornerstone of social justice.



► 2. Global impacts and results

2.1. Impacts on people (2021–25)

Measuring how programme support translates into real improvements in people's lives is a central feature of the Flagship Programme's results framework and a key value added to its annual reporting. Beyond tracking activities and outputs, the Flagship Programme places strong emphasis on assessing the extent to which its interventions contribute to meaningful changes in system's building and people's access to social protection as well as the adequacy and comprehensiveness of that protection. By systematically measuring and consolidating results in terms of institutional changes and impacts on people, the Flagship Programme strengthens accountability and learning. The third phase of the Flagship Programme (2026–30) will be shaped on the basis of lessons learned of the second phase and redoubling efforts to support social protection systems building in the lead up to the conclusion of the Sustainable Development Goals framework in 2030.

Impacts are tracked across several dimensions of coverage extension in line with the [strategic framework](#)

of the Flagship Programme's second phase. These include:

- the extension of coverage to previously uncovered individuals (horizontal extension), which advances efforts to close critical coverage gaps as monitored under SDG 1.3;
- ensuring benefit adequacy through increasing benefit levels (vertical extension), and
- enhancing the comprehensiveness of social protection coverage by increasing the number of risks covered for individuals, in line with the definitions of the ILO Social Security (Minimum Standards) Convention, 1952 (No. 102).

Changes in coverage may be legal in nature, anchored in national legislation, and subsequently given effect through implementation activities, including development and enactment of bylaws as well as registration of workers and other beneficiaries in social protection schemes.

► At a glance: impacts

From 2021 to 2025, the Flagship Programme impacted more than **84 million people** worldwide who enjoy greater legal and effective coverage and increased adequacy or comprehensiveness of social protection benefits.

In 2025, nearly **29 million people** saw improvements to their social protection coverage thanks to interventions supported by the Flagship Programme.

► From 2021 to 2025, the Flagship Programme contributed to improvements in social protection coverage for more than 84 million people.

2.1.1. Impacts on people in 2025

In 2025, nearly **29 million people** saw improvements to their social protection coverage thanks to interventions supported by the Flagship Programme. This includes an additional 6 million people who now enjoy legal coverage for maternity or sickness benefits, and a further 8.2 million now with effective coverage for health care, disability and old-age benefits. Meanwhile, support provided through the Flagship Programme has led to increases in benefit adequacy levels for more than 14.4 million people (table 1).

► Table 1. Impacts on people during the implementation of the Flagship Programme in 2025

Type of impact	Branch of social security	Number of persons
1. Coverage extension (additional persons covered)		14,206,260
Legal coverage		6,000,000
	<i>Maternity, sickness</i>	6,000,000
Effective coverage		8,206,260
	<i>Disability</i>	16,400
	<i>Health</i>	6,589,860
	<i>Old-age</i>	16,400
2. Increased adequacy (higher benefit levels)		14,458,115
	<i>Old-age, disability, survivors</i>	58,115
	<i>Unemployment</i>	14,400,000
Total persons impacted in 2025		28,664,375

Source: Author's elaboration based on the ILO Results Monitoring Tool and project progress reports.

2.1.2. Impacts on people 2021–25

From 2021 to 2025, the Flagship Programme contributed to improvements in social protection coverage for **more than 84 million people** across the metrics of legal and effective coverage extension and increased adequacy and comprehensiveness of benefits. Against the Flagship Programme targets established for 2021–25, overall results substantially exceeded expectations, reaching approximately 140 per cent of the aggregate ambition of positively impacting 60 million people (table 2). The Flagship Programme delivered particularly strong results in extending legal coverage, reaching more than 31.5 million people against a target of 20 million. It also greatly surpassed its ambition to improve the comprehensiveness and adequacy of benefits, affecting close to 29 million people compared to the target of 10 million, or nearly three times the anticipated impact.

These results reflect sustained efforts to support reforms and strengthen benefits, contributing to more adequate levels of protection.

The achievement of targets related to effective coverage extension was more constrained. While substantial progress was made, with effective coverage extended to nearly 24 million people, the Flagship Programme did not fully reach its ambition of extending effective social protection coverage to 30 million people. This reflects the inherently more complex and time-intensive nature of translating legal entitlements into effective access, which requires not only policy and legislative reform but also the establishment or strengthening of administrative systems for registration, contribution collection and benefit delivery. As a result, gains in de jure coverage outpaced progress in de facto coverage, particularly within the Flagship Programme timeframe.

► Table 2. Impacts on people during implementation of the Flagship Programme, 2021–25

	Impacts 2021–22	Impacts 2023	Impacts 2024	Impacts 2025	Impacts 2021–25	Flagship Programme ambition 2021–25
Legal coverage (extension)	19,000,000	1,900,000	4,610,000	6,000,000	31,510,000	20 million
Effective coverage (extension)	11,600,000	1,430,000	2,572,500	8,206,260	23,808,760	30 million
More comprehensive and adequate social protection	330,000	3,000,000	11,085,000	14,458,115	28,873,115	10 million
Total	30,930,000	6,330,000	18,267,500	28,664,375	84,191,875	60 million

Source: Author's elaboration based on the ILO Results Monitoring Tool and project progress reports.

2.2. Institutional results (2021–25)

Beyond impacts on people, the Flagship Programme places strong emphasis on institutional change as the foundation for sustainable and scalable social protection systems. The Flagship Programme’s approach is grounded in strengthening national institutions to plan, design and deliver social protection over the long term. Institutional change is understood as a progressive process through which countries build the policy, legal and operational capacities required to expand and sustain social protection coverage using their own systems and resources.

2.2.1. Institutional results in 2025

In 2025, the Flagship Programme contributed to the achievement of 34 institutional changes across 25 countries, or half of all Flagship Programme countries. In ten countries, social protection strategic frameworks were adopted or revised, while in seven countries individual social protection schemes were introduced or reformed. Meanwhile, in 17 countries, administrative and operational capacities were improved through measures taken to improve fiscal or other forms of governance of social protection schemes and improve effective access for beneficiaries (table 3).

2.2.2. Institutional results 2021–25

► Table 3. Table Results achieved in each review period (2021–25), by programme step (2025 results highlighted)

Country	2021–22			2023			2024			2025		
	1	2	3	1	2	3	1	2	3	1	2	3
	Policies and strategies	Introduction, reform of schemes	Improving operations	Policies and strategies	Introduction, reform of schemes	Improving operations	Policies and strategies	Introduction, reform of schemes	Improving operations	Policies and strategies	Introduction, reform of schemes	Improving operations
Africa												
1. Angola	●	●	●	●					●	●		
2. Burkina Faso	●		●	●	●	●		●	●			
3. Burundi	●					●	●					
4. Cabo Verde	●		●			●	●		●	●		
5. Cameroon			●									
6. Cote d’Ivoire		●	●		●				●			●
7. Congo, Democratic Rep.		●		●		●			●			
8. Egypt		●	●						●			●
9. Eswatini	●											
10. Ethiopia			●									
11. Ghana			●									
12. Kenya		●		●				●		●		●
13. Madagascar	●					●	●	●				
14. Malawi	●	●	●	●	●	●	●	●		●		
15. Morocco			●									●
16. Mozambique			●	●	●	●			●			●
17. Nigeria		●	●	●	●	●		●	●			
18. Rwanda									●			●

Country	2021–22			2023			2024			2025		
	1	Result 2	3	1	Result 2	3	1	Result 2	3	1	Result 2	3
	Policies and strategies	Introduction, reform of schemes	Improving operations	Policies and strategies	Introduction, reform of schemes	improving operations	Policies and strategies	Introduction, reform of schemes	Improving operations	Policies and strategies	Introduction, reform of schemes	Improving operations
19. Senegal		●	●	●	●	●			●	●		●
20. Sierra Leone	●								●		●	
21. South Africa						●						
22. Sudan												
23. Tanzania			●		●	●						
24. Togo		●	●									
25. Uganda							●					
26. Zambia			●			●	●		●	●		
Americas												
27. Barbados	●											
28. Ecuador	●					●						●
29. El Salvador	●					●			●			
30. Paraguay	●		●			●				●		
31. Suriname							●					●
Arab States												
32. Iraq	●				●				●			●
33. Jordan			●						●	●		●
34. Lebanon				●	●	●	●	●			●	●
35. Palestine			●					●	●			
Asia and the Pacific												
36. Cambodia		●		●	●					●		
37. India									●		●	●
38. Indonesia		●			●	●				●	●	
39. Lao People's Dem. Rep.			●			●		●	●			●
40. Nepal		●	●			●		●				
41. Pakistan		●	●	●		●			●			
42. Philippines			●	●								●
43. Samoa												
44. Timor-Leste	●		●			●			●			●
45. Viet Nam		●		●			●	●			●	
Europe and Central Asia												
46. Albania			●				●					
47. Kyrgyzstan					●							
48. Tajikistan			●	●								
49. Ukraine									●			
50. Uzbekistan		●	●		●	●					●	●
Total (by step)	14	15	27	14	13	22	10	10	21	10	7	17
Total (all steps)	56			49			41			34		



© David Estrada Larrañeta/OIT

Over the period 2021–25, the Flagship Programme substantially exceeded the institutional change targets set out for its second-phase. In total, the Flagship Programme supported **180 institutional change results** against an ambition of 80, more than doubling the expected level of achievement. Progress was recorded across all three steps of the institutional change pathway. Support to the adoption of national social protection strategies reached 48 results, nearly five times the Flagship Programme's ambition. Results related to the design and reform of social protection schemes also surpassed targets, with 45 results achieved against an ambition of 30. The strongest performance was observed in the area of improving

operations, administration and governance, where 87 results were delivered—more than twice the level anticipated (table 4).

This performance reflects the Flagship Programme's sustained engagement with national institutions across the full policy cycle, from strategic vision-setting to implementation and operational strengthening and underscores the centrality of institutional capacity-building to achieving durable social protection outcomes. It further signals countries' increasing recognition of the importance of well-functioning social protection systems in responding effectively to crises, as demonstrated during the COVID-19 pandemic.

► Table 4. Institutional changes achieved during implementation of the second phase of the Flagship Programme, 2021–25						
	Results 2021–22	Results 2023	Results 2024	Results 2025	Results 2021–25	Flagship Programme ambition 2021–25
Step 1. Strategy adopted	14	14	10	10	48	10
Step 2. Scheme design/law	15	13	10	7	45	30
Step 3. Improving operations	27	22	21	17	87	40
Total results achieved	56	49	41	34	180	80

Source: Author's elaboration based on the ILO Results Monitoring Tool and project progress reports.

► Most significant results achieved 2021–25

Africa

1 Burkina Faso

In 2024, the Government adopted a decree on social security contribution rates for the Universal Health Insurance Scheme (RAMU), developed with ILO support, leading to the affiliation of more than 300,000 people with the National Universal Health Insurance Fund (CNAMU).

2 Côte d'Ivoire

In March 2025, a temporary financing mechanism developed with ILO support came into force, extending health insurance coverage to more than six million coffee and cocoa producers through payment of contributions by the Coffee-Cocoa Council.

3 Mozambique

In 2023, the Government of Mozambique expanded coverage of its non-contributory pillar to an additional 400,000 beneficiaries thanks to additional fiscal allocations

made to the scheme following ILO advocacy and advice.

4 Nigeria

In 2023, the Government adopted the revised National Social Protection Policy (2021–25), developed with ILO support, and operationalized its Basic Healthcare Provision Fund (BHCPF) extending non-contributory health protection to over 1,000,000 beneficiaries by June.

5 Senegal

In 2023, the Government adopted new measures to extend health protection to 2.7 million cash assistance beneficiaries and increase benefit values for 300,000 households receiving family grants. In addition, the Government reallocated revenues of fuel subsidies to the National Flagship Programme of Family Allowance (PNBSF).

6 Togo

In March 2024, the Government launched its health insurance scheme for private sector workers,

supported by the ILO in establishing the legal framework and procedures regarding enrolment, contributions, access to care and provider contracting. By end 2025, the scheme covered some 2.4 million people.

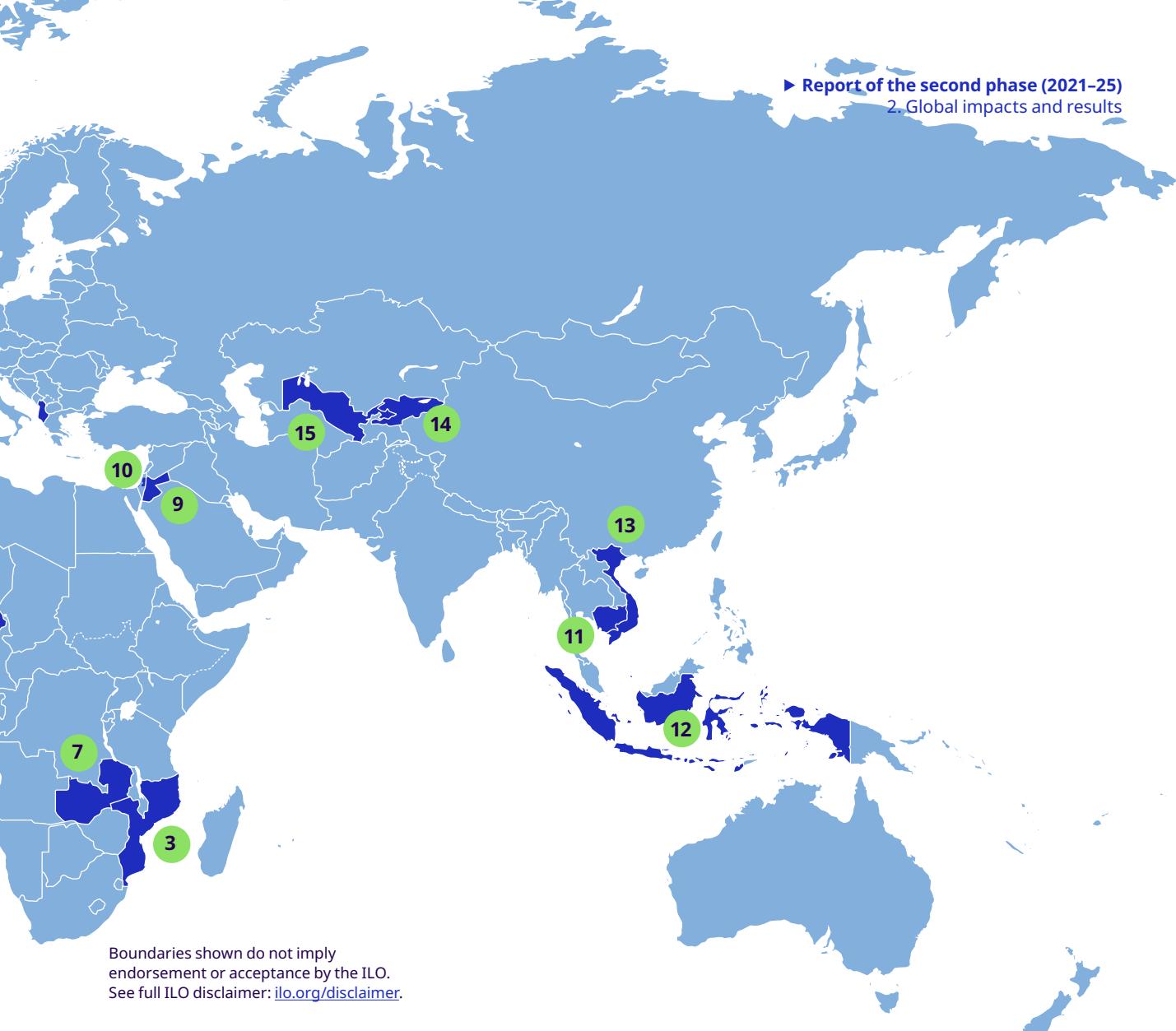
7 Zambia

In 2024, the Government enrolled 85,000 social assistance beneficiaries to the National Health Insurance Scheme (NHIS) through a subsidy regime developed with ILO support and supported financially by the Global Fund to Fight AIDS, Tuberculosis and Malaria.

Americas

8 Suriname

In 2024, the Government ratified Convention No. 102 cementing the country's commitment to social protection for all, which was further reiterated in its new National Social Protection Strategy validated by relevant national stakeholders and adopted in the same year.



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

Arab States

- 9 Iraq**
In 2023, the federal Parliament successfully passed the new Social Security Law for Private Sector Workers, developed with ILO support, reducing long-standing coverage gaps and expanding legal coverage of social security to 1.9 million self-employed workers.

- 10 State of Palestine**
In 2024, the Ministry of Social Development introduced and began the disbursement of social allowances for persons with disabilities and older persons in the West Bank, reaching 15,000 and 18,000 beneficiaries, respectively, with regular monthly transfers.

Asia and the Pacific

- 11 Cambodia**
In 2023, the Government introduced the Voluntary Health Insurance Scheme on Healthcare (VHI) for

self-employed individuals and dependents of members of the National Social Security Fund, developed with support from the ILO. The scheme had extended health cover by April 2025 to more than 680,000 beneficiaries.

- 12 Indonesia**
In February 2025, the Government adopted new regulations that increased benefits under the country's Unemployment Insurance Scheme (JKP), developed with ILO, replacing 60 per cent of wages for six months and removing the six-month consecutive employment requirement, impacting 14.4 million workers covered by the scheme as of 2024.

- 13 Viet Nam**
In July 2025, the Government began implementing ILO-supported administrative regulations under the revised Social Insurance Law, integrating contributory and non-contributory pensions under a unified legal framework and extending non-contributory pension coverage to an

additional 1.6 million older persons, while 2024 amendments to the social assistance framework strengthened the adequacy of benefits for more than three million beneficiaries.

Europe and Central Asia

- 14 Kyrgyzstan**
In July 2022, the Government adopted measures increasing disability benefit levels for approximately 203,000 persons with disabilities following renewed efforts by the ILO and social partners to strengthen the national social protection system.

- 15 Uzbekistan**
In December 2025, the State Social Insurance Law was adopted, following ILO technical advice and actuarial analysis, to extend social protection coverage for maternity and sickness benefits for six million workers.

2.3. Country highlights (2021–25)

2.3.1. Angola

2025 results

In June 2025, Angola ratified the ILO Social Security (Minimum Standards) Convention, 1952 (No. 102), reinforcing its commitment to international labour standards and advancing the establishment of comprehensive, rights-based social protection systems (step 1), while in January 2025, the Government of Angola adopted Presidential Decree No. 15/25 establishing a new disability insurance scheme (step 2). Ratification was supported by an ILO comparative assessment, validated by tripartite partners in April 2025 and instrumental in enabling Government and social partners to reach consensus on the scope of ratification. Meanwhile, the decree, developed with ILO support introduces a comprehensive legal and operational framework for non-occupational disability protection, defining eligibility criteria, administrative procedures, certification processes, benefit delivery mechanisms, exclusions and qualifying periods. This reform represents a major expansion of the contributory social protection system and a significant step towards addressing income security risks related to disability.

Looking back (2021–25): Key reform achievements

With a population of approximately 37.9 million² in 2024 and informality levels reaching 95.2 per cent³ of total employment, Angola faces structural challenges in extending social protection coverage. Currently, only 8.7 per cent⁴ of the population is covered by at least one social protection benefit, primarily through contributory schemes, making the development and extension of a comprehensive national social protection system a central reform priority. Angola has pursued a gradual but substantive reform agenda to modernize its social protection system, expand coverage and strengthen alignment with international social security standards. This trajectory has been anchored in successive National Development Plans, initially the National Development Plan (2018–22), which set explicit objectives to increase social protection coverage of the economically active population and to improve the sustainability and coherence of social insurance schemes, particularly in the context of high informality, and more recently the National Development Plan (2023–27), which has continued and reinforced these priorities alongside

the country's ratification of Convention No. 102. Another central reform milestone was the adoption of the National Social Action Policy in 2023, developed through an Assessment-Based National Dialogue process supported by the ILO. The policy provided a comprehensive assessment of coverage, adequacy and financing gaps and articulated reform scenarios, fiscal space options and expected poverty impacts. It also established a strategic framework for advancing a basic national social protection system and expanding the range of risks covered by contributory schemes.

The 2025 disability insurance decree builds on this policy foundation, translating earlier analytical and strategic work into a concrete legislative outcome. Alongside this reform, progress has continued on revising the Basic Law on Social Protection and advancing the ratification process of Convention No. 102, reinforcing Angola's commitment to progressively strengthening its social protection system.

Systems and implementation progress

The Flagship Programme has supported Angola through sustained investments in institutional coordination, technical capacity and evidence-based policymaking. Early engagement focused on improving coordination among national social security institutions and social partners, including the establishment of a coordination group to support implementation of the National Social Action Policy. Capacity-building initiatives strengthened technical expertise in social protection statistics, identification, financing and administration, as well as social budgeting and financial sustainability. It also supported the country in public finance management by reviewing and bringing options for funding and expenditure efficiency and improving budget programming, classification and delivery of social protection spending.

Analytical work played a key role in informing reform design and sequencing. The ILO supported actuarial and comparative studies to assess the feasibility of introducing new social insurance benefits, including invalidity, sickness and unemployment protection, and conducted assessments comparing Angola's system with the minimum standards set out in Convention No. 102. These analyses provided the technical basis for legislative reforms and supported informed social dialogue among government, employers' and workers' representatives.

Data systems and monitoring capacity were also strengthened. In 2024, Angola launched its first Bulletin

² United Nations, Department of Economic and Social Affairs, Population Division "Total population, mid-year – World Population Prospects 2024", World Population Prospects database, accessed 12 February 2026.

³ ILO, "SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2023 (%)", ILOSTAT database, accessed 12 February 2026.

⁴ ILO, "SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2022 (%)", ILOSTAT database, accessed 12 February 2026.

of Social Protection Statistics, supported by the ILO, providing a consolidated overview of coverage and benefits and strengthening the evidence base for policy evaluation. These system-level investments created the institutional and technical conditions necessary to operationalize new schemes, including the disability insurance introduced in 2025.

Coverage and adequacy outcomes

Reforms supported under the Flagship Programme have contributed to expanding social insurance coverage and strengthening benefit adequacy in Angola. Earlier regulatory changes extended access to social insurance for workers without formal labour contracts and the self-employed, while increased public investment in social protection reflected growing political commitment and improved public finance management. For example, in 2022, public resources allocated for social protection rose by nearly 80 per cent to over 6 per cent of the public budget, up from just over 3.5 per cent in 2021.

The establishment of a disability insurance scheme addresses a critical gap in the contributory system by extending protection against income loss due to non-occupational disability. By clearly defining eligibility, benefit parameters and administrative procedures, the reform lays the groundwork for more predictable and adequate income protection for insured persons and their families.

Looking ahead, continued progress on revising the Basic Law on Social Protection, further alignment with international standards and ongoing analytical work on unemployment and invalidity protection provide a pathway to consolidate recent achievements. Strengthened data systems and institutional coordination will be essential to ensuring that legislative reforms translate into effective implementation and sustained improvements in coverage and adequacy.

These results were made possible through financing support from the European Union and the Government of Portugal. Visit our [country page](#).

2.3.2. Jordan

2025 results

In May 2025, the Government of Jordan renewed and adopted the National Social Protection Strategy (NSPS), extending its timeframe through 2033 (step 1), and launched an interactive digital

dashboard to monitor implementation of the Strategy (step 3). Developed and operationalized with ILO support, the renewed NSPS establishes an updated sector-wide framework to strengthen coordination, comprehensiveness and benefit adequacy across the social protection system, while the dashboard enhances governance, transparency and results-based monitoring.

Looking back (2021–25): Key reform achievements

With a population of approximately 11.6 million⁵ in 2024, Jordan faces labour market informality estimated at 55.1 per cent⁶ of total employment. While 28.8 per cent⁷ of the population is covered by at least one social protection benefit, significant coverage gaps remain, particularly among informal and vulnerable workers. Jordan's social protection reform trajectory has been anchored in the implementation of the National Social Protection Strategy (NSPS) 2019–25, which prioritizes the establishment of a social protection floor alongside strengthened social insurance to address informality and the needs of vulnerable workers, including refugees and migrant workers. The renewal and extension of the NSPS through 2033 consolidates this trajectory by updating the policy framework to reflect evolving social, economic and environmental challenges, while reaffirming commitments to coordination, sustainability and benefit adequacy.

A defining reform achievement underpinning this trajectory was the operationalization of the Estidama++ Fund within the national Social Security Corporation (SSC). With ILO technical support, Estidama++ was established as a multi-donor mechanism to extend social security coverage to workers outside existing schemes, particularly those in Micro, Small, and Medium-sized Enterprises (MSMEs), the informal economy, as well as refugee and migrant workers. By embedding the Fund within the SSC, Jordan moved beyond ad hoc pilots toward a nationally anchored instrument for coverage extension. Under the Estidama++ programme, contribution subsidies financed by international donors have played an important catalytic role in stimulating and sustaining affiliation among participating workers.

The renewed NSPS builds on this experience, formalizing lessons learned and providing a unified policy direction for scaling effective mechanisms for inclusion and sustainability, in line with international social security standards, including Convention No. 102.

⁵ United Nations, Department of Economic and Social Affairs, Population Division, "Total population, mid-year – World Population Prospects 2024", World Population Prospects database, accessed 12 February 2026.

⁶ ILO, "SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2023 (%)", ILOSTAT database, accessed 12 February 2026.

⁷ ILO, "SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2022 (%)", ILOSTAT database, accessed 12 February 2026.

Systems and implementation progress

Significant system strengthening has taken place through the design and implementation of Estidama++ and related NSPS initiatives. The ILO supported the SSC to operationalize the Fund through phased contribution subsidies and contribution rewards, designed to lower financial barriers and support gradual transitions into social security. These mechanisms were complemented by targeted outreach and communication tools, including the launch of a WhatsApp-based communication platform in September 2022, to raise awareness of social security benefits and improve direct engagement between the SSC and workers.

Implementation systems were further strengthened through collaboration with UNHCR, cooperatives and other partners to reach vulnerable workers, including refugees in the agriculture sector. As of December 2022, 3,000 workers had been prioritized to receive phased subsidies, with subsequent application rounds planned and implemented in following years. These efforts required the development and adaptation of outreach, registration, payment and monitoring systems, strengthening the SSC's operational capacity to serve diverse worker groups.

Building on this foundation, the ILO continued to support institutional learning and medium-term planning. In 2024, the SSC launched an internal visioning process to articulate a progressive reform agenda focused on expanding coverage, ensuring affordability and restoring long-term financial sustainability. The ILO, working with the World Bank and the IMF, supported the conceptualization and costing of this agenda, including analysis of nationally funded contribution subsidies as a pathway toward institutionalization. The 2025 launch of the NSPS digital monitoring dashboard complements these efforts by strengthening transparency, coordination and results-based oversight.

Coverage and adequacy outcomes

Jordan's reforms have expanded access to social security for workers historically excluded from contributory schemes, including low-income workers, workers in MSMEs, refugees, migrant workers and women. The Estidama++ Fund demonstrated that phased subsidies, targeted outreach and tailored communication can effectively support transitions into social security while generating operational and financial evidence for scale-up. As of December 2022, **3,000 workers had been prioritized to receive phased subsidies**, with subsequent application rounds planned and implemented in following years. Beginning in August 2023, the ILO worked with the SSC to pilot **a time-bound subsidy to over 37,500 vulnerable workers**, incentivizing participation and generating evidence on this important mechanism for extending coverage.

At the same time, ongoing reviews of key schemes, including unemployment protection, aim to improve benefit adequacy and alignment with international standards. Strengthened coordination under the NSPS supports more coherent linkages between social insurance, social assistance and labour market interventions, enhancing system responsiveness to poverty, informality and shocks.

Looking ahead, the extended NSPS timeframe through 2033 provides a stable framework for consolidating and institutionalizing successful mechanisms such as contribution subsidies, while strengthened monitoring tools support accountability and learning. Continued progress will depend on translating pilot evidence into sustainable financing arrangements and embedding inclusive delivery approaches within the core functions of the social security system.

These results were made possible through financing support from the European Union, Governments of the Kingdom of the Netherlands, Norway and of the United Kingdom and from the Social Security Corporation (SSC) of Jordan. Visit our [country page](#).

2.3.3. Lao People's Democratic Republic

2025 results

In December 2025, the Lao Social Security Organization (LSSO) launched its first-ever mobile application to strengthen administration and outreach of the national social security scheme, and a Social Security Inspection Unit within the LSSO was established and began inspections in the capital city Vientiane (step 3). Developed with ILO support, the application enables informal workers to pay contributions for social security and members to access information on entitlements as well as providing information to the public about the scheme benefits, strengthening operational capacity to expand participation through digital service delivery. Its launch represents a concrete upgrade of administrative systems to enhance awareness, accessibility and enrolment, with plans for phased expansion to include more functions in the app. Meanwhile, the ILO provided technical assistance to develop the legal and operational framework for social security inspections and delivered capacity-building trainings for inspectors.

Looking back (2021–25): Key reform achievements

With a population of approximately 7.8 million⁸ in 2024, Lao People's Democratic Republic (Lao PDR) continues

8 United Nations, Department of Economic and Social Affairs, Population Division, "Total population, mid-year – World Population Prospects 2024," World Population Prospects database, accessed 12 February 2026.

to experience high levels of labour market informality, estimated at 90.5 per cent⁹ of total employment. Social protection coverage remains limited, with 15.5 per cent¹⁰ of the population benefiting from at least one social protection scheme. The country has made steady progress in strengthening the policy and legal foundations of its social protection system, with a particular focus on improving coverage, adequacy and financial sustainability of social security and health insurance. These efforts are closely linked to the Government's commitment to achieving universal health coverage and strengthening income security for workers and their families.

Key reform achievements include the review and progressive amendment of the Social Security Law and Health Insurance Law, informed by assessments against international social security standards and comprehensive actuarial analyses of the National Social Security Fund and the [national health insurance](#). In 2023, implementing instructions were adopted to clarify benefit provisions, eligibility criteria and administrative procedures, strengthening legal certainty and consistency in implementation. In March 2025, ILO jointly with the Lao National Assembly held a high-level seminar for Members of Parliament on social protection reforms ahead of National Assembly sessions to discuss adoption of amended legislation.

Overall governance and coordination in social protection were strengthened through a mid-term and end-term assessment of the National Social Protection Strategy (NSPS) 2020–25 and ongoing support to developing the NSPS 2026–30, incorporating principles in ILO standards, such as progressive universalism. National-level advocacy was conducted through the initiation of annual National Symposiums on Social Protection on themes such as informality and digital transformation, bringing together a wide range of national and provincial stakeholders and development partners.

Systems and implementation progress

Alongside legal and policy reforms, the Flagship Programme has supported sustained improvements in institutional capacity and system implementation. A major area of engagement has been the strengthening of governance, administration and compliance mechanisms within the LSSO and the National Health Insurance Bureau (NHIB). Since 2021, the ILO has supported the establishment and operationalization of a dedicated social security inspection team, including the development of inspection guidelines, capacity building for inspectors and coordination with labour inspection services.

These efforts were complemented by targeted capacity-building initiatives for national and subnational officials

in areas such as health insurance administration, monitoring and evaluation, claims verification and compliance. In addition, long-term capacity strengthening efforts were also bolstered through the provision of fellowships supporting core staff members of the NHIB to attend the master's degree on Management of Primary Health Care and Social Health Protection at Mahidol University in Thailand, during which the ILO also provides lectures on social health protection. Analytical work on informality, [disability-inclusion](#), and actuarial valuations provided a stronger evidence base to guide reform discussions and legislative amendments, themselves also facilitated by [engagements](#) with members of the National Assembly to deepen their understanding of social protection financing, legal frameworks and governance, in alignment with international standards and the country's development priorities. Service delivery systems were also strengthened through a combination of mobile and digital approaches. Prior to the 2025 application launch, in 2024, LSSO rolled out the mobile (roaming) social security service in rural areas of Lao PDR, after a pilot phase, with both efforts supported by ILO. The roaming service helped to register 806 workers in the social security scheme in its initial phase. It was supported by the creation of local social protection promoters in villages, which can lead to sustained implementation by provincial and district social security offices and civil society organizations. The LSSO established mobile social security offices to extend registration, contribution collection and benefit delivery to rural and remote areas, and piloted mobile registration and payment services. These initiatives improved operational readiness and informed subsequent system upgrades. Technical support is also being provided to the NHIB to roll out the e-claims system, with the objective of promoting efficiency in the claims management process of the national health insurance.

Coverage and adequacy outcomes

Reforms supported under the Flagship Programme have contributed to the strengthening of social protection administration, as well as enhanced inspection and enforcement capacities that have contributed to increased membership, including among employers and workers in rural sectors. Establishment of the new Social Security Inspection Unit within the LSSO in 2025 has strengthened enforcement of social security legislation and is expected to **improve compliance and coverage among 2.5 million employed persons** in the country.

The introduction of digital and mobile service delivery tools, including the 2025 mobile application, lowers administrative and informational barriers for informal workers, complementing existing outreach and

⁹ ILO, "SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2022 (%)" ILOSTAT database, accessed 12 February 2026.

¹⁰ ILO, "SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2021 (%)" ILOSTAT database, accessed 12 February 2026.

inspection mechanisms. Together, these measures strengthen the system's capacity to progressively expand coverage and improve administrative efficiency.

Looking ahead, continued legislative reforms, follow-up to the mid-term review of the National Social Protection Strategy, and phased expansion of service delivery innovations provide a pathway to consolidate recent gains. Sustained investment in institutional capacity, financing sustainability and system governance will be critical to ensuring that policy and system reforms translate into lasting improvements in social protection coverage and adequacy.

These results were made possible through financing support from the European Union, Governments of Australia, Belgium, China, Germany and Luxembourg, as well as the United Nations Peace and Development Trust Fund (UNPDF) funded by the Government of China and donors to the UN Joint SDG Fund. Visit our [country page](#).

2.3.4. Paraguay

2025 results

On 14 August 2025, through Decree No. 4416, Paraguay updated its Integrated Employment Formalization Strategy, extending its validity through 2028 (step 1). The updated strategy, developed with ILO assistance including support to the design of monitoring and evaluation indicators, provides a mechanism to articulate policies that facilitate the transition from informal to formal employment and establishes a monitoring framework to track its implementation.

Looking back (2021–25): Key reform achievements

Paraguay, with an estimated population of 6.9 million¹¹ in 2024, continues to face high levels of labour informality, affecting 67.4 per cent¹² of total employment. Although 36.1 per cent¹³ of the population is covered by at least one social protection benefit, important gaps persist. Over recent years, Paraguay has strengthened the policy and institutional foundations of its social protection system, with a particular focus on enhancing coverage, including among older persons. Following evidence supported by the ILO, the government has begun expanding the non-contributory old-age pension scheme to progressively achieve universal coverage (Law 7322/2024) and reformed the reference period to

determine contributory pension benefits addressing a longstanding weakness in the public pension scheme's sustainability perspectives (Law 7446/2024).

Another key reform achievement has been the consolidation of a rights-based approach to social protection, reinforced by the ratification of the Social Security (Minimum Standards) Convention, 1952 (No. 102) in 2021, following sustained legal analysis, advocacy and social dialogue supported by the ILO. Within this evolving framework, Paraguay has advanced reforms to improve governance and oversight of its pension system. In 2023, the creation of the *Superintendencia de Jubilaciones y Pensiones* established a dedicated public authority with tripartite membership to supervise, coordinate and guide pension funds (Law 7235/2023), strengthening the principle of the ultimate responsibility of the State in line with Convention No. 102. These reforms marked a significant shift toward more coherent regulation, risk management and service delivery across the pension system.

Systems and implementation progress

The Flagship Programme has supported sustained improvements in Paraguay's institutional capacity to design, finance and implement social protection reforms. A major area of engagement has been strengthening actuarial and administrative capacity within the Social Security Institute (IPS). In 2024 and 2025, the ILO supported the Actuarial Advisory Unit of IPS in conducting actuarial valuations of old-age and health insurance schemes, generating recommendations to enhance sustainability and administration. Following these and previous recommendations, Paraguay updated its old-age pension calculation parameters to improve long-term financial viability.

Capacity building has been a consistent pillar of implementation progress. Since 2021, the ILO has supported extensive training of public officials across multiple ministries, social partners and civil society organizations on results-based budgeting, public finance management and social protection programme design. These efforts were institutionalized through the development of diploma programmes and academic courses, including their integration into the regular curriculum of the *Universidad Católica "Nuestra Señora de la Asunción"*, ensuring continued building of experts in the field of social protection.

At the system level, Paraguay has also strengthened coordination mechanisms for social protection delivery. Support to the implementation of the Social Protection System enabled improved articulation across programmes, establishment of local social protection

¹¹ United Nations, Department of Economic and Social Affairs, Population Division, "Total population, mid-year – World Population Prospects 2024", World Population Prospects database, accessed 12 February 2026.

¹² ILO, "SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2024 (%)", ILOSTAT database, accessed 12 February 2026.

¹³ ILO, "SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2021 (%)", ILOSTAT database, accessed 12 February 2026.

committees and development of digital tools to improve beneficiary understanding of available services. These investments in coordination, monitoring and institutional learning underpin the operationalization of broader strategies, including the updated formalization strategy adopted in 2025.

Coverage and adequacy outcomes

Paraguay's reforms have strengthened the system's capacity to expand coverage and improve adequacy, particularly through more coherent governance, improved financial sustainability and stronger links between employment formalization and social protection. Enhanced pension oversight and actuarial reforms support the protection of current and future beneficiaries, while improved programme design capacities enable more effective targeting and use of public resources.

Initiatives to expand access to social protection at the local level, including through the Social Protection System, have improved identification of vulnerable populations and access to services in priority regions. At the same time, investments in social security education and public awareness have strengthened understanding of rights and obligations, contributing to more informed participation in social protection schemes.

Looking ahead, the updated Integrated Employment Formalization Strategy provides a framework to consolidate these gains by strengthening coordination between labour market policies and social protection instruments. The monitoring and evaluation mechanisms supported by the ILO through the Global Accelerator will be critical to tracking progress, identifying bottlenecks and ensuring that efforts to promote formality translate into expanded and more effective social protection coverage.

These results were made possible through financing support from the Social Security Institute (IPS) of Paraguay and donors to the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA). Visit our [country page](#).

2.3.5. Senegal

2025 results

On 5 August 2025, the Ministry of Family and Solidarity adopted the integrated national strategy for the systematic enrolment of informal economy workers in social protection for the period 2025–29 (step 1), and on 14 March, 2025, the Ministry of Health (MoH) and Agency for Universal Health Coverage (SEN-CSU) signed a framework agreement to enhance the healthcare provided to beneficiaries (step 3). Developed through a participatory multi-stakeholder process and with ILO support, the strategy proposes an integrated approach to extending social protection to informal economy workers, with a strong focus on health insurance coverage and coordinated implementation mechanisms. Meanwhile, the new MoH-SEN-CSU framework agreement, elaborated and validated with ILO support, has allowed for the signing of additional healthcare procurement agreements with facilities throughout the country, expanding access to healthcare.

Looking back (2021–25): Key reform achievements

Senegal, with an estimated population of 18.5 million¹⁴ in 2024, faces persistently high levels of informality, affecting 89.2 per cent¹⁵ of total employment. Although 19.9 per cent¹⁶ of the population benefits from at least one social protection scheme, substantial coverage gaps remain. Senegal has made sustained progress in expanding social protection coverage and strengthening the coherence of its system, with a particular emphasis on reaching workers in the informal economy and vulnerable populations. Extension of social protection is firmly embedded in the country's economic and social development strategy, supported by reforms that combine contributory and non-contributory approaches in line with international labour standards.

A series of landmark reforms since 2021 have strengthened the legal and policy framework for social protection. These include the ratification and implementation of decrees in 2023 establishing a non-contributory health insurance scheme for beneficiaries of the Family Security Grant and Equal Opportunities Card programmes, significantly expanding access to health coverage while reinforcing the sustainability and effectiveness of delivery systems. Complementary incentive measures adopted in 2023 further facilitated affiliation of informal economy workers to the Simplified

¹⁴ United Nations, Department of Economic and Social Affairs, Population Division, "Total population, mid-year – World Population Prospects 2024", World Population Prospects database, accessed 17 February 2026.

¹⁵ ILO, "SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2021 (%)", ILOSTAT database, accessed 17 February 2026.

¹⁶ ILO, "SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2022 (%)", ILOSTAT database, accessed 17 February 2026.

Social Security Scheme (RSPC), supporting transitions toward formalization.

Within this broader reform trajectory, Senegal has progressively shifted from fragmented extension efforts toward more integrated approaches. The adoption of the national strategy on systematic enrolment of informal economy workers in 2025 builds on earlier policy decisions by articulating mechanisms that link social protection, formalization, financing, digital platforms and value chains, consolidating lessons learned from previous schemes and pilots into a unified strategic framework.

Systems and implementation progress

The Flagship Programme has supported significant system and institutional strengthening to enable effective implementation of social protection reforms. A central focus has been support to the RSPC and its health branch, implemented through the National Social Mutual of Artisans (MSNAS). Since 2021, the ILO has provided technical advice, capacity building and operational support to establish governance structures, expand regional presence, develop monitoring tools and design communication strategies tailored to informal economy workers.

Administrative and delivery systems have been progressively modernized. Innovations include the introduction of mobile contribution payment mechanisms, expanded contracting with health facilities and pharmacies nationwide, and strengthened coordination between SEN-CSU, line ministries and social partners. These efforts improved registration processes, reduced administrative barriers and enhanced access to services, particularly for artisans and other informal workers.

Institutional capacity has also been reinforced through targeted training and strategic support. The ILO supported capacity-building for staff of SEN-CSU and multisectoral committees, facilitated technical workshops with the World Bank to design mechanisms for systematic enrolment, and contributed to organizational development through the preparation of organizational charts and job descriptions. Broader coordination and policy coherence were further strengthened through Senegal's engagement as a pathfinder country under the UN Global Accelerator on Jobs and Social Protection, supported by joint UN missions and international exchanges.

Coverage and adequacy outcomes

Senegal's reforms have translated into substantial gains in social protection coverage and service delivery. **Non-contributory health insurance reforms adopted in 2023 extended coverage to more than 2.7 million people, while increases in cash transfer amounts improved the adequacy of support for over 300,000 households.** In parallel, implementation of the RSPC

health branch has expanded access to adapted health insurance packages for artisans, with **tens of thousands of workers and beneficiaries registered** through targeted outreach and awareness campaigns.

Improvements in administrative coordination and digital tools have enhanced the system's ability to respond to shocks and scale up support, as demonstrated by expanded use of the Single National Registry and strengthened linkages between social assistance, health insurance and employment-related initiatives. Efforts to improve disability inclusion, health service procurement and beneficiary care further contributed to more effective and equitable service delivery.

Looking ahead, the integrated strategy for systematic enrolment of informal economy workers provides a framework to consolidate and scale these achievements. By linking enrolment mechanisms with financing, formalization measures, digital platforms and value chains, and by reinforcing partnerships with private sector actors and socio-professional organizations, Senegal is well positioned to further increase effective health insurance coverage and strengthen social protection outcomes for informal workers and their families.

These results were made possible through financing support from the European Union, Governments of Belgium, France, Germany and Luxembourg and donors to the UN Global Accelerator on Jobs and Social Protection for Just Transitions. Visit our [country page](#).

2.3.6. Uzbekistan

2025 results

In December 2025, Uzbekistan adopted the Law “On State Social Insurance”, which entered into force on 1 January 2026 for maternity benefits and on 1 July 2026 for cash sickness benefits (step 2), while, separately, the Pension Fund established a statistical and actuarial division in September 2025 (step 3). The new social insurance law replaces employer liability provisions with social insurance mechanisms aligned with ILO Convention No. 102. The ILO supported the reform through technical advice on the draft law, actuarial costing of reform scenarios, and capacity building on social insurance. Meanwhile, the Pension Fund has operationalized ILO recommendations to strengthen actuarial governance and financial monitoring through its new statistics and actuarial division to conduct regular valuations of the fund.

Looking back (2021–25): Key reform achievements

Uzbekistan, with a population of approximately 36.4 million¹⁷ in 2024, has made significant progress in reforming its social protection system. Informal employment is estimated at around 40 per cent, based on analysis of the 2022 Labour Force Survey,¹⁸ while 56.0 per cent¹⁹ of the population is covered by at least one social protection benefit. Uzbekistan has made notable progress in strengthening the legal and institutional foundations of its social protection system, with reforms increasingly oriented toward a lifecycle approach and alignment with international social security standards. The **recently adopted social insurance law** represents a significant expansion of statutory protection and marks a shift toward a more complete and integrated social insurance framework.

The 2025 reform builds on earlier policy advances, including the **extension of maternity benefits to formally employed women in the private sector**, implemented from 2022 at the level of the Minimum Consumption Expenditure. Supported by ILO technical assistance and informed by a comparative review of national legislation against the Maternity Protection Convention, 2000 (No. 183), the reform strengthened benefit adequacy and reinforced the Government's commitment to expanding maternity protection. Policy options for extending maternity and unemployment benefits to informally employed workers were subsequently validated in 2023, reflecting growing attention to coverage gaps linked to informality and gender.

Taken together, these developments reflect a broader reform trajectory aimed at expanding social protection beyond narrow assistance measures and embedding contributory and non-contributory schemes within a coherent legal framework.

Systems and implementation progress

Significant strides have been made to strengthen Uzbekistan's institutional architecture for social protection. In 2023, the **establishment of the National Agency for Social Protection** under the Office of the President marked a key milestone, followed by the **creation in 2025 of the State Social Insurance Fund** within the agency responsible for administration, accounting of insured persons, insurance contributions, and benefit payment. Together, these institutions help to design, coordinate, implement and monitor social protection programmes across government entities. For its part, the Agency is also responsible for managing

the National Social Protection Observatory, which supports monitoring and evaluation of the National Social Protection Strategy.

The Flagship Programme has supported these institutional reforms through technical assistance, capacity building and analytical work. This includes support for digitalization and data integration, notably through mapping existing databases across ministries and agencies and advancing development of the Social Protection Observatory as an interactive monitoring tool. These efforts have strengthened coordination, transparency and evidence-based decision-making.

Uzbekistan has also benefited from enhanced policy dialogue on financing and fiscal sustainability. As one of the pilot countries for ILO–IMF collaboration, social protection featured prominently in [IMF Article IV](#) discussions, supported by joint analytical work on fiscal space. This collaboration broadened engagement with workers' and employers' organizations and strengthened the integration of social protection considerations into macroeconomic policy dialogue. In parallel, the ILO supported tripartite consultations and technical analyses on unemployment insurance design, including costing options that link contributory and non-contributory financing sources.

Coverage and adequacy outcomes

Uzbekistan's reforms have delivered tangible improvements in coverage and adequacy, particularly in response to shocks and for specific population groups. **During the COVID-19 period, social assistance benefits were extended to an additional 2.86 million people**, supported by ILO-facilitated working groups and technical analysis to identify fiscal space and design options. The extension of maternity benefits to private-sector workers has improved income security for thousands of women and demonstrated the feasibility of integrating benefits through digital registries linked to health systems.

Looking ahead, full and progressive implementation of the social insurance law **is expected to cover over 6 million participants in 2026** by introducing new contingencies, such as for unemployment planned for 2030, and strengthening protection for workers in different forms of employment. Planned development of bylaws, implementation roadmaps and capacity building for the National Agency and State Fund, supported by the ILO in collaboration with UNICEF and the World Bank under the Global Accelerator, will be critical to translating legislative progress into operational results.

17 United Nations, Department of Economic and Social Affairs, Population Division, "Total population, mid-year – World Population Prospects 2024", World Population Prospects database, accessed 17 February 2026.

18 ILO, "[Gender-responsive diagnostics of the informal economy and employment in Uzbekistan – consultations with social partners](#)", 10 November 2022

19 ILO, "SDG Indicator 1.3.1 - Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2022 (%)", ILOSTAT database, accessed 17 February 2026.

Uzbekistan's engagement as a pathfinder country under the Global Accelerator provides a platform to consolidate reforms, strengthen financing strategies and advance coordinated implementation. Continued focus on extending coverage to informal workers, enhancing benefit adequacy and leveraging digital systems will be essential to sustaining progress toward a more inclusive and resilient social protection system.

These results were made possible through financing support from the Government of Germany, donors to UN Joint SDG Fund, the UN Global Accelerator on Jobs and Social Protection for Just Transitions, and the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA). Visit our [country page](#).

2.3.7. Viet Nam

2025 results

In July 2025, the Government of Viet Nam began implementing administrative regulations under the revised Social Insurance Law, including the integration of contributory and non-contributory pensions under the same legal framework (step 2). Together with earlier amendments to social assistance policies, also developed with ILO support, the reforms expand social insurance coverage to an estimated 3 million additional workers and pension coverage to an additional 1.6 million older persons.

Looking back (2021–25): Key reform achievements

Viet Nam, home to nearly 101 million people²⁰ in 2024, continues to experience substantial labour market informality, with 67 per cent²¹ of total employment classified as informal. At the same time, 38.3 per cent²² of the population is covered by at least one social protection benefit, reflecting ongoing efforts to expand coverage. Viet Nam has undertaken a sustained and ambitious reform agenda to build a comprehensive, multi-tiered social protection system aimed at achieving universal coverage. This trajectory has been guided by long-term reform frameworks, including the Master Plan on Social Assistance Reform (2017) and the Master Plan on Social Insurance Reform (2018), which set out a vision for expanding coverage, improving adequacy and creating a true multi-tiered social protection system.

A major milestone in this reform process was the **revision of the Law on Social Insurance, finalized in 2024**, which introduced structural changes to the pension system. These include the integration of contributory and non-contributory pensions under the same legal framework, the establishment of a “mixed” pension for workers with shorter contribution histories, reduced minimum contribution periods and lower eligibility ages for pension benefits. The revised law also extended mandatory social insurance coverage to new groups of workers, such as household business owners, part-time workers and non-salaried managers, significantly broadening the legal scope of coverage.

In parallel, Viet Nam strengthened its social assistance framework. **Amendments adopted in 2024** increased the base value for calculating social assistance benefits by nearly 40 per cent, reinforcing adequacy for millions of recipients, while lowering the eligibility age for social (non-contributory) pensions from 80 years of age to 75 years of age. These reforms reflect a clear shift toward a more inclusive and integrated social protection system, aligned with international social security standards and underpinned by a lifecycle approach.

Systems and implementation progress

The Flagship Programme has supported Viet Nam through extensive technical assistance to strengthen the legal, institutional and financial foundations of social protection reforms. Central to this engagement has been actuarial analysis and policy advice to inform legislative changes. The ILO conducted actuarial valuations of all long-term and short-term social insurance funds, providing evidence on sustainability and reform options that directly informed revisions to the Social Insurance Law and proposals to amend the Employment Law.

Policy dialogue and capacity building have been integral to implementation progress. With support from the ILO, capacities of National Assembly deputies, government officials, social partners and other stakeholders were strengthened to support informed decision-making on complex reforms. The ILO also supported assessments of household businesses and their participation in social insurance, generating evidence that contributed to extending mandatory coverage through implementing decrees.

System strengthening extended beyond legislation to crisis preparedness and responsiveness. In the aftermath of Typhoon Yagi in 2024, the ILO contributed to a multi-sector assessment of recovery needs, focusing on the role of social protection in disaster

²⁰ United Nations, Department of Economic and Social Affairs, Population Division, “Total population, mid-year – World Population Prospects 2024”, World Population Prospects database, accessed 17 February 2026.

²¹ ILO, “SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2024 (%)”, ILOSTAT database, accessed 17 February 2026.

²² ILO, “SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2022 (%)”, ILOSTAT database, accessed 17 February 2026.

response and recovery. This work reinforced the importance of adequate, sustainable and shock-responsive social protection systems and informed recovery planning.

Coverage and adequacy outcomes

Viet Nam's reforms have delivered substantial gains in both coverage and benefit adequacy. The expansion of pension eligibility will significantly increase income security for older persons, while shortened contribution requirements and expanded mandatory coverage improve access for workers with fragmented or informal employment histories. Increases in social assistance benefit levels have strengthened financial protection for vulnerable groups, including persons with disabilities, women and ethnic minorities.

Looking ahead, the implementing decrees adopted in 2025 provide the operational framework to translate legal reforms into practice. The reform **expands social insurance coverage to an estimated 3 million additional workers and pension coverage to an additional 1.6 million older persons**. Continued focus on extending coverage to workers in the informal economy, strengthening integration across social insurance, social assistance and employment policies, and enhancing system responsiveness to shocks and gender sensitivity will be critical to achieving Viet Nam's long-term vision of universal social protection that leaves no one behind. Since 2024, a UN–World Bank programme under the Global Accelerator, including ILO and UNDP, has supported Viet Nam in advancing gender-responsive labour market and social protection reforms for a just green transition. In parallel, the ILO is leading a UN joint initiative to develop the national road map for Viet Nam's role as a Global Accelerator pathfinder country, strengthening policy coherence, financing and implementation for decent jobs and social protection.

These results were made possible through financing support from the European Union, Governments of Australia, Ireland and Japan, donors to the UN Global Accelerator on Jobs and Social Protection for Just Transitions, the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA) and the ILO Regular Budget Supplementary Account (RBSA). Visit our [country page](#).

2.3.8. Zambia

2025 results

In March 2025, the Government of Zambia adopted the new 2025 National Social Protection Policy (NSPP), developed through social dialogue and guided by International Labour Standards (step 1). The policy, developed with ILO support, aims to extend coverage, enhance comprehensiveness and improve benefit and service adequacy through the adoption of a lifecycle approach. The policy aims to better integrate contributory and non-contributory schemes to address the needs of workers in both the formal and informal economies.

Looking back (2021–25): Key reform achievements

Zambia, with a population of approximately 21.3 million²³ in 2024, faces persistently high informality, affecting 82.7 per cent²⁴ of total employment. While 30.3 per cent²⁵ of the population is covered by at least one social protection benefit. Between 2021 and 2025, Zambia has progressively strengthened its social protection system, transitioning from a predominantly assistance-based model toward a more integrated, coherent and rights-based framework. Reforms have focused on addressing life-cycle risks, improving inclusion of persons with disabilities, and extending protection to workers in the informal economy.

A major milestone was the adoption of the new National Social Protection Policy (NSPP), which is explicitly grounded in a life-cycle approach consistent with international standards, including ILO Convention No. 102 on minimum social security standards. With ILO support, the policy development process enabled the Government to recognise life-cycle contingencies such as old age, disability, ill-health, unemployment and death, and to address both poverty prevention and poverty reduction objectives. The NSPP promotes the complementary implementation of contributory and non-contributory schemes to expand coverage and improve benefit adequacy. Building on earlier ILO-supported tax-benefit simulations, the Government adopted a “cash plus” approach, linking cash transfers with complementary social protection, health, livelihoods and empowerment interventions to amplify impact.

Progress on inclusion and equity has been reinforced through the **National Strategy for the Extension of Social Security to the Informal Economy (2023)**, which aims to systematically integrate informal economy

²³ United Nations, Department of Economic and Social Affairs, Population Division, “Total population, mid-year – World Population Prospects 2024”, World Population Prospects database, accessed 17 February 2026.

²⁴ ILO, “SDG Indicator 8.3.1 – Proportion of informal employment in total employment – Agriculture and non-agriculture – SDG Labour Market Indicators (ILOSDG), 2024 (%)”, ILOSTAT database, accessed 17 February 2026.

²⁵ ILO, “SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems – SDG Labour Market Indicators (ILOSDG), 2021 (%)”, ILOSTAT database, accessed 17 February 2026.

workers into social protection while strengthening resilience to shocks, including climate-related risks. This strategy is supported by the National Pension Scheme (Informal Sector) Regulations of 2019, which expand pension coverage by reducing vesting periods and introducing benefits such as maternity and funeral support tailored to informal workers. Significant advances were also achieved in disability inclusion. Building on the Persons with Disabilities Act (2012) and informed by the Convention on the Rights of Persons with Disabilities, Zambia—with ILO support—modernised disability identification and certification through digitalisation. **These reforms increased the number of registered persons with disabilities from about 5,000 to nearly 200,000 by 2024** and strengthened their inclusion in national social protection programmes. The availability of reliable, disaggregated data has enhanced evidence-based policymaking across social protection, health, education and employment sectors and is embedded within the NSPP framework.

The consolidation and expansion of the National Health Insurance Scheme (NHIS) have been a central pillar of reform. Since its enactment in 2018, NHIS has combined mandatory coverage for formal workers with voluntary participation for informal workers, aligned with Zambia's "cash plus" agenda. ILO technical and financial support has been instrumental to NHIS development, including actuarial valuations that informed reforms to improve financial sustainability, redesign the benefits package, and review contribution rates through tripartite social dialogue. ILO costing of extending NHIS coverage to informal workers, particularly Social Cash Transfer (SCT) beneficiaries, has informed ongoing efforts toward Universal Health Coverage (UHC). Despite progress, Zambia has not yet ratified ILO Convention No. 102. Ratification would strengthen accountability, consolidate reforms and support provision of a comprehensive social protection package. The ILO supported a gap analysis between national legislation and Convention No. 102 standards, validated by social partners, and the Tripartite Consultative Labour Council has endorsed ratification. Once ratified, Zambia would report regularly on progress, strengthening momentum for continued reform.

Systems and implementation progress

The Flagship Programme supported sustained improvements in institutional and administrative capacity, particularly within NHIS. Actuarial analysis and social dialogue strengthened the technical basis for reform and reinforced tripartite governance. Identified data management gaps were addressed through the establishment of real-time NHIS dashboards integrating data on membership, contributions and claims.

Enhanced analytics now support fraud detection, cost control and improved financial sustainability.

Actuarial work also revealed limitations in interoperability between NHIS data systems. To address this, the National Health Insurance Management Authority (NHIMA) and the ILO, with support from GIZ's Digital Convergence Initiative, are implementing system enhancements, potentially through adoption of the openIMIS²⁶ platform. This work aims to strengthen internal systems as a foundation for broader interoperability across social protection registries, particularly to support informal economy coverage. Administrative coordination has also improved through the Single Window Initiative (SWI), introduced in 2018 with ILO support to reduce fragmentation in service delivery. The SWI integrates front-office and back-office functions at district and community levels, providing a common entry point for beneficiaries and improving coordination across programmes. Following initial pilots in six districts, the SWI has expanded to over 47 districts. An automated Single Window Management Information System has been developed, with web-based and mobile platforms, and is being aligned with the planned National Social Registry.

Capacity building through the TRANSFORM²⁷ programme underpins SWI expansion and broader policy development. TRANSFORM training has supported national and sub-national officials, including during preparation of the 2025 NSPP, fostering a shared understanding of coordinated social protection. To ensure sustainability, government officials have been trained to scale up TRANSFORM nationally, and a degree course on social protection management has been established at the University of Zambia. Institutional strengthening has also advanced disability inclusion through digital management information systems, mobile registration and offline applications to address connectivity challenges, supporting harmonisation across social protection databases.

Coverage and adequacy outcomes

Zambia's reforms have delivered tangible gains, particularly in social health protection. **By end-2024, NHIS enrolment exceeded 4.6 million beneficiaries**, with a growing share from the informal economy. With ILO actuarial support, NHIS has also begun extending coverage to poor and vulnerable households, with financial support from the Global Fund to Fight AIDS, Tuberculosis and Malaria, initially SCT beneficiaries. **By 2025, coverage expanded to about 60,900 SCT beneficiaries in 32 districts**, improving access to healthcare without out-of-pocket payments and advancing progress toward UHC within a "cash plus" framework.

²⁶ openIMIS is an open source software to manage health financing and social protection programmes.

²⁷ TRANSFORM is an innovative capacity development initiative that strengthens individual and institutional capacity and leadership for the implementation of national social protection systems in Africa and the Arab Region.



© Marcel Crozet / ILO

However, major gaps remain. SCT coverage reaches about 1.3 million households—less than 60 per cent of the vulnerable population—and effective social insurance coverage remains below 30 per cent. Informal economy coverage under pension schemes remains limited, with fewer than 50,000 self-employed contributors enrolled. Inconsistencies across social insurance contribution records indicate enforcement and coordination challenges.

Sustaining and scaling progress will require continued extension strategies for informal workers, stronger linkages between contributory and non-contributory schemes, and a comprehensive financing strategy.

Long-term sustainability of NHIS coverage for poor households will depend on domestic financing through the national budget. The Cabinet-endorsed “cash plus” framework and the NSPP provide a strong foundation for continued reform but sustained technical and financial support will be critical for Zambia to achieve universal social protection.

These results were made possible through financing support from the European Union, Governments of Ireland, Sweden, the United Kingdom, the National Pension Scheme Authority (NAPSA) of Zambia, and donors to the UN Partnership on the Rights of Persons with Disabilities (UNPRPD). Visit our [country page](#).

2.4. 2025 results

Beyond the country highlights presented above, 2025 also saw important progress across the broader portfolio of 50 priority countries supported under the Flagship Programme. The following section summarizes key results achieved during the year in additional countries, reflecting continued advances in institutional reform, coverage expansion and system strengthening.

2.4.1. Step 1: Adopting national policies and strategies

In 2025, step 1 was carried out and achieved (with the adoption of a national social protection policy or strategy) in 10 countries including Angola, Jordan, Paraguay, Senegal and Zambia, which were described in previous section. The results achieved in the five other countries are briefly presented below:

Cambodia

In February 2025, the Royal Government adopted, with ILO support, the National Social Protection Policy Framework 2024–2035. The framework establishes a sector-wide policy vision and strategic direction to guide the development and coordination of social protection programmes in the decade following its adoption.

These and other results achieved during the second phase were made possible through financing support from the European Union, Governments of China, Germany, donors to the UN Joint SDG Fund and the UN Global Accelerator on Jobs and Social Protection for Just Transitions, the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA), and the ILO Regular Budget Supplementary Account (RBSA). Visit our [country page](#).

Cabo Verde

On 29 April 2025, the tripartite Board of Directors of the National Social Protection Institute (INPS) adopted a communication plan for the extension of social protection to informal economy workers, covering the period 2025–2030. The plan is based on an ILO assessment of coverage gaps among informal workers and defines targeted communication approaches and channels, including engagement through workers' organizations and digital tools, to improve awareness of access procedures and social protection entitlements.

These and other results achieved during the second phase were made possible through financing support from the European Union, Government of Portugal and donors to the UN Global Accelerator for Jobs and Social Protection for Just Transitions and the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA). Visit our [country page](#).

Indonesia

In February 2025, the Government of Indonesia adopted, with ILO support, the National Mid-Term Development Plan 2025–2029 (RPJMN 2025–2029), which positions social protection as a core pillar of national development and sets a medium-term target to increase social insurance coverage from 29.77 per cent to 43.92 per cent by 2029. The adoption of the RPJMN establishes a sector-wide strategic framework guiding the expansion of social protection and social insurance as part of the country's broader development agenda.

These and other results achieved during the second phase were made possible through financing support from the Governments of Germany and Japan, donors to the UN Joint SDG Fund, UN Global Accelerator for Jobs and Social Protection for Just Transitions, the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA) and the ILO Regular Budget Supplementary Account (RBSA), and Fast Retailing Co. Ltd. Visit our [country page](#).

Kenya

In July 2025, the Government enacted the Social Protection Act, 2025, establishing a national legal framework to strengthen governance, coordination, and administration of non-contributory social protection programmes. The Act, developed with ILO support, formalizes institutional arrangements, including the Social Protection Board and Fund, to support coherent implementation. Also in 2025, the county governments of Busia, Kisumu, and Mombasa adopted, with ILO support, county-level Action Plans for Extending Social Protection to workers in the informal and rural economy. The action plans provide localized strategic frameworks to guide coordinated implementation and inclusion of vulnerable groups at county level.

These and other results achieved during the second phase were made possible through financing support from the Governments of China, Kingdom of the Netherlands, donors to the UN Joint SDG Fund, Multi-Partner Trust Fund Kenya and Eni S.p.A.. Visit our [country page](#).

Malawi

On 23 May 2025, the Government adopted a new National Social Protection Policy (2024–2029), developed with ILO support. The policy provides an updated sector-wide framework to strengthen coherence, coordination, and implementation of social protection programmes across contributory and non-contributory schemes.

These and other results achieved during the second phase were made possible through financial support from the Governments of Ireland and donors to the UN Global Accelerator on Jobs and Social Protection for Just Transitions and the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA) Visit our [country page](#).

2.4.2. Step 2: Designing and reforming social protection schemes

In 2025, step 2 was carried out and achieved (with the adoption of national social security laws or bylaws enacting a scheme's design or reform) in 7 countries including Angola, Viet Nam and Uzbekistan, which were described in the previous section. The results achieved in the four other countries are briefly presented below:

India

In August 2025, the State of Karnataka adopted the Karnataka Platform-Based Gig Workers (Social Security and Welfare) Bill, establishing a dedicated legal framework to extend social security protections to platform-based gig workers. Developed with ILO support, the Bill introduces a welfare board and fund as well as scheme-level provisions on registration and grievance and redress mechanisms.

These and other results achieved during the second phase were made possible through financing support from the Government of Japan and donors to the ILO Regular Budget Supplementary Account (RBSA). Visit our [country page](#).

Indonesia

In February 2025, Government Regulation No. 6/2025 was adopted expanding unemployment insurance coverage to workers whose health insurance contributions are subsidised by the Government. The reform also increased benefits to 60 per cent of wages for six months and removed the six-month consecutive employment requirement under the scheme, which

covered 14.4 million workers as of 2024. The ILO contributed by facilitating a national tripartite dialogue beginning in 2022, providing evidence-based policy analysis and technical recommendations aligned with international labour standards, and sharing these inputs with government and social partners to inform the reform process.

These and other results achieved during the second phase were made possible through financing support from the Governments of Germany and Japan, donors to the UN Joint SDG Fund, UN Global Accelerator for Jobs and Social Protection for Just Transitions, the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA) and the ILO Regular Budget Supplementary Account (RBSA), and Fast Retailing Co. Ltd. Visit our [country page](#).

Lebanon

In 2025, the Government of Lebanon expanded, with ILO support, the National Disability Allowance to cover additional eligible groups, including to Lebanese children born on or after 1 January, 2010, covering some 7,800 additional children and Lebanese persons with disabilities aged 65 and above, covering some additional 8,600 older persons. These expansions strengthen the scope and reach of the disability benefit scheme through revised eligibility and benefit provisions adopted in January and September, respectively.

These and other results achieved during the second phase were made possible through financing support from the European Union, Governments of the Kingdom of the Netherlands and United Kingdom. Visit our [country page](#).

Sierra Leone

In Sierra Leone, a new social security scheme for workers in the informal economy was established by the National Social Security and Insurance Trust (NASSIT) in July 2025, following tripartite approval of the coverage extension framework in October 2024. The ILO supported the process through development of a validated concept note, delivery of training for the National Tripartite Steering Committee, and completion of diagnostic and technical reports underpinning the scheme design.

These and other results achieved during the second phase were made possible through financing support from NASSIT of Sierra Leone. Visit our [country page](#).

2.4.2. Step 3: Improving administration and operations

In 2025, step 3 was carried out and achieved (with schemes' administration and operations implemented or enhanced) in 17 countries including Jordan, Lao PDR, Senegal and Uzbekistan, which were described in previous section. The results achieved in the 13 other countries are briefly presented below:

Côte d'Ivoire

On 1 March 2025, a temporary financing mechanism developed with ILO support came into force, extending coverage to more than six million coffee and cocoa producers via payment of their health insurance contributions through the Coffee-Cocoa Council, a national regulator for the sector. Additionally, between 1 May and 31 August 2025, a temporary decision allowed all workers in the informal economy enrolled in the universal health coverage scheme to access services and covered medicines without having paid contributions during that period. This temporary contribution subsidy—financed through a World Bank loan—was introduced with the expectation that workers in the informal economy would recognize the benefits of joining the universal health insurance system and would subsequently begin paying their contributions, even after the subsidy came to an end.

These and other results achieved during the second phase were made possible through financing support from the European Union, Government of France and Eni S.p.A. Visit our [country page](#).

Ecuador

In mid-2025, the Municipality of Quito adopted a digital platform to strengthen the administration, monitoring, and evaluation of local social protection services. Developed with support from the ILO, the platform modernizes key operational processes, including online registration of beneficiaries, eligibility assessment, allocation of service slots, and follow-up, and integrates a vulnerability index and a costing tool to improve targeting and financial management of social services.

These and other results achieved during the second phase were made possible through financing support from the European Union, donors to the UN Joint SDG Fund and the Ecuadorian Social Security Institute (IESS). Visit our [country page](#).

Egypt

In 2025, the Government of Egypt endorsed, with ILO support, the actuarial valuation report for the social insurance and pension system, thereby fulfilling a legal requirement to regularly assess and monitor the system's financial sustainability. The endorsement institutionalizes actuarial review as part of system governance and provides an evidence base to inform future measures to strengthen the financial management and long-term sustainability of the social insurance system.

These and other results achieved during the second phase were made possible through financing support from the European Union, Governments of Germany and Kingdom of the Netherlands and donors to the UN Joint SDG Fund. Visit our [country page](#).

India

In 2025, the Ministry of Labour and Employment strengthened, with ILO support, national systems for social protection statistics and data verification. The institutional improvements enhance governance, monitoring, and use of evidence to track social protection coverage and inform policy decisions.

These and other results achieved during the second phase were made possible through financing support from the Government of Japan and donors to the ILO Regular Budget Supplementary Account (RBSA). Visit our [country page](#).

Iraq

In July 2025, the Federal Government of Iraq finalized a Social Protection Expenditure Review (SPER) and a Fiscal Space Analysis (FSA), which examined social protection spending and identified financing gaps and policy options to strengthen the sustainability of the social protection system. The ILO contributed technical expertise on contributory social insurance and pensions and supported the design and implementation of a national awareness campaign on social insurance, which was launched to inform workers and employers about their rights and obligations.

These and other results achieved during the second phase were made possible through financing support from the European Union. Visit our [country page](#).

Kenya

In November 2025, the National Social Security Fund adopted a Digital Strategy and Digital Transformation Roadmap, marking a significant step in strengthening its governance and administration capacities. Similarly, a data quality assessment was conducted, leading to the development of a Data Improvement plan and Data Governance Framework during the same period, intended to enhance data integrity and support more efficient and transparent service delivery.

These and other results achieved during the second phase were made possible through financing support from the Governments of China, Kingdom of the Netherlands, donors to the UN Joint SDG Fund, Multi-Partner Trust Fund Kenya and Eni S.p.A. Visit our [country page](#).

Lebanon

In 2025, Lebanon strengthened, with ILO support, governance and coordination mechanisms for implementation of the National Social Protection Strategy, including formal steering and technical structures. The measures improve oversight and inter-institutional coordination for operational follow-through.

These and other results achieved during the second phase were made possible through financing support from the European Union, Governments of the Kingdom of the Netherlands and United Kingdom. Visit our [country page](#).

Morocco

In November 2025, the Government of Morocco endorsed, with ILO support, an actuarial assessment of the unemployment insurance scheme for salaried workers. The endorsement institutionalizes financial monitoring to strengthen governance and sustainability of scheme operations.

These and other results achieved during the second phase were made possible through financing support from the Governments of Belgium, Germany, Luxembourg and Spain. Visit our [country page](#).

Mozambique

On 14 October 2025, the Government of Mozambique adopted, with ILO support, a new Statistical Bulletin for Social Protection, strengthening national capacity for monitoring, reporting and evaluation of social protection performance and coverage.

These and other results achieved during the second phase were made possible through financing support from the Governments of Ireland, Kingdom of the Netherlands, Portugal, Sweden and the United Kingdom. Visit our [country page](#).

Philippines

In May 2025, the Department of Social Welfare and Development (DSWD) adopted the assessment of the DSWD Academy, developed with support from the ILO and ITCILO, into its strategic planning and institutional training initiatives, including operational recommendations for curriculum development and service delivery optimisation. The DSWD Academy supports the capacity-building of local governments units, through the local social welfare and development office, on delivering social protection measures (for example, conditional cash transfer programme to support children's health and education, social pension, social amelioration measures).

These and other results achieved during the second phase were made possible through financing support from donors to the UN Joint SDG Fund, the UN Global Accelerator on Jobs and Social Protection for Just Transitions, the Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA), and the ILO Regular Budget Supplementary Account (RBSA). Visit our [country page](#).

Rwanda

In Rwanda, pension contributions were increased and pensions revalued, including the minimum pension, with effect from January 2025, improving scheme sustainability for 814,000 contributors and benefit adequacy for 58,115 pensioners. The ILO supported these reforms through capacity building and policy dialogue with the Rwanda Social Security Board on multi-pillar pension design, aligned with international standards.



© ILO

These and other results achieved during the second phase were made possible through financing support from the Governments of Belgium, Germany and Luxembourg and donors to the UN Global Accelerator on Jobs and Social Protection for Just Transitions. Visit our [country page](#).

Suriname

In March 2025, the Government established the National Social Protection Strategy (NSPS) Monitoring Commission to oversee implementation of the NSPS, developed and adopted with ILO support in 2024, and to strengthen coordination across social protection programmes. This outcome was supported by ILO technical assistance, including a Social Protection Expenditure Review (SPER) and system review and capacity building activities for representatives of more than 25 different institutions and organisations including social security and other national authorities, workers' and employers' organizations, development partners, and international financial institutions.

These and other results achieved during the second phase were made possible through financing support from the ILO Regular Budget. Visit our [country page](#).

Timor-Leste

In July 2025, the first Statistical Bulletin on Social Protection (2017–2024) was launched to consolidate administrative data into an integrated and accessible source on social protection coverage, adequacy and expenditure. The ILO supported this achievement through targeted technical training for the Ministry of Social Solidarity and Inclusion (MSSI), National Social Security Institute (INSS), and National Institute of Statistics of Timor-Leste (INETL), as well as validation and technical seminars in addition to direct support for the bulletin's production. The publication lays the groundwork for continued statistical reporting to strengthen social protection monitoring, advocacy and future policymaking.

These and other results achieved during the second phase were made possible through financing support from the European Union, Governments of Germany and Portugal. Visit our [country page](#).



► 3. Priority thematic areas

The Flagship Programme supports the three-step approach at country level by providing specialized knowledge on thematic areas in order to support Member States in building national social protection systems that are universal, comprehensive, sustainable

and adequate. The Strategy of the Flagship Programme had identified priority thematic areas focused on realizing the human right to social security for all and for building and strengthening social protection systems (table 5).

► Table 5. Thematic areas prioritized in the second phase of the Flagship Programme	
Realizing the human right to social security for all ²⁸	Robust and sustainable social protection systems
► Expanding social health protection towards universal health coverage (including health, maternity, sickness and long-term care). ► Unemployment protection. ► Old-age pensions. ► Extending social security to workers in the informal economy and protecting workers in all types of employment. ► Disability-inclusive social protection systems. ► Social protection for migrants, refugees and host communities. ► Just transition to a more environmentally sustainable economy and society. ► Leveraging social protection to promote gender equality.	► Inclusive and effective social dialogue. ► Building national systems of social protection statistics and monitoring and evaluation frameworks. ► Financing social protection. ► Building rights-based social protection systems (including a ratification campaign). ► Financial governance and sustainability – actuarial valuations. ► Digital transformation. ► Adaptation of social protection systems to new and emerging challenges. ► Culture of social protection.

For each of the thematic areas, the Flagship Programme supported:

- The development of policy and technical methodologies and tools aligned with the principles enshrined in the international social security standards and good practices collected from around the world.
- The provision of specialized technical support and capacity-building on these thematic areas in the

50 priority Flagship Programme countries as well as other countries on request.

- The development or consolidation of the Technical Services Facility (TSF) to provide on-demand and timely specialized services.
- The documentation of relevant country experience, including drawing useful lessons learned.
- The following section reports on key achievements and results achieved on nine thematic areas.

3.1. Social health protection

The ILO's work on expanding social health protection contributes to both universal health coverage and universal social protection. The area of work under social health protection within the Flagship Programme includes work on a range of social protection benefits, such as access to healthcare services and long-term

care services without hardship and the expansion of coverage for cash benefits in case of illness or maternity. This area of work has been made possible through the support of the Governments of Belgium, France, Japan, Luxembourg and Switzerland, as well as Eni S.p.A.

²⁸ Other branches of social security (child and family benefits, maternity, invalidity and so on) are still covered by the Flagship Programme and supported through country projects, although this second phase will not develop a specific approach on them.

3.1.1. Rational and relevance

The right to social health protection is not yet a universal reality. Despite laudable progress, barriers to healthcare access remain in the form of out-of-pocket health expenditure incurred by households, physical distance, limitations in the range, quality and acceptability of health services, long waiting times linked to shortages and unequal distribution of health and care workers, and opportunity costs such as lost working time not compensated by sickness or maternity cash benefits.

The extension of social health protection is a priority to improve access to care, prevent and reduce poverty, and improve productivity. Each year, 100 million people fall into poverty as a result of health care spending, and 800 million spend at least 10 per cent of the household budget on health care, a situation that disproportionately affects the poorest. Out-of-pocket expenditure on healthcare is increasing globally and pushed 1.3 billion people into poverty in 2019.²⁹ Collective financing, broad risk pooling and rights-based entitlements are key conditions to support effective healthcare access for all in a shock-responsive manner.

Though legal coverage has progressed, with a majority of countries in the world that recognize the right to access healthcare without financial burden, effective coverage remains uneven across income groups, with less than one in five persons covered by a social health protection scheme in low-income countries. Coverage gaps for sickness, maternity and long-term care benefits are even wider, and some countries rely on voluntary mechanisms and/or employer liability, rather than mandatory or automatic mechanisms which are more robust in providing effective protection.

3.1.2. Progress to date

3.1.2.1. Global technical support

Since 2021, the ILO produced new statistical indicators for monitoring social health protection in the World Social Protection Reports 2020–22 and 2024–26, with a view to monitor progress in legal and effective social health protection coverage and thereby support global monitoring efforts on universal social protection and universal health coverage SDG targets.

Partnerships remained central to joint advocacy, notably with the [P4H Network](#) on health financing and social health protection, [Connect Social Health Protection Asia](#), Universal Health Coverage 2030 (UHC2030), the Special Initiative on the Social Determinants of Health, The Stop TB Partnership and the UN Inter-Agency Task Team on social protection and HIV:

► At the global level, through the P4H Technical Exchange Group (TEG), the ILO advanced intersectoral dialogue on social health protection and health financing in the context of ageing, vulnerable populations, tuberculosis and other global epidemics and climate change, while supporting the P4H Network through country and regional focal points. The TEG launched a work stream on pandemics preparedness and response. In 2023, the ILO convened a TEG meeting on Pandemic Prevention, Preparedness and Response (PPPR), which shared lessons learned from the HIV and TB epidemics as well as the COVID-19 pandemic. It revealed that preparedness, prevention and response cannot simply focus on biomedical measures and needs to be completed by social protection interventions. Social protection programmes that facilitate access to health care services as well as income security in case of sickness and quarantine are crucially needed. The three days of exchanges led to the [adoption of a joint statement](#) by USP2030, P4H, ILO and World Health Organization (WHO). The ILO and WHO jointly marked [Universal Health Coverage Day 2024](#) with a global discussion on integrating health, social protection and occupational safety and health for informal economy workers.

► The P4H TEG and other partners such as the International Social Security Association, the International Association of Mutual benefit societies and the West African Economic and Monetary Union committees on mutuals and UHC were engaged to discuss the role of mutuals within national social protection systems and their contribution to health financing. Several conferences and webinars were organized at the regional level during the course of 2023–25, including a regional conference on social health protection in Niger with WHO and ENABEL. Discussion were the basis for the development of the [working paper](#) and [article](#) on the role of mutuals in national social health protection systems. Those South-South exchanges led to a number of partnerships across countries as well as to the adoption of a West African Economic and Monetary Union (WAEMU) roadmap for the effective delegation of identified administrative tasks to mutuals by national health insurance agencies.

► In 2024, the ILO served as Secretariat of the Connect Asia Network, expanding membership by five new members. In 2021, the ILO launched the [Asia-Pacific regional report](#) on social health protection at a high-level event co-organized by Connect and the UN Issue-based coalition on social protection with over 300 participants. The partnership with Mahidol University's master's programme on primary health care management and social health

29 World Bank; World Health Organization. [Tracking Universal Health Coverage : 2023 Global Monitoring Report - Executive Summary \(English\)](#), 2023.



©adagency

protection gained momentum. A Memorandum of Understanding between ILO and Mahidol University was signed in 2019 and renewed in 2024. The ILO provided technical lectures to the masters' programme and fellowships for students from Cambodia, Indonesia, Lao PDR and Viet Nam. The Connect network also supported the development of regional research products, in particular on [Fostering inclusion: Advancing social health protection for persons with disabilities in Cambodia, the Lao People's Democratic Republic and Viet Nam](#).

- In Western and Central Asia, several exchanges were co-organized with the WHO as part of the P4H Network. Knowledge exchanges focused on ongoing social health protection (and broader health systems) reforms in the region. Following those exchanges, social health protection institutions requested a comparative report on the model of the one produced for Asia-Pacific, which was [developed and published in English and Russian in 2024](#).

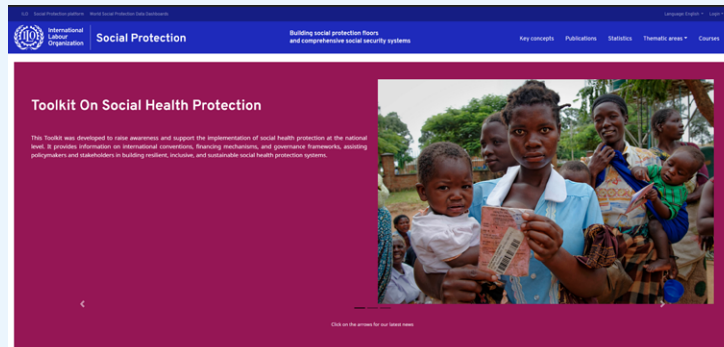
In addition to the partnerships across the social protection and health sectors, an important area of work developed at the global and country levels in 2021–25 was the integration of refugees and other forcibly displaced persons in social health protection schemes of host countries. In 2020, ILO and UNHCR created a joint position on social health protection to scale-up their joint engagement at global, regional and country levels to advocate and facilitate the integration of refugees in social health protection schemes. In the period 2021–25, the joint work with UNHCR has yielded significant results at various levels. It allowed the organizations to implement at scale a [joint methodology](#) to conduct inclusion studies and effectively support their implementation. Tangible results were obtained in countries that are universalizing health insurance such as Egypt and Ethiopia where ILO and UNHCR were able to advocate for piloting refugee integration in a stepwise approach that matches current policy reforms. It was possible to leverage these results in

advocacy through dedicated [P4H webinar series](#), the Global Refugee Forum annual sessions as well as the group of friends for the Health of Refugees co-hosted by UNHCR and WHO. With the support of the PROSPECTS partnership, the Flagship Programme was able to draw [important lessons](#) on ILO operations in forced displacement contexts and the central role of social health protection operations was underlined as an entry point of choice for broader integration into national social protection systems.

Capacity building remained a core part of the work. The yearly course on social health protection developed in partnership with ITCILO was delivered in a hybrid format in three languages, it involved guest lecturers identified through the P4H and Connect networks. The course curriculum was adapted to further respond to the needs of social health protection institutions and a Massive Open Online Course (MOOC) was launched in 2025. Further tailored capacity building was delivered at country level, to support ILO constituents to administer, monitor, and evaluate social health protection benefits, thus improving the ability of national stakeholders to progressively expand systems towards universality, adequacy, comprehensiveness, and sustainability. The course was adapted to the national context and delivered to cross-ministerial and cross-institutional cohorts in Ethiopia, the Democratic Republic of the Congo, Zambia and Tanzania.

Global research also explored linkages between social health protection and occupational health, resulting in the publication [Bridging Social Protection and Occupational Health to Advance Sustainable Development Goals](#) as well as three case studies developed with institutions across social health protection and occupational safety and health in Colombia, Madagascar and Vietnam. The research results were broadly disseminated, including through the Regulating for Decent Work global research conference and a [peer-reviewed article](#) published in the International Social Security Review.

► Key publications and tools on social health protection



The Flagship Programme supported the development of global tools on social health protection, in particular the launch of the [ILO Toolkit on Social Health Protection](#), a one-stop-shop for all ILO resources and tools on social health protection destined to practitioners and social partners who wish to expand their knowledge base on the subject.



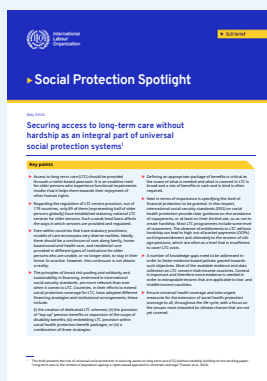
- Report: [Making universal social protection a reality for people living with, at the risk of, and affected by HIV or Tuberculosis](#)



- Report: [Extending social health protection: Accelerating progress towards Universal Health Coverage in Asia and the Pacific](#)



- Brochure: [Maximizing the positive health impacts of social protection for epidemic and pandemic prevention, preparedness, and response: Emerging principles.](#)



- ILO brief: [“Securing access to long-term care without hardship as an integral part of universal social protection systems”.](#)

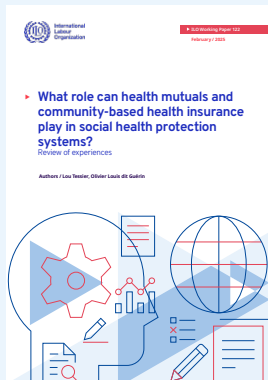


- ILO brief: [“Universal social protection for healthy ageing”.](#)



- ILO brief: [“Universal social protection for all carers: A necessity for securing long-term care in the context of population ageing.”](#)

► Key publications and tools on social health protection (cont.)



- ILO working paper No. 122: [“What role can health mutuals and community-based health insurance play in social health protection systems?”](#)



- Report: [“Bridging Social Protection and Occupational Health to Advance Sustainable Development Goals”](#).



- Report: [Fostering inclusion: Advancing social health protection for persons with disabilities in Cambodia, the Lao People's Democratic Republic and Viet Nam.](#)



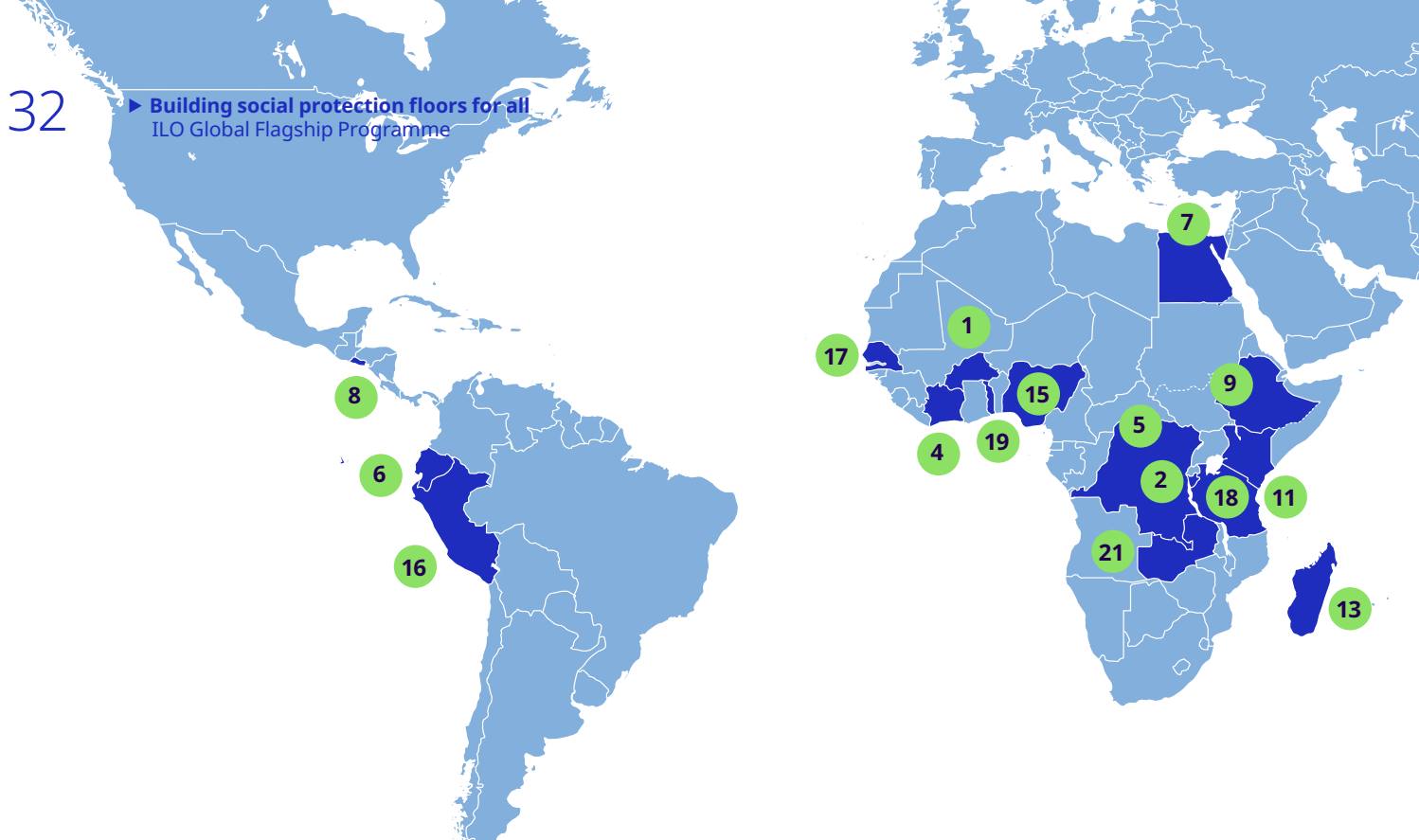
- ILO Working Paper No. 82: [“Long-term care in the context of population ageing: a rights-based approach to universal coverage”](#).



- International Social Security Review: [“Long-term care in the context of population ageing: What role for social protection policies?”](#)



- ILO fact sheet: [“Costa Rica: Ensuring universal health protection”](#).



3.1.2.2. Country support activities

1 Burkina Faso

Since 2021, the ILO has supported the design and rollout of Burkina Faso's Universal Health Insurance (RAMU/CNAMU), including legal input to key decrees, an extension strategy to the informal economy, actuarial evaluation and capacity building, contributing to enrolment of over 300,000 people.

2 Burundi

In 2024, the ILO supported the finalization of a new financing strategy for universal health coverage.

3 Cambodia

From January 2024 to April 2025, enrolment in the Voluntary Health Insurance scheme rose to 680,000 from 99,000. This growth was supported by ILO technical assistance for scheme design, implementation, capacity building and enrolment awareness campaigns.

4 Côte d'Ivoire

Exceptional financing enacted in March 2025 enabled over six million coffee and cocoa producers to access health insurance, with contributions paid by the Coffee and Cocoa Council. The ILO supported the National Health Insurance Fund (CNAM) in this initiative through sector partnerships, social dialogue and development of beneficiary feedback mechanisms.

5 Democratic Republic of the Congo

In 2023, the ILO supported progress toward universal social health protection by contributing to a roadmap for implementing the national UHC strategy, including through capacity-building on governance and implementation and providing technical analysis on system design and financial feasibility.

6 Ecuador

In 2021 and 2022, capacities of officials within national social health protection institutions were supported through ILO interventions.

7 Egypt

In 2023, the ILO supported Egypt's efforts to extend universal health insurance by jointly assessing, with UNHCR, the feasibility of including refugees in the UHI scheme and providing technical inputs on improving the scheme's attractiveness for informal economy workers.

8 El Salvador

In 2023, the ILO delivered the actuarial valuations to the Salvadoran Social Security Institute (ISSS) for the Health and Professional Risk Regimes prepared through a technical cooperation project.

9 Ethiopia

In 2023, the ILO, with UNHCR, assessed the feasibility of enrolling

urban refugees in Ethiopia's community-based health insurance scheme, showing inclusion is viable. In 2024, the ILO trained policymakers and administrators on monitoring performance, financing strategies and overcoming barriers to coverage extension.

10 India

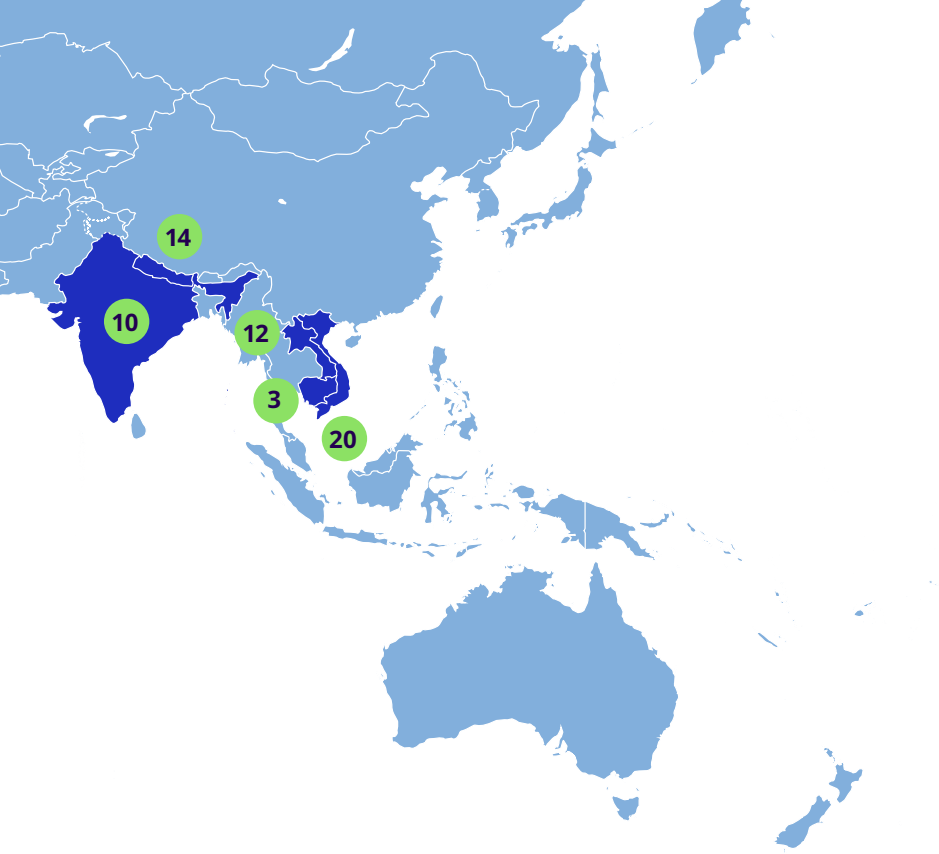
In 2022, the ILO supported the development of a strategy to reach workers in the informal and rural economies and their families who are excluded from social health protection coverage.

11 Kenya

The ILO supported strategies to extend coverage to rural and informal workers and assessed feasibility of a universal maternity cash benefit in 2021–23. In 2024, the ILO supported the transition to the new social health insurance law through technical advice and coordinated One UN support.

12 Lao PDR

In 2023, the ILO supported revision of the Health Insurance Law through legal, actuarial and operational inputs, including tools for claims management and capacity building. In 2024, ILO support contributed to amendments improving coverage, reimbursement rates and copayment policies.



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

13 Madagascar

The ILO supported strategies to extend social health protection to informal and rural workers in 2021 and co-organised dialogue leading to an interministerial UHC roadmap adopted in 2022. In 2023, the ILO supported a National Social Security Fund (CNaPS) pilot on health coverage for pensioners through knowledge sharing on mutuals.

14 Nepal

The ILO published a report in 2023 assessing the state of social health protection and recommending institutional reforms. In January 2025, the ILO supported a study tour and workshop on openIMIS and social health insurance, organised with Expertise France and GIZ.

15 Nigeria

In 2021, ILO supported revision of the National Social Protection Policy (2021–25), which contributed to operationalising the Basic Healthcare Provision Fund, providing non-contributory health coverage to over 1 million people. In 2025, ILO training supported NHIA and four states to adopt a roadmap to extend coverage to informal workers.

16 Peru

In 2021, the ILO strengthened actuarial capacity in social health insurance, conducted actuarial and financial impact analyses of

maternity benefit reforms in 2023, and supported financial reviews of police and private health insurance schemes in 2024.

17 Senegal

The ILO supported operationalization of the National Social Mutual of Artisans (MSNAS) activating 14 regional units in 2024, with healthcare services being provided in clinics throughout the country.

18 Tanzania

In 2021–22, the ILO supported design of the legal framework for social health insurance, contributing to adoption of the Universal Health Insurance Act in 2023. In 2025, the ILO delivered capacity building on SHP and actuarial modelling to support UHI implementation in Mainland Tanzania and Zanzibar.

19 Togo

In 2021–22, the ILO supported operational strategies to close health coverage gaps and provided technical support for implementing universal health insurance and increasing social protection financing with the Ministry of Finance. In 2024, ILO support focused on sustainable financing and inclusion of informal and rural workers in line with international standards.

20 Viet Nam

In 2021–22, the ILO supported revision of the Health Insurance Law through policy impact assessments, reform options on targeted public subsidies, compliance within the formal sector, beneficiary registration and delivery of benefits, and facilitation of social dialogue among government and social partners to expand the scope of benefits and network of providers.

21 Zambia

In 2023, the ILO supported the National Health Insurance Management Authority (NHIMA) with actuarial and claims analysis of the National Health Insurance Scheme. Based on ILO costing analysis and social dialogue, coverage was extended to 85,000 social assistance beneficiaries through the Global Fund to Fight AIDS, Tuberculosis and Malaria, which, together with the ILO, also provided joint training to strengthen NHIMA's M&E system.

The Flagship Programme's thematic support on social health protection and long-term care is closely linked with the support provided through the Global Accelerator, where pathfinder countries have identified this as a priority acceleration point. This includes, for example, Pakistan, where a UN Joint Flagship Programme will strengthen the healthcare workforce for increased quality of care, and extend social protection to healthcare workers. In Indonesia, the Global Accelerator supports the development of recommendations on long-term care, with the aim of developing a long-term care strategy for the country.

3.1.3. Looking ahead

Almost two thirds of the global population is effectively protected by a health protection scheme, but this proportion is lower than a quarter in low- and lower-middle- income countries. Further, data shows that coverage extension has stalled globally since 2020, showing important implementation gaps. Enhanced legal and effective protection data should be a priority for monitoring progress on coverage and adequacy. This necessary improvement includes the systematic collection of data disaggregated by sex, age, place of residence, disability, migratory status, income levels and

socio-economic conditions to track progress on equity.

Stronger linkages and better coordination between access to medical care and income security are urgently needed to address key social determinants of health equity. The mounting climate crisis is directly impacting people's health, while also exacerbating existing socio-economic inequalities, which act as powerful determinants of health equity. Important mega-trends impact social health protection schemes such as ageing, social inequality, informal work or heightened health security issues. With respect to population ageing, an important area of work following the ILC discussion on the care economy is on long-term care and its interplay with social health protection and old age pension schemes (box 1).

At the country level, studies that have been conducted on the working population as well as on the general population have shown that workers and their families highly value social health protection and it is seen in many countries as the first step towards universal social protection systems. Strong social demand and high perceived value from employers and workers alike justify the continuation of this thematic focus in the third phase of the Flagship Programme.

► Box 1. Long-term care

Long-term care is an integral component of universal social protection systems and a key contribution to ageing in dignity. As population ageing accelerates worldwide, social protection systems should work on three synergetic axes: (i) Extend coverage of social protection benefit throughout the life cycle to tackle the social determinants of health equity in old age, (ii) Guarantee access to long-term care without financial hardship and (iii) Secure social protection for all carers across paid and unpaid care.

In Indonesia, the ILO is currently supporting the Government in strengthening long-term care and broader care economy policies in line with the Long-term National Development Plan 2025–45 and the Care Economy Road Map 2025–45, with the aim of expanding social protection coverage, improving income and job security during maternity and parental leave, professionalizing care work, including domestic and long-term care workers — and developing sustainable financing and regulatory frameworks for care services.

3.2. Digital transformation of social protection systems

Good governance of social protection systems requires adequate technical and administrative capacity, as well as integrated planning and management processes. In an increasingly digital environment, robust information management systems (MIS) are essential to support coordination, interoperability and effective delivery across social protection institutions.

Under the second phase of the Flagship Programme (2021–25), the ILO has provided support in strengthening digital capabilities to improve governance, administrative efficiency, coordination across institutions and access to social protection

through information and communication technology (ICT)-based solutions that enhanced service delivery and a more responsive and accessible beneficiary experience, while strengthening public trust and reducing errors and fraud. This area of work has been made possible through the support of the European Union and the Governments of China, Germany and Portugal.

3.2.1. Rationale and relevance

Digital transformation is essential for effective, inclusive, and sustainable social protection systems.

Interoperable digital systems reduce costs for beneficiaries, enhance operational integrity, and ensure inclusive, gender-responsive access. Well-designed systems support accurate beneficiary identification, timely payments, and accountability while generating essential data for policy design, monitoring and evaluation, and continuous improvement.

Despite advancements made toward more holistic social protection systems, delivery mechanisms and data remain fragmented. Integrating management information systems, redesigning and reforming programmes, and strengthening operational capacity are essential to expanding coverage and improving service quality. Digital transformation addresses these challenges while also reducing administrative costs, enhancing transparency, and enabling more coordinated and efficient benefit delivery.

The importance of digital transformation was highlighted during the second phase of the Flagship Programme (2021–25) particularly in response to the COVID-19 pandemic. Countries with functional digital systems were able to scale up social protection responses, adapt programmes, and maintain continuity of benefits. In contrast, limited infrastructure and weak interoperability constrained many systems, particularly those serving workers in the informal economy and other traditionally excluded groups. To address these challenges, the Flagship Programme has supported many countries to kickstart or further leverage the digital transformation of their social protection administrations.

3.2.2. Progress to date

3.2.2.1. Global technical support

During the second phase of the Flagship Programme (2021–25), the ILO provided continuous support to countries, strengthening the digital infrastructure of national social protection systems and improving operational efficiency. This support promotes the institutional, organizational and technological adjustments necessary for all stakeholders to effectively benefit from more accessible and responsive public social protection systems. Information and data management technologies greatly enhance service delivery capacity. Together with strong legal, policy, and financing frameworks, they are essential for realizing the right to social protection for all.

The ILO has been providing technical support to its constituents, aiding them in designing context-specific solutions. This support ranges from producing diagnostic reports on existing business processes and practices to developing implementation plans that provide guidance on actionable steps toward digital transformation and implementation. Additionally, the ILO provides technical advice on the governance and management of data-driven systems and policies.

Significant progress was also made in capacity building and knowledge development under the Flagship Programme. The ILO supported the development

or enhancement of social protection management information systems (MIS) in countries such as Burkina Faso, Moldova, Nepal and Nigeria, and strengthened social protection observatories for data presentation and analysis in Timor-Leste and Uzbekistan. To consolidate and scale up these efforts, the ILO developed a Digital Transformation e-learning course at the ITCILO and, in 2024, in collaboration with GIZ and the OpenIMIS global programme, designed a training programme on the design, planning and implementation of social protection MIS. This programme was subsequently piloted between 31 March and 2 May 2025 through a joint delivery by the ILO and ITCILO, bringing together authorities from Zambia, Pakistan, Cambodia, Peru, the Kurdistan Region of Iraq and the Lao People's Democratic Republic for four weeks of virtual learning activities and an intensive in-person residency week held from 14 to 17 April 2025 in Turin.

Under the [Digital Convergence Initiative](#), the ILO leads the capacity development and training workstream to support countries implementing digital transformation projects for social protection and related public service delivery systems. In close collaboration with partners and technical experts, in 2025 the ILO developed a training curriculum focused on advancing digital transformation and interoperability in social protection. Through comprehensive, interactive and practice-oriented learning activities, participants explore foundational concepts, technical competencies and leadership approaches essential for the design and implementation of interoperable, rights-based digital social protection systems. The programme aims to strengthen institutional capacities and empower stakeholders to lead digital transformation efforts with confidence, fostering resilient, adaptive and human-centered systems capable of responding to both current and future social protection needs. The training was inaugurated in October 2025 with delegations from 10 countries, including Angola, Cameroon, Chile, The Gambia, Guinea, Kosovo, Lebanon, Pakistan, Spain and Zambia, followed by national rollouts in Chile, Peru and Cambodia, and will continue to be implemented in the coming years.

Multi-country knowledge exchange was further promoted through study visits and technical workshops, including a regional learning visit to Nepal, where participants from Zambia, Senegal and Ethiopia explored Nepal's National Health Insurance system and its claims management processes.

Through its involvement in interagency platforms such as USP2030 and SPIAC-B, the ILO has promoted a coherent, standards-based approach to digitalization that emphasized interoperability, data governance, and institutional coordination. In 2025, interoperability standards for [disability registries](#) and [social registries](#) and, in 2024, standards for [integrated beneficiaries registries](#) were developed with ILO support and released following endorsement by the USP2030 partnership. The Flagship Programme has also strengthened its collaboration with international financial institutions and UN partners, aligning digital social protection reforms with broader digital public infrastructure initiatives.

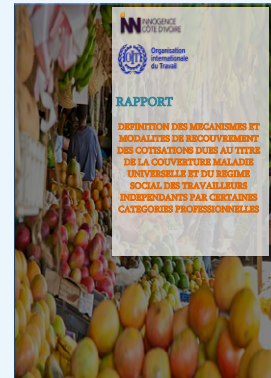
► Key publications and tools on digital transformation of social protection systems



- ILO brief: ["Strengthening Social Protection Management Information Systems \(MIS\): Findings from a Systems Review of the Social Security Fund, Nepal"](#).



- Brochure: [Digital Convergence USP2030](#).



- Report: [Définition des mécanismes et modalités de recouvrement des cotisations dues au titre de la CMU et du RSTI par certaines catégories professionnelles](#).



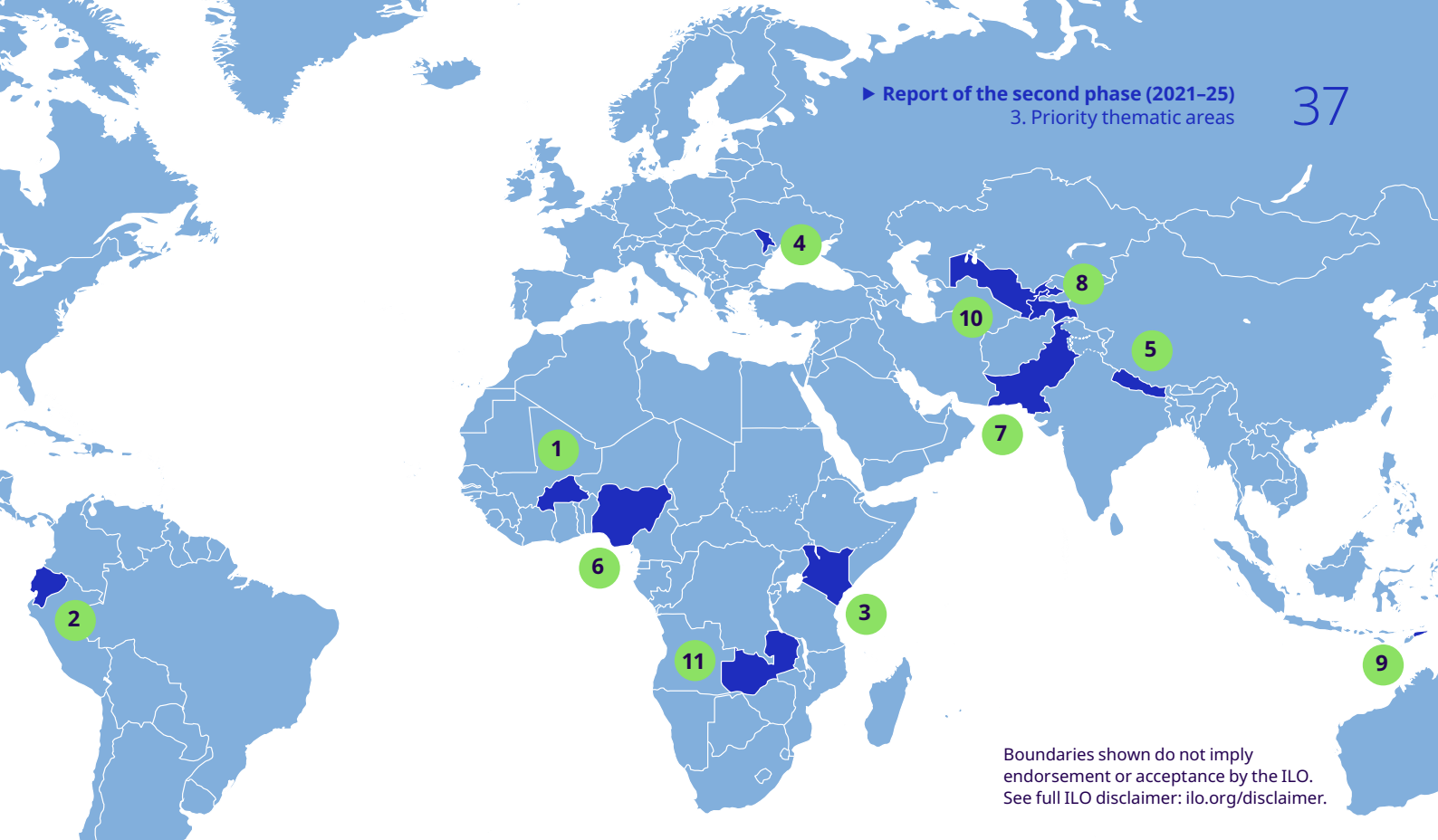
- Report: [Extending social protection in times of crises: The data revolution](#).



- Guide SPIAC-B: [Implementation Guide – Good Practices for Ensuring Data Protection and Privacy in Social Protection Systems](#).



- DCI brief: ["Linking social protection and public employment services through system interoperability"](#).



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

3.2.2.2. Country support activities

- 1 Burkina Faso**
In 2024, the ILO supported implementation of a digital management information system for the National Universal Health Insurance Fund (CNAMU) based on the OpenIMIS open-source platform.
- 2 Ecuador**
In July 2025, the ILO supported the Municipality of Quito to adopt a digital platform that strengthens the administration of local social protection services by improving beneficiary registration, eligibility assessment, monitoring, costing, and data management.
- 3 Kenya**
In 2025, the National Social Security Fund adopted a Digital Strategy and Digital Transformation Roadmap with ILO support, marking a significant step in strengthening governance and administration of social protection systems.
- 4 Moldova**
In 2024, the ILO supported the development of digital systems to simplify the declaration, registration and social security affiliation of day labourers, including an online service voucher system and an OpenIMIS-based platform enabling digital payment of social security contributions.
- 5 Nepal**
In 2025, the ILO supported the launch of a new OpenIMIS-based management information system for the Social Security Fund, strengthening registration, contribution management, interoperability with government systems, and more efficient service delivery.
- 6 Nigeria**
In 2021–22, the ILO supported the Kaduna State Contributory Health Management Authority to introduce new MIS technologies for improved health insurance operations.
- 7 Pakistan**
In 2025, the Government of Khyber Pakhtunkhwa launched a Social Protection Integrated Beneficiary Registry (IBR) with support from the ILO and GIZ consolidating beneficiary data into a single digital system linked to unique IDs, improving coordination, targeting, transparency and data-driven planning across provincial social protection programmes.
- 8 Tajikistan**
In 2024, the ILO supported the development of an MIS for the country's Agency of Social Insurance and Pensions (ASIP) including assistance in diagnosing business processes through a technical report presented to stakeholders for validation.
- 9 Timor-Leste**
In 2021–22, the ILO supported the National Social Security Institute (INSS) to develop an observatory for social protection that facilitates cross-programme data presentation, comparison and analysis.
- 10 Uzbekistan**
In 2021–22, the ILO assisted the Ministry of Finance in the development of a national social protection data observatory.
- 11 Zambia**
In 2024, the ILO supported digitalization through the Digital Convergence Initiative by helping establish a national taskforce to guide reforms and promote interoperability and convergence in line with agreed standards and guidelines.

The **Flagship Programme's** thematic support on digitalization contributes to and benefits from the **Global Accelerator's** priority interventions in select pathfinder countries, such as in the Philippines (supporting a just digital transition for workers in the transportation sector), Rwanda (extension of social protection in the creative and digital industries), Senegal (automatic affiliation of the workers along digital value chains and clients of mobile network operators) and Cambodia (digitalization of public services including social protection).

3.2.3. Looking ahead

In the third phase of the Flagship Programme, digital transformation will remain a critical focus as countries seek to expand social protection coverage, while navigating increasingly complex economic, labour market and demographic transitions. As social protection systems grow in scale and scope, digital solutions, including the responsible use of emerging technologies such as artificial intelligence, are essential to ensuring coherence across schemes and institutions, strengthening administrative and financial governance and enabling effective coordination across government actors. AI-enabled tools may also support the modernization of social protection administration, for example in claim processing and reviews, document scanning and medical record management, citizen communication through chatbots and strengthened fraud detection mechanisms.

In this context, digital systems play a critical role in supporting evidence-based policymaking through improved data availability, enhanced monitoring and evaluation, and real-time operational insights. They also enhance system responsiveness and resilience, enabling

governments to better anticipate, absorb and respond to economic, climate-related and societal shocks. At the same time, technological change including the growing use of AI is reshaping labour markets and creating new forms of employment, some of which may fall outside existing contributory and non-contributory schemes unless social protection systems are able to adapt their design, financing and coverage approaches.

Safeguarding personal data, promoting inclusive and accessible service delivery, and addressing persistent digital divides should find a strong emphasis in the third phase. Particular attention will also be needed to ensure that the use of digital technologies remains transparent, accountable and human-centered. These dimensions are essential to ensuring that digital transformation strengthens, rather than undermines, rights-based access to social protection and does not generate new forms of exclusion.

Through these efforts, the third phase of the Flagship Programme will contribute to more efficient, resilient, and equitable systems, further advancing social protection floors for all.

3.3. Financing of social protection

3.3.1. Rationale and relevance

Adequate, sustainable, and equitable financing is a cornerstone of effective social protection systems. Without reliable financing arrangements, social protection schemes cannot expand coverage, ensure benefit adequacy, or respond to economic shocks and demographic change. Sound financing policies are therefore essential not only to maintain existing social protection commitments, but also to progressively realize the right to social security in line with international labour standards. However, under-investment in social protection continues to be one of the main reasons for low social protection coverage rates, particularly in low- and middle-income countries and among populations exposed to informality, poverty, fragility and climate-related risks.³⁰ Estimates show that, for low- and middle-income countries, the financing gap to achieve universal coverage of social protection floors is 3.3 per cent of GDP annually.

To ensure at least a social protection floor, low- and middle-income countries require an additional investment of US\$1.4 trillion, including US\$833 billion for essential health care and US\$552 billion for a set of five other social protection benefits (old-age, disability, child, maternity and unemployment benefits).³¹ Strengthening social protection financing is therefore

essential to expand coverage and ensure the adequacy and reliability of benefits over time. This area of work has been made possible through the support of the European Union, the Government of Germany, donors to the ILO Regular Budget Supplementary Account (RBSA) and the ILO's Regular Budget.

3.3.2. Progress to date

Under the second phase of the Flagship Programme (2021–25), the ILO has provided continuous support to its constituents to address social protection financing challenges through an integrated combination of global knowledge development, methodological tools, policy advice and country-level technical assistance. This work has been closely aligned with the Flagship Programme's rights-based approach and its emphasis on social dialogue, while supporting coherence between social protection policy objectives and broader fiscal and macroeconomic frameworks.

3.3.2.1. Global technical support

The thematic work on financing social protection during the second phase of the Flagship Programme generated several global results that advanced the evidence base

³⁰ ILO, "Closing the financing gap for universal social protection: Inputs to the Elements Paper for FfD4 2nd Preparatory Committee", 2024.

³¹ Cattaneo, U., Schwarzer, H., Razavi, S., Visentin, A. "Financing gap for universal social protection: Global, regional and national estimates and strategies for creating fiscal space", ILO Working Paper No. 113, 2024.

on social protection financing and fiscal space. Most of these efforts were financed through ILO Regular Budget allocations, and only a minor part was financed through the Flagship Programme. The main results achieved at the global level include:

► **ILO engagement in the Fourth International Conference on Financing for Development and the two-percentage points coverage extension target**

The ILO and USP 2030 launched a [call to action](#) to prioritize investments to extend social protection coverage (SDG indicator 1.3.1) by at least 2-percentage-points (2pp) per year in line with ILO recommendations and inter-governmentally agreed standards, which was reflected in paragraph 27i of the [Sevilla Commitment](#). The 2-percentage points target was also included in the [political declaration of the Second World Summit for Social Development 2025](#), and in the [COP30 Belem Declaration on Hunger, Poverty, and Human-Centred Climate Action](#), as well as in the [G20 South Africa Call to Action: Towards Inclusive, Resilient, and Sustainable Development through Universal Social Protection Systems](#).

Between 2015 and 2023, 42 countries and territories, representing 51 per cent of the global population, achieved an average growth rate of aggregate social protection coverage at or above 2 percentage points per year. Based on this evidence, increasing social protection coverage by at least 2 percentage points per annum is both feasible and achievable.³²

The ILO estimates that if countries growing below the 2pp per year align with the call to action, the proportion of population covered by at least one social protection benefit will be at 64.5 per cent in 2030 or 5.5 billion people. This represents an increase of 400 million people compared with the status quo scenario, where every country continues to increase social protection effective coverage at its historical growth rate observed over the past 10 years.

► **ILO-IMF Engagement on Financing Social Protection (first round and second round)**

Following a request from constituents during the International Labour Conference recurrent discussion on social protection (June 2021), the ILO strengthened its partnership with the IMF. The two institutions have brought complementary strengths, which have led to a convergence of concepts and policy advice. This collaboration has anchored social protection financing more firmly within national policy frameworks, aligning the ILO's concept of Social Protection Floors with the IMF's Social Spending Floors. ILO staff, both at headquarters and in the field, have gained valuable insights into the fiscal and macroeconomic policies that shape national social protection systems and floors. At

the same time, IMF staff has developed a deeper understanding of the challenges and priorities linked to expanding coverage and improving the adequacy of social protection benefits. The results of the collaboration and lessons learned will be published in an ILO working paper during 2026. In 2023, joint ILO-IMF activities on social protection financing included in a first round of collaboration the following country support activities.

The ILO has now concluded the second round of the ILO-IMF Engagement on Financing Social Protection which aimed to provide joint policy advice to strengthen the financing of universal social protection in nine countries: Cambodia, Comoros, Eswatini, Lebanon, Morocco, Mozambique, Paraguay, Senegal and Thailand. For more information see the section below on individual country support activities.

► **ILO engagement in the Negotiating Committee on the United Nations Framework Convention on International Tax Cooperation**

The ILO engaged in the current negotiations on the United Nations Framework Convention on International Tax Cooperation. The ILO is proposing the inclusion of a provision in Article 4 of the Convention Template on the fair allocation of taxing rights aimed at ensuring that all workers and employers, including those working cross-border, contribute to social security in line with UN human rights instruments and ILO international labour standards. In addition, in Article 9 on sustainable development the ILO proposes a provision that calls for the progressive extension of social protection coverage, in line with ILO standards.

► **Other important achievements on financing social protection**

The ILO developed the Inter-Agency Social Protection Assessment (ISPA) tool on social protection financing, which provides a standardized methodology for costing social protection floors and assessing their feasibility across five core dimensions: legal, political, institutional and administrative, social, and economic or technical. The ILO also devised a methodology to gauge the decline in inequality stemming from additional social protection expenditure. An initial application of this method in more than 30 countries reveals that higher social protection spending diminishes income inequality.³³ In addition, the ILO has developed a model to estimate the decline in income poverty that is generated when closing the social protection financing gap. The model has already been applied in Brazil, Burkina Faso, Paraguay, Senegal and Togo. The results will soon be published in a working paper.

The ILO provided technical inputs and policy advice to the G20 on strategies to sustainably finance social

³² See [ILO Platform on extending social protection coverage by at least 2 percentage points per year](#).

³³ Razavi, S., Cattaneo, U., Schwarzer, H., Visentin, A., "Combating inequalities: what role for universal social protection?", ILO Working Paper No. 128, 2024.

protection and engaged closely with United Nations partners, including UNDESA, contributing evidence and analysis in the preparation of the United Nations Secretary-General's annual flagship reports on financing for sustainable development.³⁴

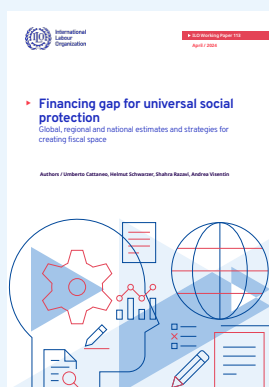
The ILO also supported capacity development and knowledge dissemination at the global and regional levels. In collaboration with the ITCILO, the ILO

implemented training courses for constituents on financing social protection and on building effective and integrated pension systems. With support of an EU-funded project on social protection and public financial management, three tripartite regional courses on social protection and public finance management were implemented in South America, South and South-East Asia and West Africa.

► Key publications and tools on digital transformation of social protection systems



- ILO Working Paper No. 43: [“Investing better in universal social protection: applying international social security standards in social protection policy and financing”](#).



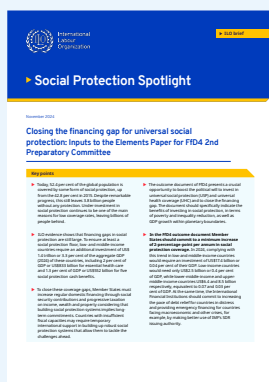
- ILO Working Paper No. 113: [“Financing gap for universal social protection: Global, regional and national estimates and strategies for creating fiscal space”](#).



- ILO Working Paper No. 128: [“Combating inequalities: what role for universal social protection”](#).



- ILO fact sheet: [“Accelerating the achievement of SDG target 1.3 on universal social protection: ILO input to the 3rd FfD4 PrepCom”](#).



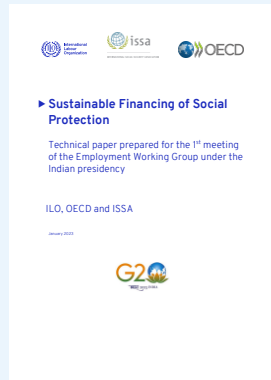
- ILO brief: [“Closing the financing gap for universal social protection: Inputs to the Elements Paper for FfD4 2nd Preparatory Committee”](#).



- ILO, USP2030 Factsheet: [A global call to action to accelerate the achievement of universal social protection \(SDG target 1.3\) to reduce poverty and inequalities](#).

34 ILO, OECD and ISSA, “Sustainable Financing of Social Protection: Technical paper prepared for the 1st meeting of the Employment Working Group under the Indian presidency”, 2023.

► Key publications and tools on digital transformation of social protection systems (cont.)



- ILO, OECD and ISSA background paper: [“Sustainable Financing of Social Protection. Technical paper prepared for the 1st meeting of the Employment Working Group under the Indian presidency”](#).



- ILO and USP2030 fact sheet: [“Financing social protection: From pledge to practice. Sevilla Platform for Action Initiative on extending social protection coverage”](#).



- ILO, UNICEF, Global Coalition for Social Protection Floor brief: [“Improving social protection financing through synergies with public finance management”](#).



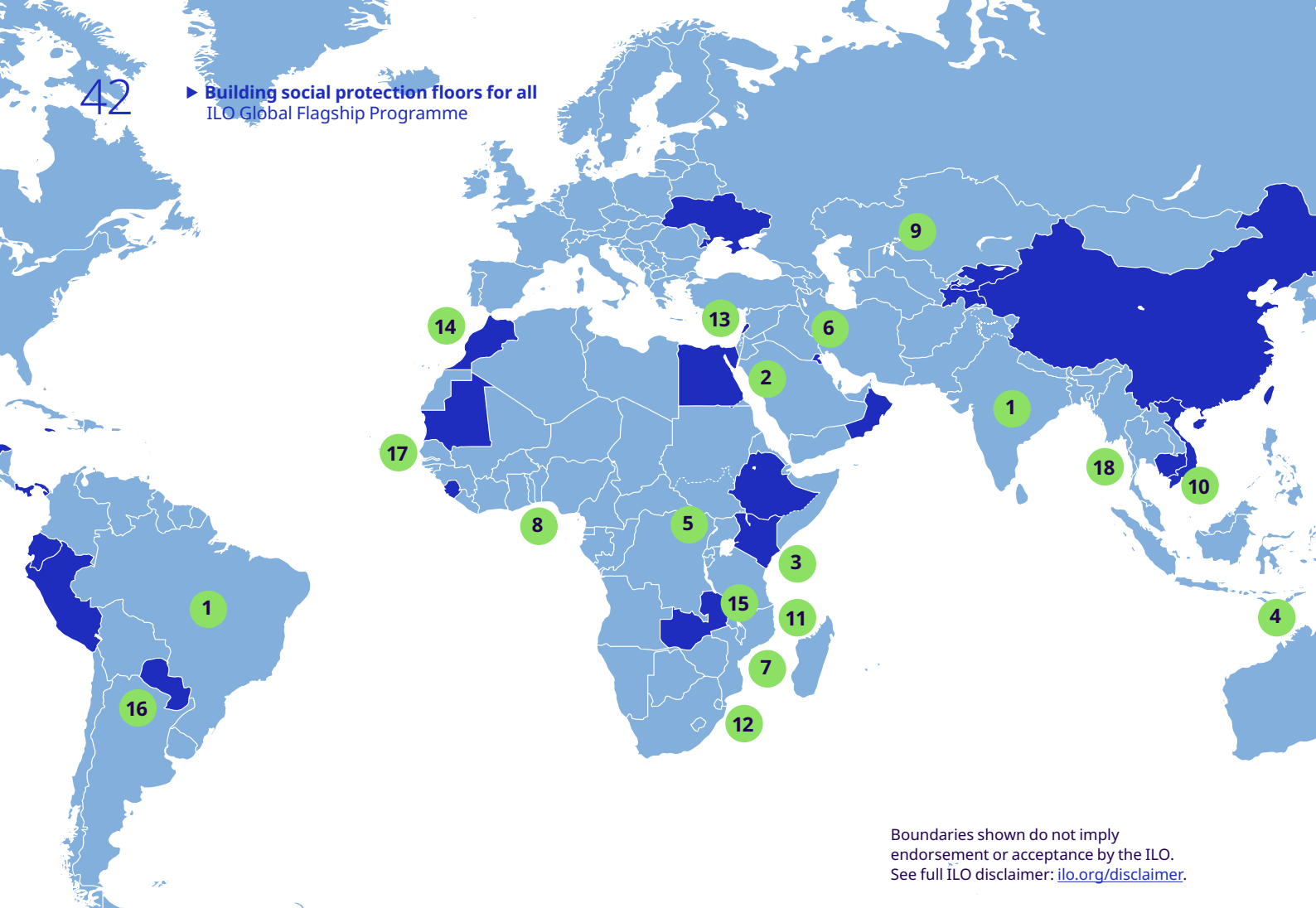
- ILO, UNICEF, Global Coalition for Social Protection Floor Report: [Tool for fiscal space analysis when financing social protection](#).



- ILO brief: [“Investing in Social Protection for Economic Growth. Multipliers of Social Protection – Nepal country case study”](#).



- Report: [“Economic Expansion through Social Investment in Viet Nam”](#).



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: [ilo.org/disclaimer](https://www.ilo.org/disclaimer).

3.3.2.2. Country support activities

1 Brazil and India

The ILO developed two studies under the Inter-Regional South-South Cooperation (SSC) framework on social protection, reviewing social protection financing systems in both countries. The findings were presented in Delhi in December 2023, bringing together government representatives, academics, think tanks, civil society, and employers' and workers' organizations.

2 Jordan

In 2024, the ILO and the International Social Security Association (ISSA) supported the Ministry of Labour, in revising the Estidama++ contributions subsidies scheme. A [global survey](#) covering 185 social security organizations in 149 countries identified 41 subsidy schemes from 26 countries and informed a national validation workshop.

3 Kenya

In December 2025, the ILO delivered training on social protection financing to the Ministries of Labour and Finance, focusing on expanding coverage through contributory and non-contributory schemes. The

Government expressed interest in a multiplier study and public finance management assessment using ILO models developed under an [EU-funded project](#).

4 Timor-Leste

In 2021-22, the ILO conducted capacity building on costing analysis and social protection statistics for national stakeholders. At the Government's request, the ILO applied the Rapid Assessment Protocol (RAP) using the new ILO financing gap methodology, showing that universal coverage of main cash social protection benefits is achievable.

5 Uganda

In 2021-22, the ILO carried out capacity building on public financial management, social budgeting and programme-based and performance-based budgeting principles.

6 Iraq

The ILO and IMF prepared a joint working paper on pension reform scenarios relevant to Iraq, providing an analytical basis for evidence-based policy dialogue.

7 Mozambique

The two organizations conducted a joint costing exercise supporting the Extended Credit Facility, establishing a 150 per cent increase in fiscal space for social assistance and the inclusion of a social protection text box in the IMF Article IV report.

8 Togo

The ILO and IMF conducted a joint actuarial valuation of a Universal Health Coverage scheme providing an evidence base for assessing its financial sustainability.

9 Uzbekistan

Prior to the 2023 joint plan of activities, the ILO engaged the IMF on social protection financing under a pilot partnership in Uzbekistan, including training officials. In 2023, the ILO and IMF conducted a joint fiscal space analysis, and an ILO social protection text box was published in the IMF Article IV report.

10 Cambodia

Joint ILO-IMF work produced a policy brief on the feasibility of unemployment insurance, to be included as an annex to an upcoming IMF Article IV Report.

3.3.3. Looking ahead

Despite the progress achieved during the second phase of the Flagship Programme, financing challenges are expected to continue constraining the expansion of social protection in the coming years. Coverage gaps remain significant, benefits are often inadequate, and fiscal pressures are intensifying due to demographic changes, economic volatility, mounting debt and climate-related risks.

Low- and middle-income countries continue to face structural limitations in mobilizing sufficient domestic resources for social protection. While domestic resource mobilization is central to sustainable financing strategies, additional efforts are needed to strengthen tax systems, improve compliance, formalize the labour market, and increase the efficiency and equity of public expenditures. Meanwhile, exploring international financial resources will remain essential for many countries, especially those in fragile and crisis-affected contexts.

The third phase of the Flagship Programme will continue to support social protection financing and serve as a platform to promote ILO standards, mobilize resources, and support coordinated international action to achieve universal social protection. The ILO's theory of change, "a journey from Sevilla to universal social

protection", with a view to expand social protection financing to achieve 2-percentage points in line with the [Sevilla Commitment](#) (figure 1), will guide the financing for development agenda for the next 10 years.

The ILO has already started to deliver on the theory of change. During the Second World Summit for Social Development, it has launched a [monitoring platform](#) to track country level progress on the extension of social protection by at least 2 percentage points per year and to monitor endorsements of the target. The target is measured through SDG indicator 1.3.1, for which the ILO is the custodian agency. Second, the ILO is developing a new edition of the Fiscal Space for Social Protection Handbook, which will provide countries with best practices on how to expand fiscal space. Moreover, the ILO will work on a possible third phase of the ILO-IMF collaboration, including the possibility of revising the IMF Operational Guidance Note on Social Spending to align with the Fourth International Conference on Financing for Development (FFD4) outcome document. Other outputs planned include the development of the ILO Social Protection Impact Assessment Tool; a training course in collaboration with International Training Centre of the ILO-ITC on what works and has worked to expand and create fiscal space for social protection; the revision and application of the ILO tools on Fiscal space for Social Protection and on Social Protection Public Finance Management.

11 Comoros

Joint ILO-IMF collaboration produced an actuarial assessment of the pension system, addressing disparities between public and private schemes. Outputs included an ILO actuarial study, a pension annex in the IMF Fourth Review under the Extended Credit Facility, and a Selected Issues Paper accompanying the IMF Article IV report.

12 Eswatini

Joint ILO-IMF work focused on unemployment insurance in response to high overall and youth unemployment. Recommendations to the Government included expanding social protection through the introduction of unemployment insurance and the addition of sickness and maternity benefits, reflected in the IMF Article IV Report and Selected Issues Papers.

13 Lebanon

Joint ILO-IMF work included a joint note on ongoing pension reforms and the launch of a social protection expenditure review.

14 Morocco

The collaboration contributed to an IMF Article IV section on social protection, focusing on recent reforms following ratification of Convention No. 102. Additional technical assistance was provided to extend pension coverage to self-employed workers.

15 Mozambique

Building on the first round of ILO-IMF engagement, the work focused on a fiscal space analysis for social protection as a core analytical output.

16 Paraguay

The collaboration examined informality, gender gaps, and climate-related shocks to support evidence-based policymaking.

17 Senegal

The engagement focused on the reform of the health insurance scheme for mothers, children, and adolescents, supported by an actuarial valuation.

18 Thailand

Joint ILO-IMF work produced a policy brief assessing links between social protection and inequality

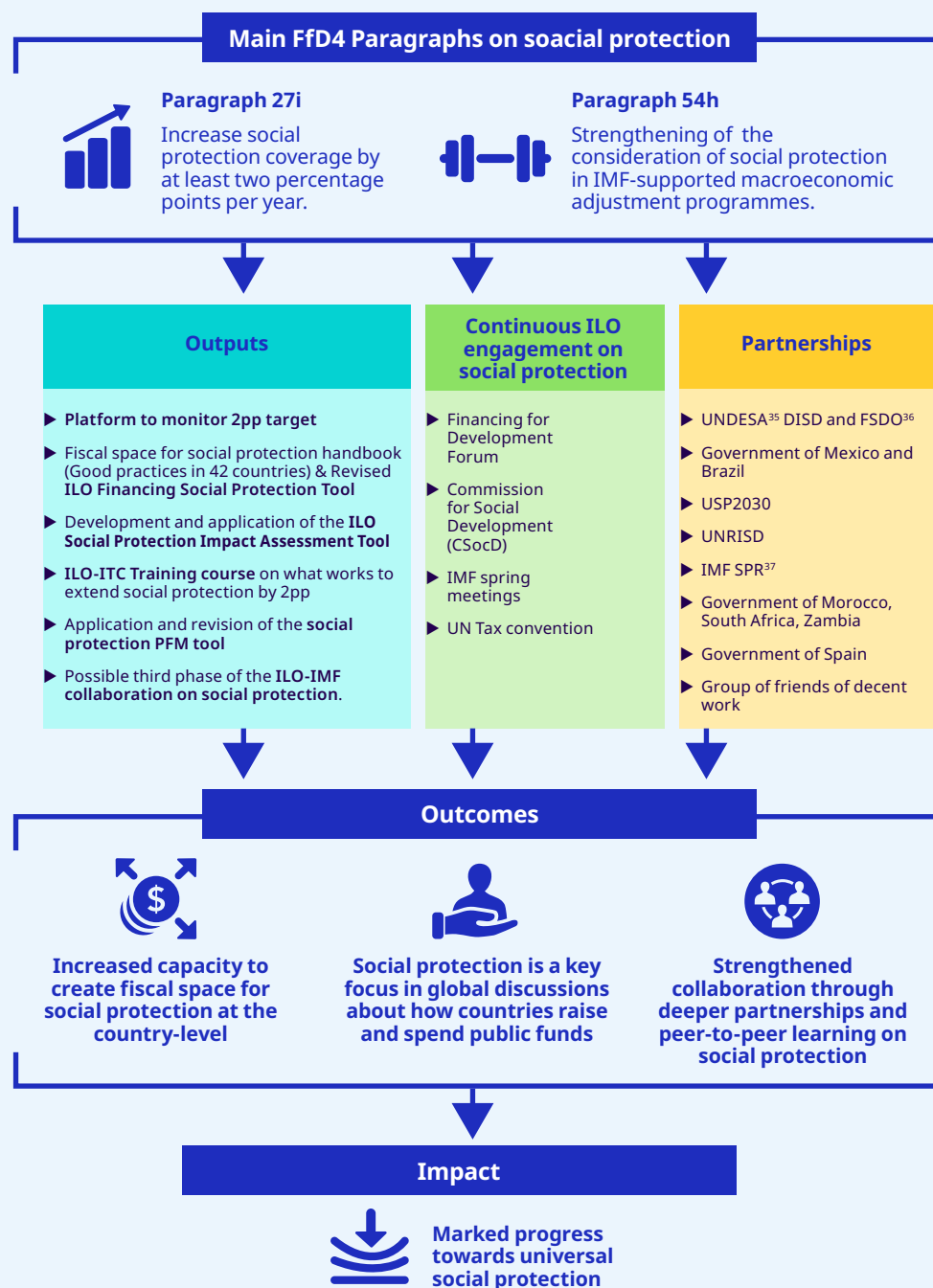
and an analysis of pension scheme fragmentation, which was also published in the IMF Article IV Report.

The **Flagship Programme's** thematic support on financing contributes to and benefits from the **Global Accelerator's** financing pillar which is implemented through technical support and direct involvement of Ministries of Economy and Finance and IFIs, in several pathfinder countries. Cambodia and Uzbekistan have begun the development of integrated financing strategies for the implementation of their national Global Accelerator roadmaps, Nepal and Senegal applied a macroeconomic diagnostic tool, aiming to shape macroeconomic policies to extend of social protection and employment. Moreover, advanced negotiations with the Asian Development Bank (ADB) on financing priorities of national Global Accelerator roadmaps are underway in Cambodia, Pakistan and Uzbekistan.

Following the conclusion of the Financing for Development Conference negotiations in Seville, the ILO will continue to actively engage in various multilateral processes. The aim is to ensure that social protection remains a priority in global discussions and that all voices are included—especially those of ILO constituents from low-income countries, who are often underrepresented in international fora. It is crucial that social protection stays

at the forefront of discussions on how countries raise and spend public funds. Social protection plays a dual role—it generates government revenue through social security contributions, and it involves public spending when benefits are provided. In particular, the ILO will proactively participate in IMF/World Bank spring meetings, the ECOSOC Financing for Development Forum and in the negotiations around the UN Framework Tax Convention.

► Figure 1. Theory of change “a journey from Seville to Universal Social Protection”



Source: ILO's elaboration.

³⁵ Division For Inclusive Social Development of UNDESA.

³⁶ Financing for Sustainable Development Office.

³⁷ Strategy, Policy, and Review Department of the International Monetary Fund.

Another important part of the strategy will be to strengthen collaboration with ILO tripartite constituents and bring them closer to Ministries of Finance, IFIs, UN Secretariat, other UN Agencies, USP2030 and civil society organizations to promote new partnerships on financing social protection and strengthen existing ones. The Global Accelerator on Jobs and Social Protection is already advancing in this strategy. In 19 pathfinder countries, it brings together the ministries of economy and finance, those of labour and social affairs, social partners, civil society, and development partners

(including public development banks) to collaborate on financing social protection.

The current ILO budgetary crisis is limiting the amount of regular budget resources available to finance these activities. As a result, the ILO is actively seeking donor support to operationalize the Sevilla Commitment, which will guide the financing for development agenda over the next ten years. A full donor proposal with more details on the deliverables included in the theory of change is available upon request.

► **Box 2. Monitoring social protection in the Sustainable Development Goals, providing policy guidance and strengthening national statistical systems**

As custodian of SDG target 1.3.1, the Office has prioritized strengthening national social protection statistical systems, through mainly its regular budget activities and also through its development cooperation activities. The [World Social Protection Dashboards \(WSPD\)](#), based on the World Social Protection Database (WSPDB), include data on social protection coverage and expenditure from 214 countries and territories, with sex-disaggregated coverage data. The WSPDB has been enhanced with a specific module for ILO's [Social Security Inquiry \(SSI\)](#) to collect data specific on migrant workers' social protection (in collaboration with, amongst others, the East and Central African Social Security Association), and information on legal coverage for social protection functions including healthcare and sickness benefits. The WSPD continues to be the source of internationally comparable data on social protection and to inform SDG reporting by countries and the [UNSG's report](#) and source of data for groundbreaking policy reports including the ILO estimates of the financing gap for a social protection floor. [ILO's Financing gap estimates \(ILO 2024\)](#) for 133 low- and middle-income countries revealed that achieving USP floors requires an additional 3.3 per cent of GDP annually, evidence that directly shaped the ILO-USP2030 Global Call to Action (December 2024), urging countries to extend social protection coverage by 2 percentage points annually. It also informed the Outcome Documents of [the 4th International Conference on Financing for Development](#) (Sevilla 2025), the [2nd World Social Summit \(Doha 2025\)](#) and the 30th UN Climate Change Conference (COP30) (Belem 2025).

To strengthen national social protection systems various regional trainings and national workshops were held. As a result, several countries included social protection indicators in their national M&E frameworks, established interinstitutional working groups on social protection statistics and developed annual national statistical bulletins on social protection (for example, Mozambique since 2018 and now [at sixth edition in 2024](#), Jordan [first edition in 2023](#), Cabo Verde [second edition in 2024](#), Timor-Leste [first bilingual edition in 2025](#) in Portuguese and Tetum, Guinea-Bissau first edition in 2024, South Africa first edition forthcoming in 2026, Angola and Sao Tome and Principe second editions forthcoming in 2026). India and Nigeria have also harmonized State level and Central Government level social protection data to produce nationally coherent statistical overview. Self-guided training packages were developed with ITCILO on social protection statistics and implemented in several regions, while a guide on building national systems of social protection statistics was developed and piloted in Egypt and Namibia. Meanwhile, ILO data was quoted and used for analysis in global reports including the UNSG's reports, [ILO-UNICEF report](#), [Asian Development Bank report](#) and others.

Providing a timely and sound analysis of the state of social protection around the world, the WSPDB has also been the source of statistical evidence for the [ILO's Flagship World Social Protection Report \(WSPR\)](#). The WSPR informs policymakers, practitioners, and social partners on the state of social protection around the world, shaping debates around the importance of universal social protection. Given the key role of social protection responses to the COVID-19, the ILO's Flagship World Social Protection Report 2020-22, launched on 1 September 2021, called for increased investments in universal social protection systems, including floors, to take a high road towards a human-centred recovery. In September 2024, ILO released its flagship World Social Protection Report 2024-26, complemented by regional companion reports, highlighting the critical role of universal social protection in climate action and a just transition.

► **Box 2. Monitoring social protection in the Sustainable Development Goals, providing policy guidance and strengthening national statistical systems (cont.)**

- ILO Flagship Report: [World Social Protection Report 2024-26: Universal social protection for climate action and a just transition](#). Available in [English](#), [French](#) and [Spanish](#).



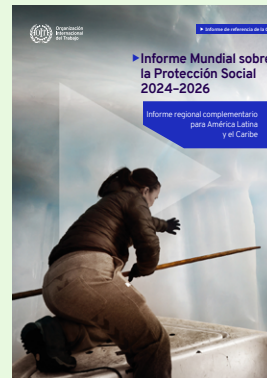
- Executive summary available in: [عربي](#), [Deutsch](#), [español](#), [français](#), [italiano](#), [Português](#), [русский](#), [tiếng Việt](#), [中文](#).



- Regional Report: [World social protection report 2024-26: Regional companion report for Asia and the Pacific](#).



- Regional Report: [World Social Protection Report 2024-26: Regional companion report for Europe and Central Asia](#).



- Regional Report: [Informe Mundial sobre la Protección Social 2024-2026: Informe regional complementario para América Latina y el Caribe](#).

3.4. Financial governance and sustainability – Actuarial reviews

Rooted in Recommendation No. 202 and related ILO Conventions and Recommendations, the sustainability of social protection systems is a core ILO principle, alongside universal coverage and adequate, predictable benefits. Convention No. 102 requires Member States to conduct periodic actuarial valuations to ensure financial equilibrium, including before any changes to benefits or contribution rates and when establishing new schemes. The ILO approach to good financial governance through actuarial valuations is to find the right balance between

financial sustainability and the implementation of other ILO core principles. This area of work has benefited from support provided from a wide range of projects that rely on centralized ILO actuarial expertise not available in all country or regional offices. It also benefits from the support of social security institutions themselves who increasingly purchase ILO actuarial services through funds-in-trust arrangements, an approach recognized as a forward-looking modality in the Organization's forthcoming development cooperation strategy.

3.4.1. Rationale and relevance

Good financial governance is essential to ensure the sustainability and adequacy of social protection benefits, despite various social and economic changes over time that may affect the basis on which contributions and benefits are determined.

As long-term commitments, pension systems face sustainability challenges from population ageing, weak wage growth, labour market informality and new forms of employment. Pension reform therefore accounts for the largest share of social protection reforms worldwide. Income protection in old age is the most widespread form of social protection: in 2023, 79.6 per cent of people above retirement age received a pension. Old-age pension schemes operate in 185 countries and territories, predominantly through social insurance, often combined with tax-financed schemes. As a result, 55.6 per cent of older persons receive contributory pensions, while 30.7 per cent rely on non-contributory benefits. Between 2010 and 2024, the ILO Social Protection Monitor recorded 690 pension-related reforms in 128 countries, ranging from parametric changes to benefit expansion, coverage extension and administrative improvements.

3.4.2. Progress to date

3.4.2.1. Global technical support

Between 2021 and 2025, the Flagship Programme continued efforts to build capacities in the area of actuarial sciences among social security institutions around the world, contributing to improving the financial governance of social security. Through the ILO's Quantitative Platform on Social Security (QPSS) and its cloud-based actuarial tools ILO/HEALTH and ILO/PENSIONS, social security institutions and programmes have the opportunity to learn how to conduct valuations of their respective social security schemes with ILO accompaniment, with a view toward progressively

performing their own actuarial evaluations internally and with the possibility of external peer reviews if needed.

Both tools were officially presented via two online courses offered in September 2021, with more than 1,100 participants from more than 90 countries. In 2022, on the basis of 12 country applications, further improvements to the tools were made, and an agreement was signed with the International Social Security Association (ISSA) to jointly launch the Actuarial Services Platform (ASP) providing open access to countries or institutions wishing to apply for the use of the tools with or without a deployment of training as of 2023.

The tools were further strengthened incorporating improvements based on user feedback and evolving needs. A dedicated helpdesk was also established to respond to user needs. During 2024 and 2025, the tools were applied in five countries, Cabo Verde (ILO/HEALTH and ILO/PENSIONS), Dominican Republic (ILO/PENSIONS), Mozambique (ILO/PENSIONS), Paraguay (ILO/HEALTH and ILO/PENSIONS) and Zambia (ILO/HEALTH) in collaboration with the ISSA through the [ILO-ISSA Actuarial Service Platform](#). This resulted in the production of actuarial valuations to strengthen sustainability of their social protection systems and develop feasibility studies for extension of coverage. The work also contributed to building national capacity, enhancing local expertise for the ongoing design and management of social protection programmes.

Together with ITCILO, during 2025, the ILO developed self-guided e-learning courses on the ILO/PENSIONS and ILO/HEALTH quantitative tools set to be launched in 2026. Both courses aim to provide users of the tools with the knowledge and skills necessary to use the tools and produce results needed for evidence-based decision-making.

In partnership with the Interamerican Centre for Social Security Studies (CIESS), the ILO also developed a course in Spanish on actuarial science.

► Key tools on financial governance and sustainability – actuarial reviews



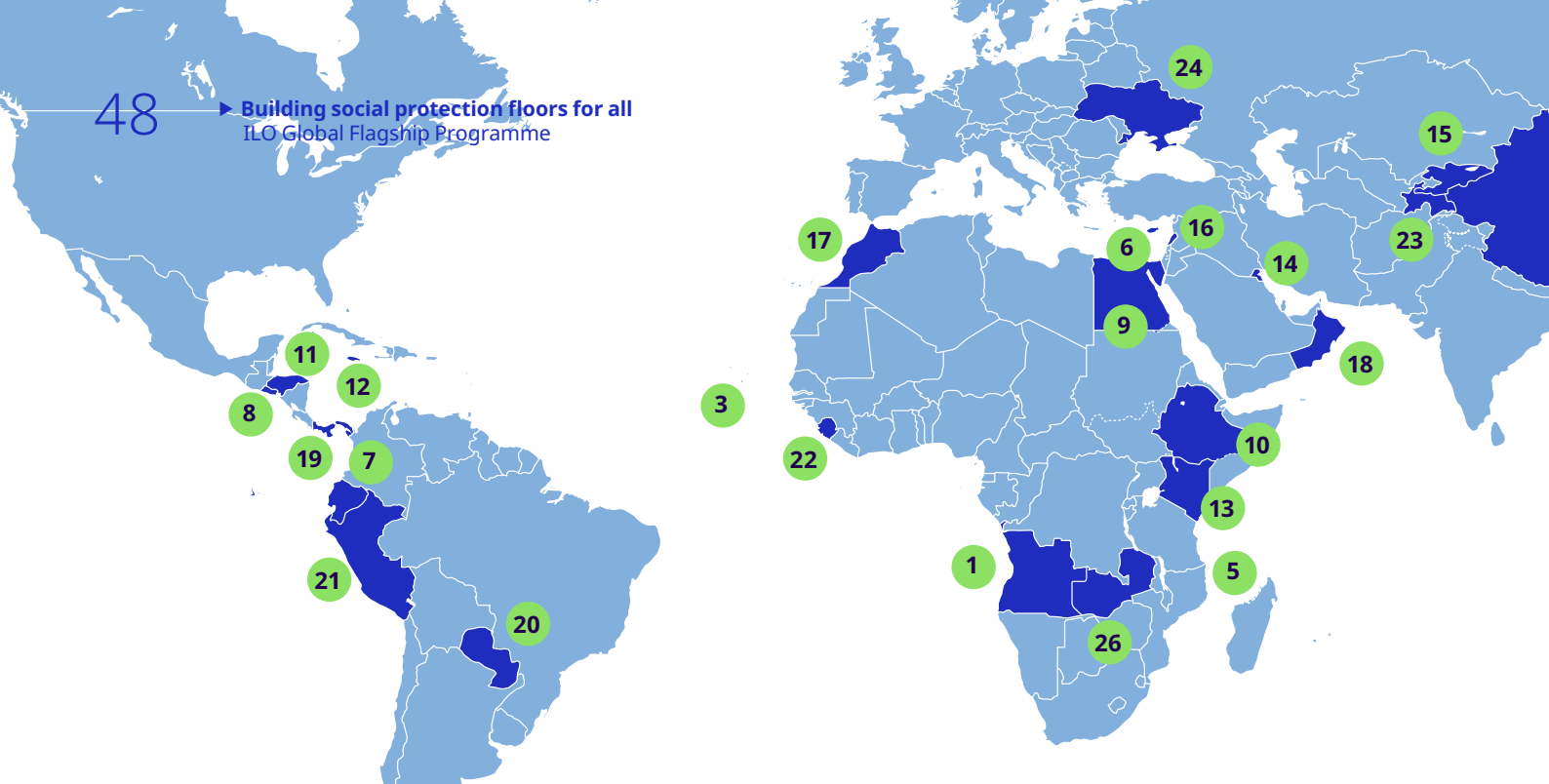
► [ILO/HEALTH Actuarial Health Model](#).



► [ILO/PENSIONS Actuarial Pension Model](#).

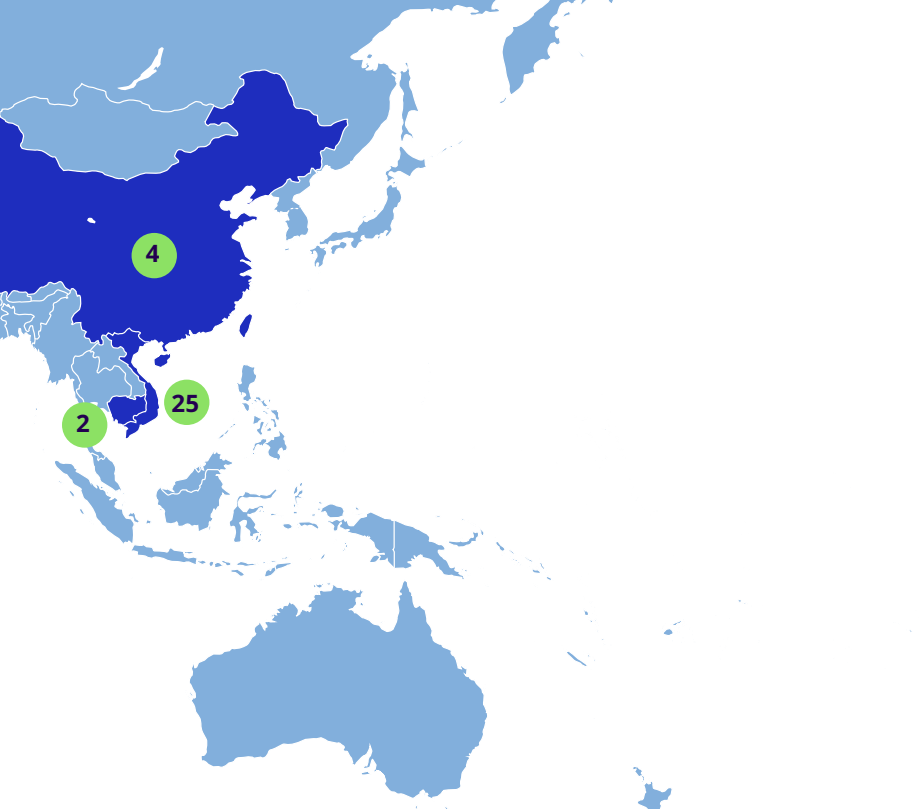


► [ILO Rapid Assessment Protocol Social Protection Costing Tool \(ILO/RAP\)](#).



3.4.2.2. Country support activities

- 1 Angola**
In 2024, the ILO conducted an actuarial study of the pension system to assess the feasibility of introducing invalidity protection and a second study on the introduction of unemployment insurance.
- 2 Cambodia**
In 2023, the ILO carried out actuarial valuations of the pension, employment injury, and health schemes administered by the National Social Security Fund.
- 3 Cape Verde**
In 2023, the ILO Flagship Programme supported an actuarial study of the social health protection branch of the National Center of Social Pensions, which was adopted by the Government following a validation workshop.
- 4 China**
In 2025, the Ministry of Human Resources and Social Security upgraded its pension actuarial model to reflect recent policy and demographic changes, supported by ILO technical assistance and capacity-building.
- 5 Comoros**
In 2024–25, the ILO performed an actuarial valuation of the pension system, with recommendations on future steps for reform. The study was made in partnership with the Ministries of Labour, of Finance, the Social Security Fund and the IMF. Results were shared with the tripartite constituents.
- 6 Cyprus**
In 2023, the ILO conducted actuarial valuations of the General Healthcare System using the ILO/HEALTH model and of the General Social Insurance Scheme, in collaboration with the Health Insurance Organization. In 2025, the third actuarial valuation of the General Healthcare System (as at 31 December 2022) was endorsed by the Health Insurance Organisation Board, supported by a customized ILO actuarial methodology and modelling framework.
- 7 Ecuador**
In 2021–22, the ILO supported actuarial reviews of pension schemes and the national social health insurance scheme. In 2023, the ILO strengthened institutional capacity to develop an actuarial model for unemployment insurance, supporting relevant actuarial and statistical directorates.
- 8 El Salvador**
In 2023, the ILO supported actuarial studies strengthening financial and actuarial governance of the Salvadorean Social Security Institute (ISSS) and informing the design of unemployment insurance. In 2024, the ILO completed actuarial valuations of the Health and Occupational Risks systems using the ILO/HEALTH model, supporting financial sustainability and management in line with Convention No. 102.
- 9 Egypt**
In 2021–22, the ILO delivered national training on the ILO/PENSIONS and ILO/HEALTH tools. In 2023, it conducted a pension actuarial study with National Organization for Social Insurance (NOSI) experts and supported work on an emergency fund for informal workers. In 2024, the first post-2019 reform actuarial valuation was finalized and submitted with policy scenarios, and in 2025 it was endorsed by the NOSI Board.
- 10 Ethiopia**
In 2021–22, the ILO supported actuarial reviews of two pension schemes, providing analytical inputs for assessing financial sustainability.
- 11 Honduras**
In 2021–23, the ILO conducted actuarial reviews of all branches managed by the Honduran Institute of Social Security (IHSS), including old age, survivors and invalidity; employment injury; and social health protection.
- 12 Jamaica**
In 2021–22, the ILO provided actuarial analysis to support the design and costing of a new unemployment insurance scheme.
- 13 Kenya**
In 2024–25, the ILO conducted a costing exercise to support the design of a Migrant Workers' Welfare Fund. The costing exercise was used by the Ministry of Labour to prepare a legal draft for the eventual introduction of the fund.



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

14 Kuwait

In 2021–22, the ILO conducted actuarial reviews of existing social security funds. In 2023, the ILO carried out actuarial valuations of pension and unemployment schemes administered by the Public Institution for Social Security.

15 Kyrgyzstan

In 2024, the ILO produced an actuarial valuation of the pension system as part of a broader analysis of existing social protection schemes.

16 Lebanon

In 2023, Parliament passed a law reforming the End-of-Service Indemnity scheme and establishing a pension scheme for private sector workers at the National Social Security Fund, informed by ILO actuarial studies presented to parliamentary mixed committees.

17 Morocco

In 2025, authorities adopted the actuarial study on the Unemployment Benefit scheme for salaried workers, conducted with ILO support through technical expertise and capacity-building for relevant institutions.

18 Oman

In 2021–22, the ILO carried out actuarial studies supporting a comprehensive national social security reform. In 2025, the Social Protection Fund Board adopted the first actuarial valuation under the 2023 Social Protection Law, with ILO

support providing the analytical basis for financing, indexation, and earnings revalorization of the unified pension scheme.

19 Panama

In 2021–22, the ILO conducted an actuarial valuation of the old age, survivor and invalidity branches administered by the Social Security Fund CSS. The Government of Panama used the report to inform a tripartite dialogue.

20 Paraguay

In 2024, the ILO supported the Actuarial Advisory Unit of the Social Security Institute in developing an actuarial valuation of old-age and health insurance schemes, including recommendations to strengthen administration and sustainability in line with Convention No. 102. The results of the valuation were presented to the Tripartite Governing Body of the Social Security Institute in May 2025.

21 Peru

In 2021–22, the ILO conducted actuarial valuations of unemployment insurance, pension funds, and contributory maternity and sickness benefits. In 2023, the ILO carried out an actuarial valuation of the health insurance scheme using the ILO/HEALTH model. In 2024, the Teachers' Pension Fund adopted an actuarial valuation assessing financial sustainability and reform scenarios, prepared with ILO support.

22 Sierra Leone

In 2024, the ILO completed and delivered an actuarial valuation of the National Social Security and Insurance Trust, including options to extend coverage to workers in the informal economy in line with Convention No. 102 and Recommendation No. 202.

23 Tajikistan

In 2024–25, the ILO prepared a costing exercise for the extension of maternity benefits for the Social Security Institute.

24 Ukraine

In 2024–25, the ILO undertook an actuarial valuation of the Pension Fund of Ukraine, whose main results were presented to the Government in November 2025.

25 Viet Nam

In 2023, the National Assembly adopted a resolution endorsing policy orientation for revising the Employment Law. Under the ILO Flagship Programme, ILO evidence and actuarial analysis supported reforms to strengthen employment protection and unemployment insurance.

26 Zambia

In 2023, with EU support, the ILO finalized an actuarial analysis of the National Health Insurance Scheme, including recommendations on parametric reforms to ensure long-term financial sustainability.

3.4.3. Looking ahead

The ILO is receiving an ever-increasing number of requests from its constituents and social security institutions for technical assistance on actuarial valuations of pension and social health protection schemes, including capacity-building on actuarial valuations. In light of ongoing systemic changes in

economies and societies, caused by the climate crisis, demographic change, and structural transformations of the labour market, actuarial reviews will remain a linchpin in ensuring the financial sustainability and good governance of social protection systems, thus ultimately contributing to increased trust in institutions and social cohesion in times of crisis and change.

3.5. Building rights-based social protection systems: Ratification and application of international labour standards

Through the Flagship Programme, the ILO continues to support constituents in strengthening rights-based social protection systems through the ratification, application and supervision of international labour standards. This includes technical assistance for legal reforms, alignment of national legislation with ILO Conventions and Recommendations, and capacity building to promote effective implementation and compliance. This area of work has benefited from the support of the European Union, the Governments of Belgium, Ireland, Japan, Luxembourg and Portugal, and donors to the UN Global Accelerator for Jobs and Social Protection for Just Transitions. As legal reform and the application of international labour standards require specialized expertise not available in all regional or country offices, sustained mobilization of resources at the global level is essential to maintain momentum and provide timely, high-quality technical assistance.

► Promote the ratification and effective implementation of Convention No. 102 and other up-to-date ILO social security standards.

► Raise awareness and build capacities of national stakeholders to design and implement sound national social protection policies and rights-based social protection systems that are sustainable, comprehensive and adequate for all, based on ILO social security standards.

The Campaign aims to bring the number of ratifications to 70 by the end of 2026 by partnering with ILO constituents to increase awareness raising and capacity-building efforts for rights-based social protection system building, to carry out comparative assessments of the social protection legal framework against the principles of Convention No. 102, and to validate their results with Governments, employers', and workers' representatives and define ways forward toward ratification and implementation.

3.5.1. Rationale and relevance

The human right to social security means that everyone, as a member of society, should be adequately protected throughout their lives, so that they can access benefits when they are sick, injured, disabled, pregnant, unemployed or retired – in other words, when they are in need. Social security is not only a human right but, importantly, also an investment that yields high social and economic returns.

The Social Security (Minimum Standards) Convention, 1952 (No. 102) is the ILO's landmark social security Convention, providing the internationally agreed minimum standards for national social protection systems, including on contingencies covered, scheme and benefit design, financing arrangements, and implementation.

Ratification of Convention No. 102 is therefore an important step in realizing the human right to social security. In 2021, upon a call from the International Labour Conference (ILC), the ILO launched a Global Campaign³⁸ to systematically promote the ratification of Convention No. 102. The Global Campaign for the ratification of Convention No. 102 has two main objectives:

3.5.2. Progress to date

From 2021 to 2025, the ILO supported national partners, through the Flagship Programme and ILO regular budget, by helping them assess the compatibility of their social protection systems with the minimum requirements of relevant international social security standards. This facilitated the ratification and effective application of these standards. The ILO provided tailored legal assistance to support the review and amendment of existing and draft legislation, strengthening the legal foundations of social protection systems and ensuring adequate protection levels in line with international standards. The ILO also promoted national ownership of rights-based, equitable, and sustainable social protection systems by strengthening national capacities through technical workshops on international social security standards and legal drafting.

38 See [The ILO Global Ratification Campaign on Convention No. 102](#).

► Key publications and tools on building rights-based social protection systems



- Tool: [Toolkit on ILO Social Security Standards](#). Available in English, French, Spanish and Portuguese.



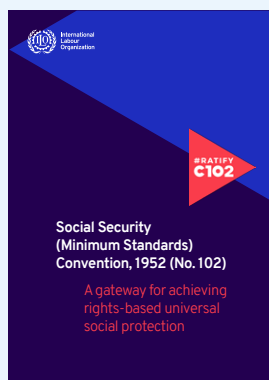
- Tool: [Resource Toolkit on the Global Ratification Campaign on the Social Security Convention No. 102](#). Accessible in English, French, Spanish and Portuguese, including informative and capacity-building videos, a series of briefs on the Convention, online and interactive resources, and other communication material.



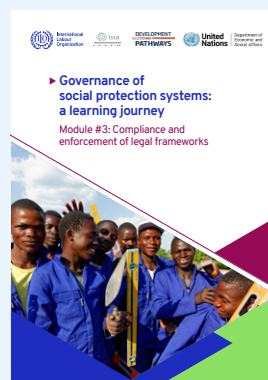
- United Nations and ILO Fact sheet No. 39: "[Right to Social Security](#)". Available in English, Spanish and Arabic; forthcoming editions: Chinese, French, Portuguese and Russian.



- Brochure: [Social Security \(Minimum Standards\) Convention, 1952 \(No. 102\) - Frequently Asked Questions](#). Available in English, French, Spanish and Portuguese. Also available on [interactive webpage](#).



- Brochure: [Social Security \(Minimum Standards\) Convention, 1952 \(No. 102\) - A gateway for achieving rights-based universal social protection](#). Publication available in English, French, Spanish and Portuguese. Also available on [interactive webpage](#).



- Guide: [Governance of social protection systems: a learning journey. Module 3: Compliance and enforcement of legal frameworks](#).

► Key publications and tools on building rights-based social protection systems (cont.)



- ILO brief: [“Upholding the Human Right to Social Security: A Blueprint for a Rights-Based Approach”](#). Available in English, French and Spanish.



- Book: [Derecho a la seguridad social en las constituciones del mundo. Volumen 2, Estudio Global de la OIT América Latina](#).

3.5.2.1. Global technical support

Since the Campaign’s launch in 2021, nine Member States have ratified the landmark Convention No. 102, including [Angola](#), Comoros, Côte d’Ivoire, El Salvador, [Iraq](#), [Paraguay](#), [Sao Tome and Principe](#), Sierra Leone and [Suriname](#), while many others have formally inquired about the Campaign, including Armenia, Azerbaijan, Burkina Faso, Colombia, Indonesia, Trinidad and Tobago, Turkmenistan and Zambia.

The ILO has also supported more than 25 countries in assessing how their social security systems align with Convention No. 102, including Armenia, Cambodia, Cameroon, China, Cook Islands, Egypt, India, Kazakhstan, Malaysia, Mongolia, Mozambique, Namibia,

Nepal, Saint Lucia, South Africa, Thailand, Timor-Leste, the United Republic of Tanzania, Uzbekistan, Viet Nam and Zambia.

Furthermore, the ILO has provided hands-on technical assistance to more than 40 countries undertaking legislative reforms, including Armenia, Bangladesh, Colombia, Comoros, Cyprus, Guinea, Jamaica, Jordan, Lao PDR, Lesotho, Malawi, Mexico, Morocco, Oman, Panama, Peru, Rwanda, São Tomé and Príncipe, Senegal, Sierra Leone, Tunisia and Viet Nam. This support has aimed to ensure that both proposed and adopted legislation fosters the progressive realization of universal social protection coverage and aligns with the core principles of international human rights instruments and ILO social security standards.



Boundaries shown
do not imply
endorsement or
acceptance by the ILO.
See full ILO disclaimer:
ilo.org/disclaimer.

3.5.2.2. Country support activities

1 Angola

The ratification of ILO Convention No. 102 in 2025 was supported by an ILO comparative assessment, validated by tripartite partners, which helped build consensus among Government and social partners on the scope of ratification.

2 Colombia

In 2023, the ILO supported the Government of Colombia in assessing the national social protection system against the minimum requirements and principles set out in Convention No. 102. The results of the report were validated by the tripartite partners and provided a concrete basis for the structural pension reform enacted in 2024, which introduced a multipillar pension system. The reform aims to improve the adequacy and predictability of old-age pensions while enhancing coordination and complementarity between the social insurance and individual accounts pillars. Once implemented, the reform will impact more than 6 million people (active contributors to the pension system).

3 Comoros

Following the ratification of ILO Convention No. 102 in 2022, the ILO supported implementation through a comparative legal analysis to guide pension and legal reforms and to assist the Government in meeting its initial reporting obligations.

4 Côte d'Ivoire

Côte d'Ivoire ratified Convention No. 102 in April 2023, becoming the 65th ILO Member State to ratify this landmark Convention. Following the ratification, the ILO has provided technical guidance on reporting obligations and the application of international social security standards in potential future reforms.

5 Cyprus

The ILO provided legal support to the Government of Cyprus to extend employment injury benefit coverage to self-employed persons. As part of this effort, an amendment to the Social Insurance Law was enacted in 2024, ensuring that self-employed workers are adequately protected against employment injuries and occupational diseases.

6 Ecuador

The ILO supported the Government of Ecuador in assessing the feasibility of extending its ratification of Convention No. 102 to the remaining unratified branches—namely unemployment benefits, family benefits, and maternity benefits. The comparative assessment generated concrete policy recommendations for reforming the unemployment protection scheme to improve the adequacy and predictability of benefits, in line with international standards.

7 Egypt

In 2021, the Executive Regulation of the Social Insurance and Pension Law 148/2019 was approved by the Prime Minister. Developed with ILO legal advisory support, it will accelerate

the implementation of the new social insurance and pension law which is more inclusive and covers workers in all types of employment, including workers in the informal economy, and will help increase the coverage of the social protection system in Egypt.

8 El Salvador

El Salvador ratified five key ILO conventions in June 2022, including Convention No. 102. The ILO's technical assistance in preparing a comparative assessment between national social security legislation (including special schemes) and the Convention's requirements was crucial for the Government and social partners to define the scope of ratification.

9 Iraq

The ratification of ILO Convention No. 102 in 2023 was enabled by ILO-supported legal reforms, followed by technical assistance that helped align and secure parliamentary adoption of a new Social Security Law for Private Sector Workers.

10 Kazakhstan

Following the enactment of the Social Code, the ILO has been supporting the Government of Kazakhstan in assessing the national social security framework against the requirements of international standards. In 2025, the tripartite partners agreed to support the future ratification of Convention No. 102 and its implementation, including in the context of potential reforms to the national pension system.

3.5.3. Looking ahead

The ratification and effective implementation of Convention No. 102 contribute directly to the development of rights-based social protection systems critical for the prevention and reduction of poverty and inequality. At the national level, ratification and application can provide many countries with the opportunity to further develop their social security systems and to extend legal and effective coverage, and thus to create a concrete and detailed guiding framework for operationalizing the right to social security. In the third phase, the Flagship Programme will continue supporting countries in using international social security standards to build and maintain comprehensive social protection systems, including floors, promote policy coherence and ensure accountability.

11 Malawi

In the context of the Global Accelerator, the ILO conducted an article-by-article review of Malawi's Workers' Compensation Fund Bill and supported the Government in preparing the "Workers' Compensation Bill Drafting Instructions", which were submitted to the Ministry of Justice in 2026. The bill aims to introduce an employment injury scheme financed under social insurance principles, replacing the current direct employer-liability arrangements.

12 Morocco

Following the ratification of ILO Convention No. 102 in 2019, the ILO supported implementation in 2024 by assisting the Government in advancing comprehensive reforms under Framework Law No. 09/21 on social protection.

13 Paraguay

The ratification of ILO Convention No. 102 in 2021 followed nearly a decade of ILO support, including legal analysis, capacity building and advocacy, culminating in the adoption of Law No. 6791 approving the ratification of Convention No. 102 under domestic law and strengthening national alignment with social security standards.

14 Peru

Since 2024, the ILO has been supporting the Government of Peru in assessing the feasibility of extending its ratification of Convention No. 102 to the remaining unratified branches—employment injury benefits, family benefits, and

survivors' benefits. The results of the comparative assessment were endorsed by the tripartite partners, who have used the report's findings and recommendations to advocate for legal reforms aimed at ensuring greater alignment with international standards.

15 Sao Tome and Principe

Following ILO technical and legal support, the Government ratified three ILO conventions in June 2024, including Convention No. 102, strengthening its commitment to social protection as well as employment security and occupational safety and health.

16 Sierra Leone

Sierra Leone ratified Convention No. 102 in September 2021, as part of its efforts to strengthen national social protection systems. This ratification is a key step towards establishing core social security standards, including medical care, sickness and old-age benefits.

17 South Africa

In preparation for the possible ratification of ILO Convention No. 102, the ILO supported an updated assessment of social security legislation, including a legislative gap analysis on maternity protection.

18 Suriname

The ratification of ILO Convention No. 102 in 2024 was supported by ILO engagement and reinforced through assistance in developing a new National Social Protection Strategy, validated by national stakeholders and adopted by the Government in 2024.

19 Timor-Leste

With support from the Government of Portugal, the ILO provided technical assistance to the Government of Timor-Leste in reviewing both the contributory and non-contributory components of the national social security system against the requirements of Convention No. 102. In 2024, the tripartite partners adopted a roadmap towards the ratification of the Convention, which would mark the country's first ratification of a technical international labour standard.

20 Uzbekistan

Since 2022, the ILO has been providing technical support to its constituents to advance the extension of maternity protection in line with International Social Security Standards. Building on a comparative review of national legislation against the requirements of the Maternity Protection Convention, 2000 (No. 183)—validated by constituents in August 2022—the ILO is supporting the Government in its transition from an employer-liability scheme to a social insurance-based system.

21 Zambia

Since 2024 the ILO has provided technical support to the Government of Zambia and social partners in assessing compliance of the national legal framework with Convention No. 102. Within this framework, in January 2026, Zambia's Tripartite Consultative Labour Council endorsed the ratification of the Convention.

3.6. Migrants and forcibly displaced persons

Migrant workers, refugees and host communities face additional legal and practical barriers to effective access to social protection, including health care. These barriers stem from the principles of nationality and territoriality, and their severity varies depending on the availability of national social protection schemes, migration patterns, gender, employment status and intersecting forms of discrimination. This area of work has been made possible through the support of the European Union and the Governments of the Kingdom of the Netherlands, Norway, Switzerland and the United Kingdom.

3.6.1. Rationale and relevance

Human mobility is increasing worldwide and becoming more diverse and complex. At the same time, conflicts, disasters and the impacts of climate change are forcing millions of people to leave their homes. International migrants, according to ILO estimates, account for an estimated 4.7 per cent of the global labour force³⁹ and contribute valuable skills, help address labour shortages in key sectors such as health and agriculture, and contribute to social protection systems. By mid-2024, an estimated 117.3 million people were forcibly displaced worldwide, including 37.4 million refugees and 6.9 million asylum seekers, according to UNHCR.⁴⁰

Migration and displacement can significantly affect the ability of migrants and refugees to exercise their right to social security. Compared with workers who live and work in a single country throughout their lives, they face additional legal and practical barriers to accessing social protection, including health care. The ILO therefore seeks to support countries in progressively expanding effective and comprehensive access to social protection for migrant workers, refugees and their families, based on the principle of equality of treatment between nationals and non-nationals and in line with ILO Conventions and Recommendations.

3.6.2. Progress to date

3.6.2.1. Global technical support

In January 2024, the ILO, in collaboration with ISSA, published a [“Strategy on extending social protection to migrant workers, refugees and their families”](#) which provides a policy framework that encourages countries to consider the six complementary and mutually reinforcing policy measures to ensure access and portability of social protection benefits across countries, including building inclusive national systems, ratifying relevant standards, concluding social security agreements, incorporating social security provisions into labour migration agreements, and adopting complementary unilateral measures. Two ILO-ISSA Webinars were organized in March 2025 to disseminate the strategy and share country practices and brought over 1,000 policymakers and practitioners.

Drawing from the ILO Strategy and the [“Extending social protection to migrant workers, refugees and their families: A guide for policymakers and practitioners”](#), the ILO developed several intervention models with succinct practical guidance on the extension of social protection to specific groups of migrants, including migrant workers whose status is irregular, or working in the informal economy, domestic workers, seasonal agricultural workers, [fishers](#) and on the negotiation process of social security agreements.

Knowledge development and policy guidance further included the ILO [guidance note](#) on migrant welfare funds which is being used to provide guidance to ILO constituents in Kenya and Tajikistan, as well as evidence-based research on the social protection of migrant workers in the Gulf Cooperation Council (GCC) countries to guide policy reform and social dialogue.

³⁹ ILO, [ILO Global Estimates on International Migrant Workers: International Migrants in the Labour Force](#), Fourth edition, 2024.

⁴⁰ UNHCR, [Global Trends: Forced Displacement in 2023](#), 2024.

► **Box 3. Extending social protection to migrant workers in countries of the Gulf Cooperation Council**

A new [ILO STREAM Programme](#) (“Extending Social Protection to Migrant Workers and their Families in the South Asia–Gulf Corridor”) was formally launched in November 2025 at the Second World Summit for Social Development. The programme, supported by the Swiss Agency for Development and Cooperation (SDC), the Foreign Policy Instrument of the European Union and the Ford Foundation, advances inclusive, gender-responsive and rights-based social protection coverage for migrant workers. The multi-partner development cooperation initiative covers all six countries of the GCC in the Arab region, and four countries in South Asia: Bangladesh, Nepal, Sri Lanka and India.

Historically, social protection for migrant workers in the GCC has been limited and largely based on employer liability arrangements, which suffer from weak enforcement, a lack of portability across employers, and incompatibility with labour mobility. Recent reforms, however, have taken a different approach often through the use of social insurance or provident funds to better manage risk and ensure access to benefits.

Inauguration of the STREAM Programme builds on the momentum generated by a precursor ILO project implemented from 2021 to 2024 with SDC support to address the exclusion of migrant workers — particularly women and low-wage workers — from social protection systems in six GCC countries: Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates. The project supported major reforms, including new legislation that establishes a maternity insurance system covering national and non-national workers in Saudi Arabia, the introduction of a compulsory health insurance scheme for migrants workers in the private sector (Dhaman) in Kuwait, the replacement of employer liability arrangements with provident funds to manage end-of-service indemnities for migrant workers in Bahrain and Oman, and the development of healthcare and other social insurance packages in multiple countries.

The STREAM Programme aims to consolidate these gains and to provide a platform to further deepen regional cooperation, strengthen policy coherence between origin and destination countries, and translate regional momentum into effective and portable social protection for migrant workers and their families along the South Asia–Gulf corridor.

Elsewhere, regional level capacity support was also provided to the Economic Community of Central African States (ECCAS) road map on extending social protection to migrant workers, the East African Community (EAC) social protection policy, and the ASEAN guidelines on portability of social security amongst others.

To support greater access to health care, the ILO organized, jointly with the WHO and CONNECT for Social Health Protection in May 2023 a [webinar](#) focusing on the extension of social health protection to migrant workers and their families. The webinar series offered cross-regional experiences on social health protection for migrant communities from Asia and the Pacific, Africa, the Gulf Cooperation Council and Latin America, while engaging representatives from governments, social security institutions, international organizations, NGOs and academic institutions.

Capacity-building services on migrant workers’ social protection with the International Training Centre of the ILO and the International Social Security Association,

including an annual e-learning course; sessions of the Labour Migration Academy; country and regional tailor-made courses based on the Guide; training module on statistics and monitoring SDG 1.3. In addition, a module for the [Massive Open Online Course](#) on social protection of the SDG Academy was developed by the ILO.

The Office also supported the collection of data and statistics on the legal and effective social protection coverage of migrant workers, including through its Social Security Inquiry and World Social Protection Database and in line with the SDG 1.3.1 indicator.

Under the Global Accelerator on Jobs and Social Protection and its partnership with the World Bank (M-GA), the ILO—through the Joint SDG Fund and with financial support from Germany, Ireland and Spain—launched a global call for proposals to strengthen the integration of social protection and employment, including under a dedicated thematic track including on fragility, forced displacement and violence.

► Key publications on migrants and forcibly displaced persons



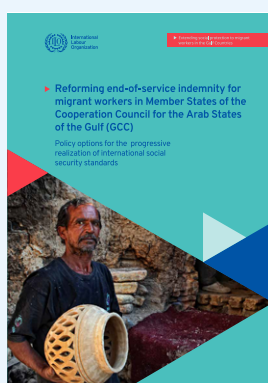
- ILO, ISSA Guide: [*Extending Social Protection to Migrant Workers, Refugees and their Families: A guide for Policymakers and Practitioners.*](#)



- ILO and ISSA brief: [*“Intervention model: For extending social protection to migrant domestic workers”.*](#)



- ILO brief: [*“Guidance note: Using migrant welfare funds as a social protection instrument – potential and limitations?”*](#)



- ILO Report: [*Reforming end-of-service indemnity for migrant workers in Member States of the Cooperation Council for the Arab States of the Gulf \(GCC\).*](#)



- ILO Report: [*Extending social protection to migrant workers in the Arab region.*](#)



- ILO Report: [*Review of national social protection legislation and legal frameworks for migrant workers in the Gulf Countries.*](#)



- ILO Report: [*Access to social protection for Nepalese migrant workers in countries of the Cooperation Council for the Arab States of the Gulf \(GCC\).*](#)



- ILO Report: [*Social protection for migrant workers in the Gulf Cooperation Council countries: A regional mapping of provisions on paper and in practice.*](#)



- ILO Report: [*Evaluation du fonctionnement réel des accords bilatéraux de sécurité sociale entre la Tunisie et la France, l'Allemagne, le Maroc et l'Égypte.*](#)

► Key publications on migrants and forcibly displaced persons (cont.)



► ILO and ISSA brief: ["Intervention model: The eight-step process to negotiating a social security agreement"](#).



► ILO and ISSA brief: ["Intervention model: For extending social protection to migrant workers in the informal economy"](#).



► ILO Report: [*"ILO Strategy on extending social protection to migrant workers, refugees, and their families."*](#)



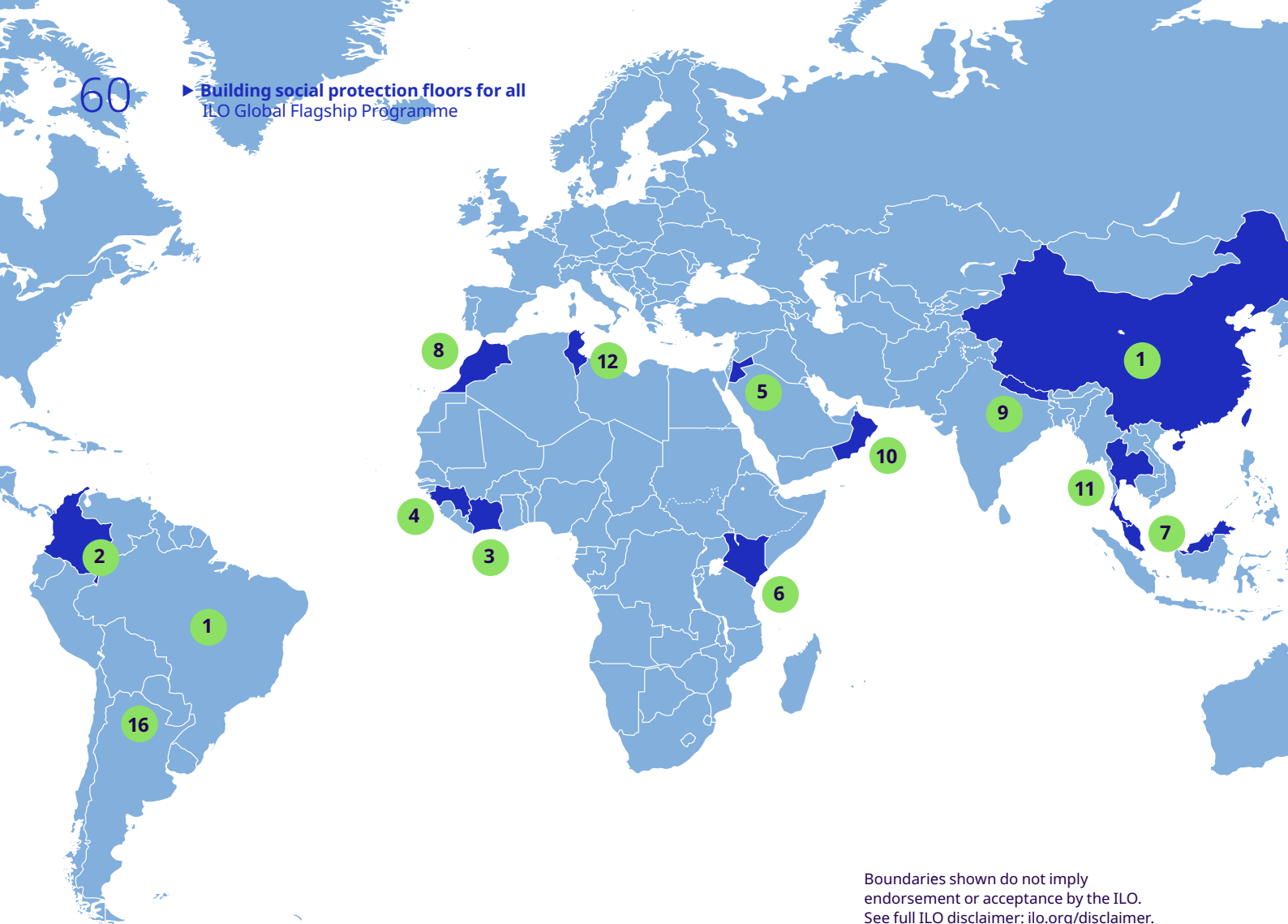
► ILO brief: ["Social protection and forced displacement. Lessons learned from a decade of ILO operations"](#).



► ILO Report: [*"Employer perspectives on social protection for expatriate workers in Kuwait."*](#)



► ILO and ISSA brief: ["Intervention model: For extending social protection to migrant fishers"](#).



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

3.6.2.2. Country support activities

1 China

In China, the ILO carried out an assessment of the social security coverage of workers in non-standard forms of employment (NSFE), with a focus on platform workers, migrant workers and women, which led to the adoption of new policy measures by the Ministry of Human Resources and Social Security (MOHRSS) to safeguard the social security rights of workers in NSFE.

2 Colombia

In Colombia, the country project supported the Ministry of Labour, in collaboration with workers' and employers' organizations, to deploy a nationwide communication campaign "Los derechos también migran", which reached 2,044,037 impressions. Local government capacity was built up using an innovative and well appreciated toolkit on migrant population's right to social protection.

3 Côte d'Ivoire

A digital platform was developed to inform migrant workers about social and financial services made available through public and other institutions.

4 Guinea

In 2025, the Government ratified the multilateral social security convention of the Inter-African Conference on Social Security (CIPRES), which aims to facilitate the coordination and portability of social protection rights for migrants. This ratification followed a tripartite international forum on multilateral social security conventions organized by the ILO in October 2024, which validated a roadmap for ratifying the CIPRES and Economic Community of West African States (ECOWAS) multilateral social security conventions.

5 Jordan

The ILO supported Jordan's Estidama++ fund to enhance its

outreach and accessibility features while aiming to support over 13,000 vulnerable and informal workers, including refugees, to transition to formal employment.

6 Kenya

In 2024, the National Social Security Fund (NSSF) relaunched the Haba Haba scheme to expand old-age savings for workers in the informal economy, including refugees and asylum seekers, with the potential to benefit more than 774,000 newly eligible refugees. With ILO support, a [feasibility study](#) informed adaptations such as simplified registration, flexible contributions, digital access, and tailored financial literacy, supporting inclusive coverage.

7 Malaysia

In 2025, Malaysia expanded mandatory participation in its longstanding Employees Provident Fund (EPF) to include non-Malaysian

3.6.3. Looking ahead

Facilitating bilateral discussions on the portability of social protection entitlements in situations of cross-border mobility, including those due to the transition to environmentally sustainable economies and climate change impacts, is particularly important for realizing the right to social protection for all. While social security agreements are increasing globally, only 20 per cent of the countries with the largest migrant populations provide legal equality of treatment between nationals and non-nationals.

In the GCC, migrant workers make up between 76 and 95 per cent of the workforce, with many of them from South Asia. Although important changes in social

protection policies and systems are underway on both ends of the South Asia–Gulf labour migration corridor, migrant workers often struggle to access basic protections like healthcare, maternity benefits, unemployment insurance, or compensation for workplace injuries. Responding to these barriers in realizing workers' right to social protection, the ILO launched the STREAM Programme in November 2025 (see box 3).

In future, strengthening international cooperation, aligning legal frameworks, and supporting implementation will be essential to translating reforms into effective and portable social protection, ensuring that migrant workers and their families can fully realize their right to social protection.

workers with valid work passes, requiring both employers and employees to contribute 2 per cent of monthly wages. Until this change, supported by the ILO, coverage for foreign workers had been voluntary under the EPF Act.

8 Morocco

The ILO provided technical assistance to the Ministry of Economy and Finance for the rollout of national social protection reforms. This included inputs to a technical advocacy note on extending social protection for Moroccan women agricultural seasonal workers in Spain (as part of the Wafira project), informing bilateral technical work on pension contributions totalization and continuity of health insurance coverage.

9 Nepal

In Nepal, the Government introduced a new contributory social protection scheme targeted

at self-employed and other workers in the informal sector, as well as migrant workers, covering all branches. Coverage is voluntary for 8 million workers in the informal sector. For migrant workers mandatory coverage, excluding sickness and maternity protection, has led to an increase of around 1.2 million.

10 Oman

In 2023, the Government adopted a new Social Protection Law, with ILO support, that extended social insurance to migrant workers for maternity, paternity, sickness, and employment injury benefits on equal terms with nationals, and replaced the end-of-service indemnity system with a national provident fund administering benefits for migrant workers in case of retirement, death and disability and upon return to countries of origin.

11 Thailand

In 2025, the Tripartite Management Board of the Social Security Office agreed on amendments to the Social Security Act and related legislation to extend coverage to temporary and seasonal migrant workers in agriculture, as well as workers engaged in street vending and domestic work. Tripartite dialogue preceding the changes was informed by a 2024 ILO analysis on migrant workers' access to social security in Thailand.

12 Tunisia

In Tunisia, 160 social security officers were trained on the social security agreement with France to support its implementation and improve the processing of claims. The training benefitted from the ILO study on the current functioning of social security conventions between Tunisia and France, Germany, Morocco, Egypt.

► **Box 4. Supporting the realization of universal social protection in crisis and post-crisis contexts**

Forced displacement increasingly intersects with conflict, economic instability and climate shocks, generating complex and protracted crises. Displaced populations often face compounded vulnerabilities: disrupted livelihoods, exclusion from contributory schemes, limited access to health care and heightened poverty risks. In such contexts, displacement exposes and deepens structural weaknesses in national social protection systems.

These challenges are particularly acute in fragile and conflict-affected settings, where poverty is highly concentrated and institutional capacity is constrained. Effective social protection coverage in extremely fragile contexts stands at just 12.4 per cent, while 72 per cent of the world's extreme poor live in fragile and extremely fragile environments. Recurrent shocks in these settings strain already limited systems, underscoring the urgency of strengthening legal, financial and administrative foundations before crises occur.

While humanitarian assistance remains indispensable, responding primarily through parallel delivery channels risks fragmentation, duplication and higher long-term costs. Crisis and post-crisis contexts therefore require approaches that bridge humanitarian action and long-term system development across the humanitarian-development-peace nexus (HDPN). Anchoring emergency support within nationally owned, rights-based social protection systems enhances coherence, accountability and sustainability, while advancing the progressive realization of universal social protection.

A life-cycle approach is central in this regard. Crises rarely create entirely new risks; rather, they intensify existing ones—such as unemployment, disability, maternity and old-age insecurity. Embedding crisis response within statutory schemes that combine contributory and non-contributory mechanisms ensures continuity of protection beyond the immediate emergency and avoids reliance on short-term, ad hoc measures. Investment in ex-ante preparedness—including crisis-sensitive actuarial modelling, contingency financing, resilient delivery systems and business continuity planning—enables systems to scale up rapidly and predictably ex-post, improving both the effectiveness and efficiency of interventions over time.

In conflict and displacement settings, social protection must also be conflict-sensitive and gender-responsive. Transparent eligibility rules, inclusive dialogue and non-discriminatory access help reduce grievances, strengthen social cohesion and rebuild trust in institutions. When linked to employment policies, skills development and enterprise support, crisis-responsive social protection can facilitate labour market reintegration, promote formalization and broaden the contribution base—reinforcing financial sustainability and supporting inclusive recovery in line with the decent work agenda.

Against this backdrop, the ILO supports countries in embedding crisis response within statutory frameworks, strengthening coordination across the HDPN and reinforcing national institutions.

In the **State of Palestine**, the ILO supported the establishment of a Triple-Strand Social Safety Net Task Force aligning the National Cash Transfer Flagship Programme with humanitarian cash assistance from World Food Programme (WFP) and United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), leading to data-sharing agreements and improved operational coherence. In **Lebanon**, support to the National Disability Allowance enabled temporary top-ups for conflict-affected beneficiaries while preserving the integrity of the national scheme. In **Ukraine**, actuarial analysis and policy guidance following ratification of Convention No. 102 have helped integrate crisis-sensitive financing considerations into pension reform, preparing the system for reconstruction.

Beyond conflict contexts, similar principles apply. In **Saint Lucia**, the ILO advised on safeguarding the sustainability of the National Insurance Fund while financing temporary COVID-19 income support. In **Mozambique**, strengthening digital payment systems enhanced operational preparedness and safer benefit delivery during crises. In **Rwanda**, collaboration supported the progressive integration of refugees into the national community-based health insurance scheme. In **Lao People's Democratic Republic**, emergency income protection for garment workers during COVID-19 was implemented in alignment with international social security standards and anchored in national institutions, contributing to longer-term system development.

These experiences demonstrate that social protection systems are foundational institutions for crisis preparedness, response and recovery. When grounded in rights-based principles, supported by sound financing and operational preparedness, and coordinated across humanitarian and development actors, they can deliver immediate relief while strengthening national resilience. By reducing fragmentation and reinforcing institutional capacity, they enhance both the efficacy and the efficiency of crisis interventions over the long term, contributing to inclusive recovery, social justice and sustainable peace.

3.7. Climate change

Making the human right to social protection a reality for all is increasingly urgent, given the vital role social protection plays in supporting climate action and promoting a just transition in the face of the triple planetary crisis of climate change, pollution and biodiversity loss. This area of work has been made possible through the support of the Governments of France and Germany.

3.7.1. Rationale and relevance

Social protection is central to both climate change adaptation and mitigation. It reduces vulnerability by preventing poverty, lowering inequality, and strengthening people's ability to cope with climate shocks and stressors, by ensuring income security and access to healthcare. It also builds long-term adaptive capacity through investments in human development and livelihoods and can support effective loss and damage responses. On the other hand, social protection systems can enable ambitious climate change mitigation and environmental policies by helping to protect people and enterprises from any adverse impacts or labour market disruptions that may result from the transformation such policies are designed to accelerate. When linked with labour market policies, social protection systems can also support individual transitions to greener jobs. Finally, they can also directly contribute to climate change mitigation through measures such as greening public pensions and offsetting negative welfare impacts from the reform of fossil fuel subsidies.

While the conceptual linkages between social protection, climate action and a just transition are increasingly recognised and backed by a growing body of evidence, social protection systems in many countries, particularly those most vulnerable to climate change, are not yet prepared. Worldwide, only 53 per cent of the population has access to at least one social protection benefit, while in the 20 countries most vulnerable to climate change only around 10 per cent of the population is covered. In addition to enhancing coverage, adequacy, comprehensiveness and sustainability, existing schemes and their operations are not yet sufficiently adapted to the realities of climate change and the transition. This is a missed opportunity to harness their full potential to build public support for ambitious climate policies by ensuring they also deliver on sustainable development and poverty eradication.

3.7.2. Progress to date

In the second phase of the Flagship Programme, the ILO has expanded its work on social protection and climate change at country and global level.

The ILO has strengthened internal and external understanding of the links between climate change and social protection, consolidated good practices, and developed policy guidance to support a just transition in line with the 2015 [ILO Guidelines for a just transition towards environmentally sustainable economies and societies for all](#). In addition to the examples listed below, it is important to note that all strengthening of social protection systems with the aim of achieving universality increases the resilience of societies and economies to crises and shocks, including those related to climate.

3.7.2.1. Global technical support

The ILO consolidated its global leadership on social protection, climate change and a just transition through strengthened coordination, partnerships and high-level engagement. As a founding member, the ILO co-chairs since 2022 the USP2030 Working Group on Social Protection and Climate Change together with the United Nations Food and Agriculture Organization (FAO) and the Red Cross Red Crescent Climate Centre, providing a central global platform and network to align policy dialogue, technical exchange and advocacy on social protection and climate action across a wide range of partners. The USP2030 group has been instrumental in advocating for directing more climate finance towards social protection and in developing guidance for integrating social protection in Nationally Determined Contributions (NDCs).

In 2025, the ILO responded to a large number of requests from countries for technical assistance in integrating just transition measures into the third round of NDCs, including social protection. This support was provided in collaboration with the ILO's Action Flagship Programme on Just Transition and in coordination with the members of a BMZ/GIZ sponsored task force on linking climate finance with adaptive social protection, of which the ILO has also been an active member between 2024 and 2025. A preliminary mapping of 123 NDCs shows that over 64 per cent of countries included references to social protection in their latest NDCs, compared with 14 per cent in the previous round.⁴¹

The ILO has actively and consistently advocated for the integration of social protection within international climate change negotiations. At COP30 in Belém, Brazil, the ILO organised under the framework of the United Nations Framework Convention on Climate Change an official side event together with FAO, UNICEF and UNRISD to examine the role of social protection in advancing climate resilience and a just transition. This event built on a sustained series of ILO-led engagements at COP29, COP28 and COP27, demonstrating the Organization's continued leadership and contributing

41 ILO, [Mapping just transition in NDCs 3.0 - global trends: Insights from 123 countries](#), 2025.

to a growing recognition among climate policymakers of social protection as a core contribution to climate action.

ILO experts have also played a central role in the UAE-Belém Work Flagship Programme to develop [indicators](#) for tracking progress towards the Global Goal on Adaptation. Through a series of workshops in 2024 and 2025 and active participation in the global expert group, the ILO provided technical assistance to define social protection indicators [adopted](#) by Parties at COP30 in 2025.

The ILO has also expanded partnerships, capacity-building and advocacy efforts, developing learning modules on social protection and climate change for practitioners worldwide, including for its flagship

Massive Open Online Course (MOOC) on social protection and a joint module with FAO.

Under the Global Accelerator on Jobs and Social Protection and its partnership with the World Bank (M-GA), the ILO — through the Joint SDG Fund and with financial support from Germany, Ireland and Spain — launched a global call for proposals to strengthen the integration of social protection and employment, under a dedicated thematic track including on climate change and green transition.

The call generated strong demand, with 12 UN and World Bank country teams submitting proposals. Following a competitive selection process, three proposals were selected for implementation in Bosnia and Herzegovina, Botswana and Kenya.

► Key publications and tools on climate change



► ILO brief: [“Social health protection for climate action”](#).



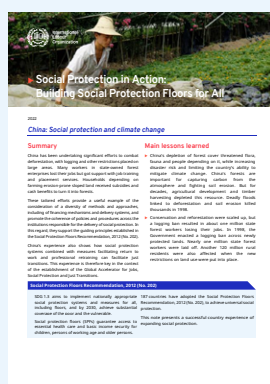
► ILO brief: [“A fighting chance: Closing social protection gaps in small island developing States as climate justice in action”](#).



► ILO brief: [“Just Transition Policy Brief: Social protection for a just transition”](#).



► ILO brief: [“Good practices using social protection to promote a just transition in China: Case study of former Yangtze River fishers”](#).



► ILO fact sheet: [Social Protection in Action: Building Social Protection Floors for All. China: Social protection and climate change](#)



► ILO fact sheet: [“Nigeria: Leveraging social protection for inclusive climate action and a just transition”](#).



©Olivier Asselin/FAO

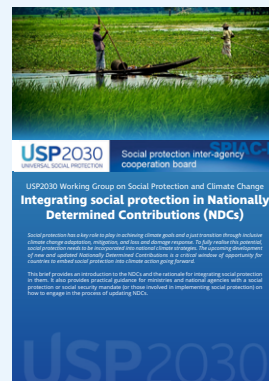
► Key publications and tools on climate change (cont.)



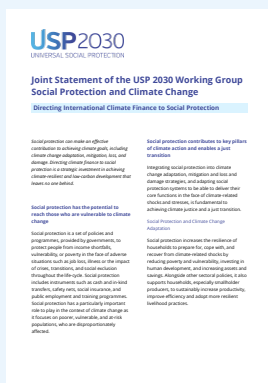
► ILO Report: [*Étude de faisabilité sur l'intégration et l'extension de la protection sociale en appui à la transition écologique au Sénégal*](#).



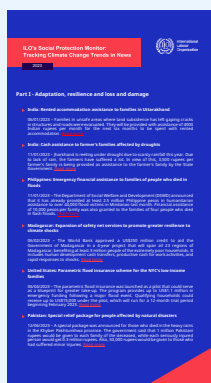
► ILO Report: [*Étude de faisabilité sur l'intégration et l'extension de la protection sociale en appui à la transition écologique en Côte d'Ivoire*](#).



► USP2030 brief: [*"USP2030 Guidance note for integrating social protection in the Nationally Determined Contributions \(NDCs\)"*](#).



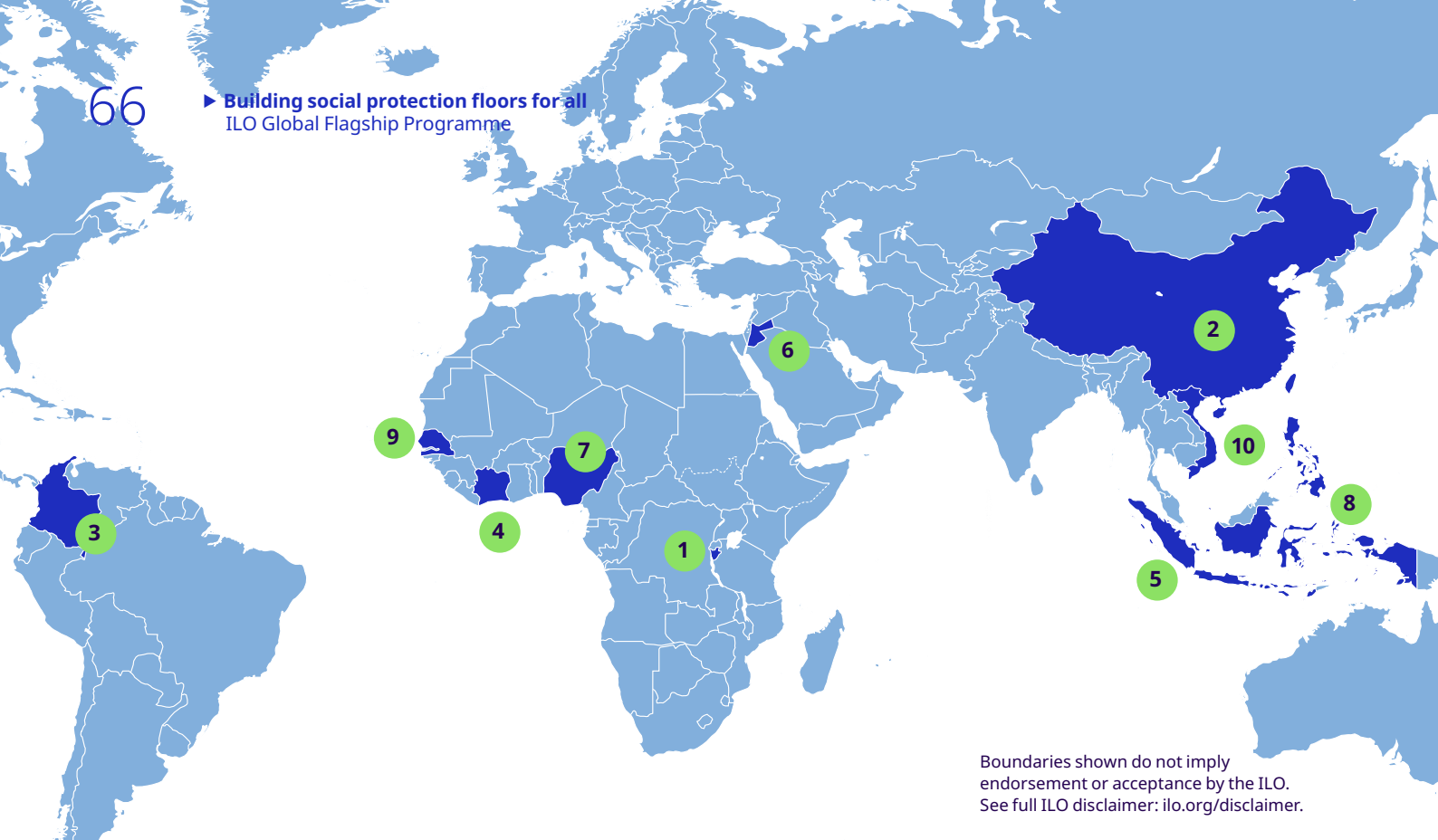
► USP2030 brief: [*"USP2030 Joint Statement of the USP 2030 Working Group Social Protection and Climate Change: Directing International Climate Finance to Social Protection"*](#).



► ILO brochure: [*ILO's Social Protection Monitor: Tracking Climate Change Trends in News \(2023\)*](#)



► ILO brochure: [*ILO's Social Protection Monitor: Tracking Climate Change Trends in News \(2024\)*](#).



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

3.7.2.2. Country support activities

- 1 Burundi**
The Government adopted in May 2024 a National Social Protection Policy, developed with ILO support, establishing a 10-year framework for a comprehensive, rights-based social protection system that includes specific measures to address environmental shocks and climate-related risks.
- 2 China**
The ILO enhanced technical collaboration and policy exchanges on the role of social protection in promoting a just transition, including through a tripartite study visit in June 2025 to coal-dependent regions in Germany and Poland and the documentation of a series of best practices across the fishery and steel industries.
- 3 Colombia**
The ILO supported a social protection assessment in 2022 and 2023 to inform the country's just transition strategy to precipitate an equitably managed ecological transition.
- 4 Cote d'Ivoire**
The ILO supported the Ministry of Employment and Social Protection in the development of policy options to strengthen the social protection system in support of a just transition, which were integrated into the country's third Nationally
- Determined Contribution (NDC), submitted in 2025.
- 5 Indonesia**
In 2023, the ILO supported the Government of Indonesia by preparing a [publication](#) assessing how social insurance schemes can help address climate-related risks, focusing on unemployment, employment injury and pension schemes, and identifying options to temporarily adjust benefits, eligibility and operational capacity to better protect affected workers.
- 6 Jordan**
The ILO finalized in 2025 - under the leadership of the Ministry of Planning and International Cooperation - a diagnostic to assess the climate-readiness of the social protection system. The results identified a potential range of institutional pilots and informed the updating of the National Social Protection Strategy.
- 7 Nigeria**
The Government updated its NDC in September 2025, identifying concrete social protection measures among its adaptation and just transition priorities. The revision follows technical inputs and stakeholder dialogues facilitated by the ILO.
- 8 Philippines**
In 2021 and 2022, as part of a UN Joint Flagship Programme, the
- ILO led a shock-responsive social protection system assessment to determine how the system responded to the food and energy crisis in view of future extreme (climate related) events.
- 9 Senegal**
The ILO conducted between 2023 and 2024 a study to examine options to enhance and adapt Senegal's social protection system to extend coverage to workers and their families affected by climate change, particularly those in the informal economy working in sectors such as agriculture.
- 10 Viet Nam**
The ILO collaborated with the government to assess the impacts of water scarcity on the income security of workers and their families and to develop options for social protection responses. In 2024, the ILO also provided technical assistance to inform the social protection response to typhoon Yagi.

The **Flagship Programme's** thematic support on social protection and climate change contributes to and benefits from the **Global Accelerator's** priority interventions in select pathfinder countries, such as Indonesia, Nepal, Paraguay and Viet Nam.

3.7.3. Looking ahead

As the impacts of climate change intensify, decisive policy action is needed to further strengthen and adapt social protection systems, especially in the most climate-vulnerable countries where coverage is lowest. Social protection boosts resilience by addressing both lifecycle and climate risks, which are increasingly interconnected. In the third phase of the Flagship Programme, it will be crucial to simultaneously strengthen social protection and support climate action.

Over the course of the second phase of the Flagship Programme, the awareness, evidence and policy commitments regarding the link between social protection and climate action have grown significantly, including through ILO advocacy and technical assistance at both country- and global-level. Over 64 per cent of countries' national climate strategies (NDCs)

now include social protection measures, while many national social protection strategies now recognize the need to address climate risks. At COP30, parties adopted two social protection indicators that will be used to help countries track progress towards climate change adaptation and resilience. At the same time over 44 countries committed to making social protection the foundation of climate resilience by endorsing the Belem Declaration on Hunger, Poverty and Human Centred Climate Action and called on the ILO and others to help track progress towards its goals.

Such commitments provide a strong policy foundation and will require concerted technical assistance, as countries move from policy development to implementation. Therefore, the thematic focus on climate change remains a priority for the third phase of the Flagship Programme.

3.8. Extending social security to workers in all types of employment, including those in the informal economy

Through the Flagship Programme, the ILO continues to support constituents in extending social security coverage to workers in all types of employment, including those in the informal economy, through the development of strategies, legal and institutional reforms, and the development of adapted registration and contribution mechanisms, among others. This area of work has benefited from the support of the European Union and the Governments of Belgium, France and Sweden.

The urgent need to extend social protection to workers in the informal economy was reaffirmed by the International Labour Conference in June 2021, which established the objective of ensuring adequate and comprehensive social protection for workers in all types of employment, an indispensable step towards reaching universal social protection, promoting inclusive growth and decent work and leaving no one behind.⁴³ Extending social security to workers in the informal economy also contributes to facilitating transitions of enterprises and workers from the informal to the formal economy, as highlighted by the International Labour Conference in June 2025.

3.8.1. Rationale and relevance

Extending social security to workers in all types of employment, including the self-employed, is essential to achieving universal social protection and to building inclusive, adequate and sustainable social protection systems. Many of those without legal or effective access to social protection are in the informal economy: globally, more than 2 billion people are in informal employment, representing 57.8 per cent of the workforce.⁴² Coverage gaps are closely linked to the lack of appropriate mechanisms to protect workers in all types of employment, including temporary, part-time and self-employment, often in the rural economy.

This thematic focus is also critical in the context of ongoing labour market transformations and increasing risks faced by workers. Economic shocks, health crises, climate-related risks and demographic change have highlighted the vulnerability of workers without access to social security. Extending coverage to workers in all types of employment enhances income security, improves access to health care and social services, and strengthens resilience at both individual and societal levels.

3.8.2. Progress to date

Between 2021–25, the ILO has significantly strengthened its support to Member States in extending social protection to workers in all types of employment, including the self-employed and those in the informal economy, in response to an increasing demand for technical support. This work has combined global knowledge products, regional and country-level capacity building, and concrete technical support to governments and social partners, guided by international labour standards and grounded in social dialogue.

3.8.2.1. Global technical support

With the support from the second phase of the Flagship Programme, the ILO has consolidated and expanded the evidence base and policy guidance on extending social security to workers in the informal economy and protecting workers in all types of employment,

⁴² ILO, *Women and Men in the Informal Economy: A Statistical Update*, 2023. ILO, *World Social Protection Report 2024–26: Universal Social Protection Social Protection for Climate Action and a Just Transition*, 2024.

⁴³ ILO, *Resolution concerning the second recurrent discussion on social protection (social security)*, 2021; ILO, *World Social Protection Report 2020–22: Social protection at the crossroads - in pursuit of a better future*, 2021.



© ARTO SURAJ / Unsplash

by updating, translating and disseminating a guide⁴⁴ and a related [policy resource package](#), now available in four languages: English, French, Portuguese and Russian. The resource package contains specific content and issue briefs on lessons learned and innovations for specific categories of workers, such as the self-employed, workers in small and medium enterprises, workers in agriculture, domestic workers, workers in the cultural and creative sectors, construction workers, digital platform workers and migrant workers.

The guide and policy resource package has been widely used for global and regional capacity building, reaching stakeholders from over 50 countries, including through four ITCILO Social Security Academies and regional conferences. Beyond training, the guide and resource package serve as a reference for policymakers, workers' organizations, employers' organizations, and other stakeholders engaged in developing social protection strategies or planning, designing, implementing, and monitoring systems and schemes.

In addition to knowledge products and the dissemination of upstream policy advice, the ILO has provided technical support to various government agencies in drafting and adopting policies, strategies and programmes for the extension of social protection to workers in the informal economy and ensuring adequate protection for workers in all types of employment, and achieved concrete results in over 18 countries over the five past years (see some examples in the section below).

Partnerships and peer learning on coverage extension have also been reinforced. The ILO continues to engage with development partners, United Nations agencies, WIEGO and other partners to co-generate knowledge

and policy guidance on extending social protection to rural and self-employed workers. In this context, the ILO co-chairs the Global Partnership USP2030 and has developed one of the core focus areas of the East Africa Learning Journey, a capacity-building and peer learning programme on extending social protection to the informal economy. Together with UNICEF, the European Union, and Global Coalition for Social Protection Floors and in collaboration with the USP2030, the ILO also published a [policy brief on extending social protection to workers in the informal economy](#), drawing on concrete country experiences. The ILO and FAO also reinforced their collaboration to extend social protection to workers in the agriculture sector.⁴⁵

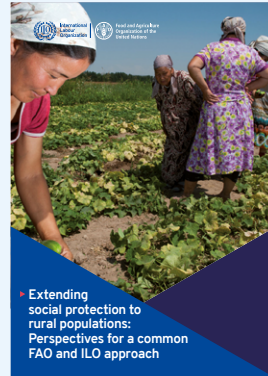
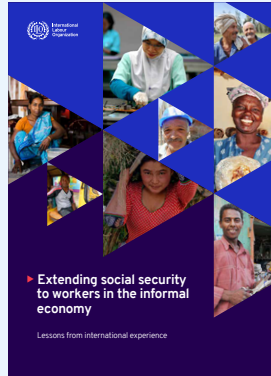
Meanwhile, in Cambodia, Nepal, Senegal and Uganda, the Flagship Programme worked closely with the Global Coalition on Social Protection Floors to engage trade unions and civil society organizations in advocating to extend social protection coverage to workers in the informal economy, through EU supported project "Improving synergies between social protection and public finance management".

Formalisation of the economy and employment stands at the core of the countries' Global Accelerator strategies and roadmaps, with the initiative actively supporting efforts in countries including Georgia, Sri Lanka and Tunisia, recognizing the important role of social protection in the transition to formality, in alignment with the ILO Recommendation No. 204. With this common objective, the Global Accelerator has supported the Flagship Programme in extending social protection to workers in the informal economy, in countries receiving support from both initiatives.

⁴⁴ ILO, [Extending Social Security to Workers in the Informal Economy: Lessons from International Experience](#). 2021.

⁴⁵ ILO and FAO. [Extending Social Protection to Rural Populations: Perspectives for a Common FAO and ILO Approach](#). 2021.

► Key publications and tools on extending social security to workers in all types of employment, including those in the informal economy



- ILO Report: [Extending Social Security to Workers in the Informal Economy: Lessons from International Experience](#). Available in [English](#), [French](#), [Portuguese](#) and [Russian](#).

- ILO and FAO Report: [Extending social protection to rural populations: Perspectives for a common FAO and ILO approach](#). Available in [English](#), [French](#) and [Spanish](#).

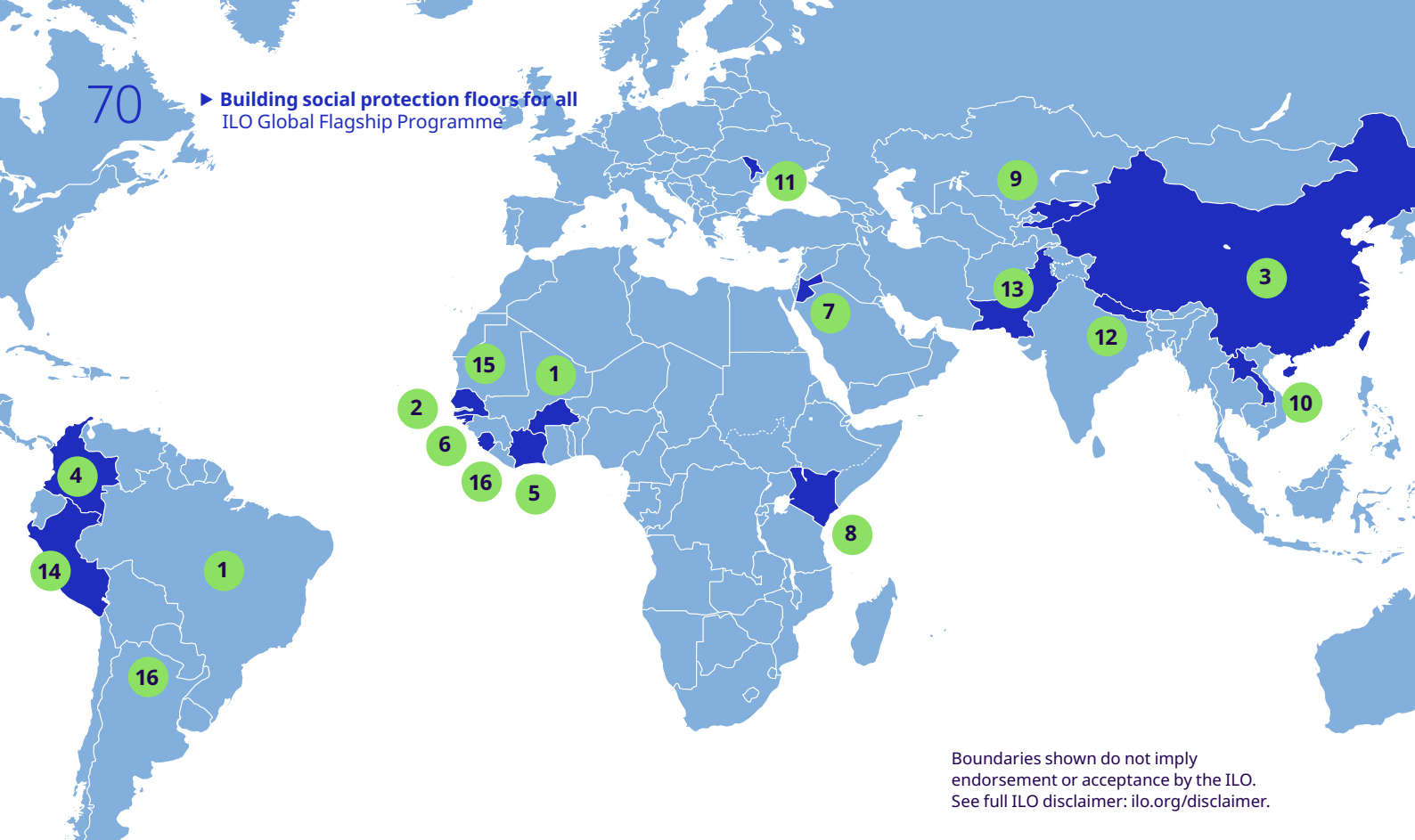
- ILO, UNICEF, Global Coalition for Social Protection Floors brief: [“Extending Social Security to Workers in the Informal Economy”](#).



- Tool: [ILO Informality dashboard](#).

- ILO brief: [“Extending social security to workers in the informal economy. Key lessons learned from international experience”](#).

- Tool: [ILO Policy Resource Package: Extending Social Security to Workers in the Informal Economy and Protecting Workers in All Types of Employment](#). Available in [English](#) and [French](#). Summarizes lessons learned on specific aspects of the topic, and provides guidance on extending coverage to specific categories of workers, with links to briefs and other relevant publications and country experiences.



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

3.8.2.2. Country support activities

- 1 Burkina Faso**
In September 2023, the ILO supported the Government in developing a new strategy for extending Universal Health Insurance Scheme (RAMU) to actors in the informal economy through national consultations with stakeholders.
- 2 Cape Verde**
The tripartite Board of the National Social Protection Institute (INPS) adopted in April 2025 adopted a communication plan (2025–30) to extend social protection to informal workers. Based on an ILO coverage diagnostic, the plan uses targeted messaging via workers' organizations and digital channels to raise awareness and support coverage expansion beyond 52 per cent.
- 3 China**
In 2021–22, the ILO assessed social security coverage for workers in non-standard forms of employment, focusing on platform workers, migrants and women, which informed new policy measures adopted by the Ministry of Human Resources and Social Security to safeguard their social security rights.
- 4 Colombia**
In 2023, the ILO, with support of the European Union, prepared technical reports highlighting the barriers that constrain the transition to labour formality and analysing social protection and active labour market policies and their impact on career paths, in particular for migrant workers (June 2022 to June 2023). These works have been inputs for the design of labour reforms and planning instruments such as the National Development Plan.
- 5 Côte d'Ivoire**
The Government adopted ILO-supported measures in March 2025 that expanded social protection coverage for agricultural workers, extending health coverage to six million coffee and cocoa producers and registering more than one million self-employed workers under the national social insurance scheme.
- 6 Guinea-Bissau**
In July 2025, the tripartite Board of the National Social Security Institute adopted a national strategy and action plan (2025–29) to extend social protection to informal workers. Developed with ILO support, the strategy addresses legal, administrative, financial, and communication barriers to extend coverage to so far excluded workers and support their transition to the formal economy.
- 7 Jordan**
In 2024, the Social Security Corporation (SSC) and the ILO developed a visioning strategy for extension of coverage to workers in all forms of employment, and the provision of contribution subsidies following the experience of the Estdama++ Fund.
- 8 Kenya**
County-level action plans to extend social protection to workers in the informal and rural economy were approved in 2025 in Busia, Kisumu and Mombasa counties. The plans were developed with ILO support and through broad consultations with national and county authorities, social partners, UN agencies and representatives of informal workers, rural associations and urban refugees.
- 9 Kyrgyzstan**
In March 2023, the Flagship Programme supported the Government to develop an informality diagnostic and provided options for social protection extension with a focus on maternity and employment benefits to informal workers, which was validated.
- 10 Lao PDR**
In 2025, the ILO provided technical assistance to the reform of the Social Security Law with a focus

3.8.3. Looking ahead

Despite the progress achieved during the second phase, extending social security to workers in all types of employment, including the self-employed and those in the informal economy, remains a significant challenge in many countries. Informality continues to characterize a large share of global employment, particularly among women, young people, migrant workers and workers in rural areas, who are disproportionately excluded from effective social protection coverage. Persistent coverage gaps are at risk of being exacerbated by demographic change, climate-related risks, fragility and increasing economic uncertainty. Ensuring that structural labour market transformations are accompanied by effective policies to extend social security to those in the informal economy, and to ensure adequate social protection for workers in all types of employment continues to be a priority for the ILO's constituents. Coherent and well-coordinated approaches that go hand in hand with employment, social, macro-economic and trade policies are needed to support countries in their transition to formality.

Enhancing legal and policy frameworks, reducing fragmentation across policies and systems, and better responding to the diversity of types of employment, contribute to extend both legal and effective access to social security for those not yet adequately covered, including the self-employed and those in the informal economy. The focus will be on addressing implementation and enforcement challenges, simplifying administrative procedures, strengthening institutional capacity and facilitating access, including through digital technology, overcoming financial constraints and raising awareness among employers and workers. Extending social security to those in the informal economy also requires coherence and coordination with other policies that support the formalization of enterprises and employment. It also requires increased linkages with active labour market and skills development policies in view of improving access to decent and productive employment. These efforts require sustained and comprehensive technical support, strong social dialogue and rights-based approach that go beyond pilot initiatives and ensure scalability and sustainability.

on strengthening governance, expanding coverage including in rural areas, improving benefit adequacy and aligning provisions with international standards. The ILO's technical assistance also contributed to enhance the Fund's sustainability through the diversification of investments.

11 Moldova

In December 2022, the Government adopted the law on the national social insurance system, supported by the ILO, that includes mandatory coverage for persons working as day labourers in agriculture, facilitated by a voucher system to facilitate their formalization, aiming to facilitate the registration and payment of social security contributions for these workers.

12 Nepal

In August 2023, through the SP&PFM project, the ILO Flagship Programme provided support to the Government to extend social security schemes to self-employed workers and those working in the informal economy, including through the facilitation of tripartite consultations and provision of actuarial analysis. The Government subsequently implemented and rolled-out contribution-based social security for workers in the informal economy.

13 Pakistan

In 2021–22, the ILO supported the design and launch of the Mazdoor-Ehsaas programme through tripartite consultations to extend social protection to informal workers. The ILO also supported amendments to the Khyber Pakhtunkhwa Employees Social Security Act, extending coverage to construction and other workers earning 60 per cent higher than the prescribed minimum wage in Khyber Pakhtunkhwa Province.

14 Peru

In 2025, the ILO supported the Social Health Insurance Agency (EsSalud) in the comprehensive categorization of self-employed workers and formulation of recommendations to ensure their effective access to social health protection. With the support of Canada, the ILO promoted the formalisation of domestic and migrant workers' employment, as a necessary step to their access to social security.

15 Senegal

The Ministry of Family and Solidarity adopted in August 2025 a national strategy (2025–2029) to promote systematic enrolment of informal economy workers in social protection. Developed with social partners and through ILO support,

the strategy promotes enrolment approaches through value chains and various incentives, including in the agriculture sector. Authorities also signed agreements with public and private partners to enrol more than 5,000 informal economy workers and their dependants in health insurance.

16 Sierra Leone

The tripartite governing body of the National Social Security and Insurance Trust (NASSIT) approved in October 2024 a report on extending coverage to informal economy workers developed with ILO support. Building on this decision, the social security scheme for informal economy workers was established by NASSIT in July 2025.

The **Flagship Programme** also contributed to the development and implementation of national roadmaps to promote decent jobs and universal social protection for just transitions in pathfinder countries of the **Global Accelerator**, many of which prioritize the extension of social protection to workers in the informal economy.

3.9. Unemployment protection

Through the Flagship Programme, the ILO continues to support unemployment protection as a critical component of comprehensive social protection systems, providing income security to workers facing job loss while supporting labour market transitions and economic resilience. This area of work has benefited from the support of the European Union, the Governments of Spain and Japan, and Fast Retailing Co. Ltd, as well as various national social security institutions.

3.9.1. Rationale and relevance

Countries today face rapid climate, digital and economic transitions, and recurring crisis that heighten the need for robust unemployment protection. When properly designed and coordinated with skills development and active labour market policies, notably public employment services, integrated unemployment protection system play a critical role in securing income, preventing poverty and informality, and can advance a just transition and structural transformations.

Globally, 93 countries and territories have implemented unemployment protection schemes, primarily through social insurance schemes, often complemented with tax-financed programmes to extend protection to those not covered by contributory unemployment insurance. Yet, only 16.7 per cent of unemployed persons worldwide receive unemployment benefits, with significant regional disparities, making it the least implemented branch of social security. Thus, over 168 million unemployed persons are left without unemployment benefits. Youth, self-employed workers, digital platform workers, and agricultural and migrant workers often lack any forms of unemployment protection when they lose their jobs or earnings.

In response to the job crisis triggered by the COVID-19 pandemic, many countries conducted social dialogue to design or reform their unemployment protection schemes. However, momentum in expanding and enhancing unemployment protection has slowed down as unemployment rates returned to pre-pandemic level, despite profound labour market transformations due to rapid climate and digital transitions that risk leaving many workers behind.

3.9.2. Progress to date

Between 2021 and 2025, the ILO's Flagship Programme supported a growing number of countries in advancing unemployment protection. This included supporting countries in assessing the feasibility of introducing contributory unemployment benefits and strengthening tax-financed unemployment assistance alongside active labour market policies, including public employment services, and skills development programmes. Through policy dialogue informed by actuarial valuations, the ILO helped tripartite constituents define concrete design and reform options of unemployment protection schemes, ensuring their financial sustainability and alignment with international social security standards. The European Union, Japan and Spain are the main partners to the promotion of the extension of unemployment protection.

3.9.2.1. Global technical support

Since 2021, the ILO has developed important knowledge products and practical guidance to inform technical support to countries in reforming or designing unemployment protection schemes, including strengthening links with active labour market policies.

At the global level, results focused on strengthening the evidence base and normative guidance on unemployment protection to inform policy design and reform. Through analytical studies, policy briefs and technical guidance grounded in international labour standards, the ILO generated knowledge on rights-based unemployment protection, the limitations of individual savings accounts, and the role of unemployment protection in crisis and climate change contexts. These global knowledge products have supported policy dialogue and informed national reform processes, by translating comparative evidence and standards into practical guidance for decision-makers. Evidence on the role of unemployment protection in supporting a just transition has also been developed and is being applied, notably in the pathfinder countries of the Global Accelerator.

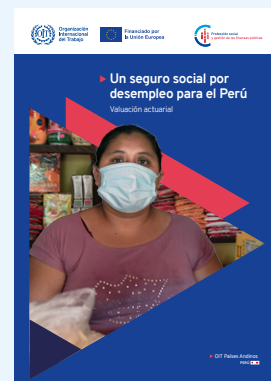
► Key publications on unemployment protection



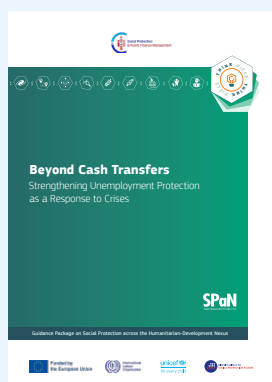
► ILO brief: ["Building Rights-Based Unemployment Protection Schemes: Guidance from ILO Social Security Standards"](#).



► ILO brief: ["Why are unemployment individual savings accounts not an adequate and equitable solution to unemployment protection?"](#).



► ILO report: [*Un Seguro social por desempleo para el Perú: Valuación actuarial.*](#)



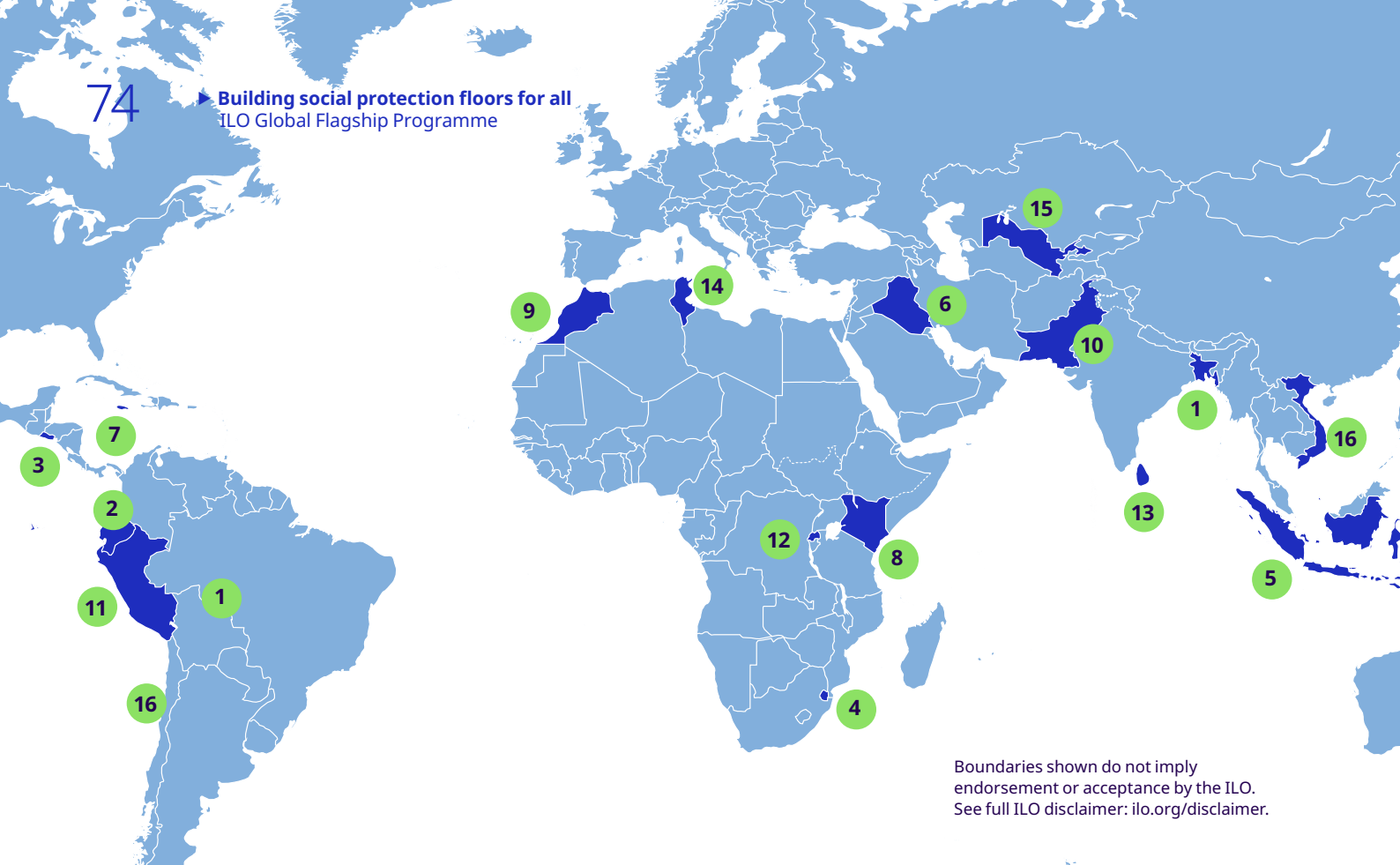
► ILO, UNICEF and Global Coalition for Social Protection Floors Report: [*Beyond Cash Transfers: Strengthening Unemployment Protection as a Response to Crises.*](#)



► ILO Report: [*Unemployment insurance in Indonesia: Challenges and recommendations.*](#) Available in [English](#) and [Bahasa Indonesia.](#)



► ILO Report: [*Propuesta de desarrollo e implementación del esquema integral de protección ante el desempleo.*](#)



Boundaries shown do not imply endorsement or acceptance by the ILO. See full ILO disclaimer: ilo.org/disclaimer.

3.9.2.2. Country support activities

1 Bangladesh

The ILO conducted, with the support of the European Union, a preliminary feasibility assessment for a possible unemployment insurance scheme and convened a tripartite consultation in 2021, drawing on analysis of labour market trends, existing unemployment protection, and institutional capacity to deliver social security benefits and active labour market services.

2 Ecuador

In 2022, the Government approved an action plan with scenarios for reforming its unemployment insurance and better aligning the parameters with international social security standards. The plan was informed by actuarial, legal and institutional assessments of its existing scheme conducted by the ILO.

3 El Salvador

In 2023, the Flagship Programme contributed to the preparation of the actuarial study for the design of unemployment insurance.

4 Eswatini

Through Flagship Programme interventions, the ILO finalized in June 2021 a series of actuarial valuation studies for the design

of an unemployment insurance scheme, testing a variety of different scenarios using the ILO unemployment insurance model.

5 Indonesia

In February 2025, the Government adopted reforms to expand the unemployment insurance scheme (JKP) to workers with government-subsidised health insurance, increase benefits to replace 60 per cent of wages for six months, and remove the minimum employment duration requirement for 14.4 million workers covered by the scheme. The reforms were guided by ILO technical assistance, including actuarial review of proposed changes.

6 Iraq

Parliament successfully passed the new Social Security Law for Private Sector Workers in May 2023 to which the Flagship Programme contributed with technical support. This significant achievement ushers in broad improvements to the social security system for workers in the private sector, including introducing unemployment and maternity benefits for the first time.

7 Jamaica

The Cabinet approved in May 2025 the introduction of an

unemployment insurance scheme, developed with ILO support through tripartite consultations and aligned with international social security standards. The scheme is expected to provide unemployment protection to National Insurance Scheme contributors from 2027, with a projected coverage of up to 440,000 employees.

8 Kenya

In 2021-22, the ILO supported tripartite partners through technical guidance to build consensus and develop a roadmap for the establishment of an Unemployment Insurance Fund. As a result, the Government approved the establishment of the Fund, established a multi-agency tripartite committee, and put in place a roadmap to guide its development.

9 Morocco

In December 2025, the Government endorsed the ILO's actuarial study on the Unemployment Protection scheme (*Fond d'Indemnité pour Perte d'Emploi*) to strengthen the protection of waged workers in case of job loss and explore options for extending coverage to the self-employed. The study proposes concrete reform options based on actuarial simulations and aligned

3.9.3. Looking ahead

While full or partial unemployment benefits and other job or income protection measures were rapidly and effectively deployed during the COVID-19 pandemic, most of these interventions were temporary and withdrawn once unemployment rates returned to pre-pandemic levels. The lesson is clear that lasting resilience is built not through ad-hoc responses, but through strong, statutory and sustainable unemployment protection systems established through social dialogue outside crisis contexts.⁴⁶

Today's labour markets are being reshaped by climate change, digitalization, AI and recurrent economic shocks. In this context, expanding unemployment protection is an essential investment in people's well-being, economic stability, social cohesion and to ensure fair transitions. This requires extending coverage to all types of employment, including through tax-financed schemes, and tightly linking income support with active labour market policies, skills development and effective public employment services.

⁴⁶ Peyron Bista, Céline and John Carter, *Unemployment Protection: A Good Practices Guide and Training Package: Experiences from ASEAN* (ILO, 2017).

with international standards. The Spanish Agency for International Cooperation for Development is partner of this project and dialogue.

10 Pakistan

In 2023, the Government adopted and launched a Social Protection Policy, which has made use of the gaps identified by the ILO Social Protection Mapping Study 2019 (December 2022). Based on the recommendations of the mapping study, the Azad Jammu and Kashmir (AJK) region social protection policy has emphasized the need for an unemployment benefit scheme, a gap that exists in the social protection landscape in Pakistan.

11 Peru

With support from the European Union, the ILO provided actuarial and legal services for the design of comprehensive unemployment protection system, which was integrated into the priorities of the National Policy for Decent Employment. The draft unemployment insurance law was submitted to the Parliament in 2022.

12 Rwanda

In 2021–22, with support from Belgium, the ILO supported technical discussions with the Ministry of

Public Service and Labour (MIFOTRA) and the Rwanda Social Security Board (RSSB) on the design of an unemployment insurance scheme. As an initial step, a study on existing active labour market and employment promotion policies was identified to inform the design process.

13 Sri Lanka

In 2023, following the COVID-19 response to support workers in the tourism industry guided by the EU-funded SP&PFM project, the ILO provided technical assistance and facilitated the social dialogue for the design of an unemployment insurance scheme, including through an actuarial assessment.

14 Tunisia

In 2025, the government drafted the unemployment protection law using the ILO actuarial valuation of the different tripartite scenarios and reference to the international social security standards.

15 Uzbekistan

Through the Global Accelerator, the ILO supported the development and adoption of the Social Insurance Law in December 2025, which introduces maternity, sickness and unemployment benefits, with a

staggered entry into force between 2026 and 2030.

16 Viet Nam

In 2023, the ILO supported the revision of the Employment Law, strengthening the legal, institutional and financial sustainability of the unemployment insurance system, including extending coverage to workers with one-month contracts and reinforcing active labour market measures.

The **Flagship Programme's** thematic area on unemployment protection benefits from and further support the priorities of the **Global Accelerator** where integrated approaches linking social protection, ALMPs and skills development are at the core of the policy interventions in many countries. In particular, the Flagship Programme, the Global Accelerator, notably through its partnership with the World Bank (M-GA), will strengthen joint work on the design and reform of unemployment protection systems identified as a crucial policy instruments to support fair transitions in Tunisia, Cambodia, Georgia, Namibia, Paraguay and Uzbekistan.



► 4. Strategic partnerships

Leveraging partnerships is a key way in which the Flagship Programme advances its aims to expand and improve social protection coverage around the world. Through sustained engagement in institutional, inter-agency and multi-stakeholder platforms, the Flagship

Programme brings together essential knowledge and expertise, fosters policy dialogue and mobilizes additional resources to support the extension and strengthening of social protection systems at global, regional and national levels.

4.1. UN Global Accelerator on Jobs and Social Protection for Just Transitions

4.1.1. Purpose and vision of the partnership

Through the UN Global Accelerator on Jobs and Social Protection for Just Transitions (Global Accelerator), the ILO works with other United Nations entities, international financial institutions and development partners to support countries in accelerating progress towards universal social protection and decent job creation. The partnership aims to strengthen policy coherence and coordinated action at national and global levels by integrating social protection, employment and financing strategies within a common framework for just transitions.

The Global Accelerator promotes integrated policy approaches that link social protection with employment policies and programmes, support the formalization of enterprises and employment, and contributes to inclusive and sustainable economic transformation. A core element of the partnership is systematic engagement with ministries of finance, public development banks and other financing actors to help close financing gaps and mobilize investments in sectors with high potential for decent job creation and social protection coverage.

Led by governments in 19 pathfinder countries⁴⁷, the partnership is anchored in inclusive, government-led platforms that bring together ministries responsible for finance, labour and planning, alongside social partners, civil society organizations and development partners. National roadmaps developed in pathfinder countries provide key acceleration points through the concrete implementation and integration of policy measures, their implementation in strategic sectors, and their sustainable financing. At global level, it fosters enhanced collaboration across the United Nations system and international financial institutions, building on lessons learned from earlier Flagship Programme initiatives on social protection financing, public finance management, policy coordination and social protection extension to workers in all forms of employment. A dedicated joint

UN-World Bank technical assistance and financing mechanism called M-GA enables coordinated support to country priorities through joint UN-World Bank programs. Together, these elements position the Global Accelerator as a strategic platform for aligning policies, financing and partnerships in support of universal social protection and just transitions.

4.1.2. Results to date

Resource mobilization has resulted in a dedicated funding window on “decent jobs and universal social protection” was created under the Joint SDG Fund to support the Global Accelerator, with earmarked funding support from Belgium, Germany, Ireland and Spain, totaling US\$38.4 million. As a result, the Global Accelerator is overseeing 47 joint country programs on decent jobs and universal social protection of which 36 support 19 pathfinder countries, and 11 support work on the themes of climate change, formalization and crisis/fragility non-pathfinder countries. In addition, the governments of France (US\$350,000) and Korea (US\$2.8 million) support ILO technical assistance to pathfinder countries. Global resources are allocated to the Technical Support Facility which runs the initiative.

The Global Accelerator has gained significant momentum and **high-level support from governments, UN, International Financial Institutions (IFIs) and social partners**. It has been endorsed in key G7 and G20 Leaders and Development Ministers communiqués (in 2023, 2024 and 2025), the High-Level Political Forum (2024 and 2025), and the UN General Assembly. The Global Accelerator manages the workstream on “Harnessing the Social Impact of Public development banks financing for just transitions” of the Finance in Common Summit Coalition for social investment, rallying development banks such as Asian Development Bank, the Council of Europe Development Bank, French Development Agency, European Investment Bank and others. These partnerships were strengthened through a side event on the Global Accelerator at the 5th Finance in Common Summit (FICS) in 2025. The

⁴⁷ Albania, Bhutan, Cabo Verde, Cambodia, Colombia, DRC, Guinea, Indonesia, Malawi, Namibia, Nepal, Pakistan, Paraguay, Philippines, Rwanda, Senegal, Tunisia, Uzbekistan and Viet Nam.

Global Accelerator was selected as one of the global actions under the FFD4 Sevilla Platform for Action and is featured in the political declaration of the Second World Summit for Social Development (WSSD2), underscoring the Global Accelerator's role as a practical mechanism for the implementation of WSSD2 political declaration. Stakeholders, including the Council of the EU, advocate for using the GA and ILO Guidelines for a just transition, emphasizing coordinated efforts. The Global Accelerator directly supports the "Jobs and Social Protection" transition, one of the UN's six investment pathways to deliver the SDGs, while contributing to others such as food systems, energy, digital, education, and climate, and was identified one of the 12 High-Impact Initiatives.

The **Global Accelerator Steering Group** was established in February 2024, bringing together pathfinder countries, donor governments, UN agencies, social partners, public development banks, and civil society. The Steering Group convenes every three months to monitor progress, provide strategic guidance, and advocate for the Global Accelerator's ambitions in global fora. A regional in-person meeting of tripartite delegations from pathfinder countries in Asia, convened by the Government of Cambodia, affirmed the critical role of South-South learning.

To bolster country capacity, the TSF for the Global Accelerator has developed **tools and guidelines** such as a GA Roadmap Template, an Informality Dashboard, a Structural Model for Sustainable Development, and a Macroeconomic Diagnostics tool for decent jobs and social protection. The TSF for the Global Accelerator is further developing global tools and methodologies or refining and improving the existing tools, to assess social protection and employment spending in all pathfinder countries, to support the design and implementation of integrated policy approaches (for instance in the agriculture or care sectors) and to capitalize on knowledge and experience developed in pathfinder countries to support more countries.

At country level, the Global Accelerator contributes to the extension of social protection in all pathfinder countries. Examples from countries that are well advancing the implementation of their national roadmaps and where reforms have a particularly strong impact include:

- **Albania:** The Global Accelerator supports the piloting of Long-Term Care (LTC) models in six municipalities and developing a customized LTC workforce training curriculum, aligned with the National Ageing Plan (2025–30). This supports care employment outcomes, particularly for women and advocates for LTC policies to be integrated into Albania's social protection system.
- **Cambodia:** With support of the Global Accelerator, the government piloted a cost-efficiency review of public expenditure to identify fiscal space for social sectors, in collaboration with the Ministry of Economy and Finance. The Global Accelerator roadmap is also a key vehicle to support the

implementation of Cambodia's National Strategy for the Development of the Informal Economy 2023–28, including policy incentives for formalization especially for women-led enterprises.

- **Malawi:** Support of the Global Accelerator led to a legal review of the work injury scheme, which, when passed, will extend work injury protection to the 6 million workers in Malawi.
- **Uzbekistan:** The Global Accelerator contributes to the implementation of the social insurance law, in particular regarding maternity, sickness, and work injury benefits. Formalization of businesses, of care work, and of employment in the booming construction sector is also advancing.

4.1.3. Looking ahead

Looking ahead, the Global Accelerator continues to strengthen implementation and delivery of results at country level, with emphasis on financing, evidence and practical tools to help countries achieve tangible results in jobs and social protection.

The agenda from 2026 onwards focuses on deepening technical support, expanding country engagement, and strengthening partnerships to help countries integrate employment and social protection policies. The initiative aims to grow to at least 20 pathfinder countries by the end of 2026 while raising around US\$17.2 million to support current national ambitions and additional funds for new participants. Germany has committed another US\$5.7 million already, which will be used for a new 2026 call for proposals with the Joint SDG Fund. Resource mobilization will also be supported through more systematic donor engagement, including with EU partners and public development banks. At the global level, advocacy efforts and high-level events and reports are reinforcing the Global Accelerator's visibility and legitimacy as a mechanism to advance poverty reduction, decent work, and social inclusion beyond the 2030 Agenda timeline.

A major priority is strengthening the TSF for the Global Accelerator so it can better assist countries in designing, financing, and monitoring integrated jobs and social protection strategies. Support focuses on helping countries implement their road maps through sustainable financing strategies, policy reforms, and better alignment of macroeconomic, employment and social protection goals. This includes in-person and online trainings, communities of practice, and new analytical and monitoring tools such as results frameworks, a data and policy observatory, and improved social protection data systems. The TSF is also developing practical guidance in priority areas identified by countries, notably the care economy, agrifood systems, and fragile and conflict-affected settings.

To highlight the impact of the Global Accelerator, data collection, evidence generation and strategic communication will be strengthened. Collaboration with

the World Bank and others aims to improve household survey methods, harmonize measurement approaches, and expand the availability of reliable social protection statistics. Updated global and regional data, as well

as national statistical bulletins in some countries, are feeding into monitoring and evaluation at both country and global levels.

4.2. Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030)

4.2.1. Purpose and vision of the partnership

Since its establishment in 2016 by the ILO and the World Bank, the Global Partnership USP2030 has served as the leading global platform for advancing the vision of universal social protection as a cornerstone of sustainable development, social justice and inclusive growth. Grounded in the principles set out in the 2019 [USP2030 Call to Action](#), the Partnership brings together governments, international and regional organisations, UN agencies, development partners, social partners and civil society organisations in a shared commitment to extend comprehensive social protection systems to all, in line with SDG target 1.3.

Over the years, USP2030 has consolidated its role as a convening, knowledge-sharing and advocacy mechanism, enabling its now 53 members to align efforts, exchange evidence and operational experience and collectively influence global policy debates. Through its thematic working groups and high-level engagement, the Partnership has contributed to positioning social protection not only as a social policy imperative, but also as a critical driver of poverty reduction, resilience, decent work, climate action and equitable economic transformation.

4.2.2. Results to date

In 2025, USP2030 continued its contributions to the global discourse on social protection through its leadership and engagement in high-level events, including the Fourth International Conference on Financing for Development (FFD4) in June and Second World Summit for Social Development (SWSSD) in November. In March 2025, the group launched together with the UN Special Rapporteur on Extreme Poverty and Human Rights a [joint statement](#) and [call for action](#) on financing social protection within the framework in the framework of FFD4, emphasizing the need to extend coverage of social protection by at least two percentage points each year moving forward. The statement reiterated the urgency of filling existing coverage gaps and the need for concerted effort in order to make universal social protection a reality. The group also co-organized a [side event](#), “From pledge to practice: Mobilizing resources to finance social protection coverage extension in a challenging context”

together with the ILO aimed at demonstrating the various options countries have for creating fiscal space to extend coverage by the two percentage point-target including in the FFD4 outcome document.

Similarly, in the lead-up to the SWSSD, USP2030 published a [joint statement](#) outlining the critical contribution of social protection to social development and its role in tackling threats to recent progress, including the looming climate emergency. The group also organized a [side event](#), “Universal social protection for equitable growth and equitable societies,” which underscored the central role of universal social protection in addressing widening inequalities and supporting inclusive and sustainable development pathways.

In November 2025, the [Sixth Social Protection Policy Dialogue](#) was organized jointly by USP2030 and the Organization for Economic Cooperation and Development (OECD) focusing on “Investing in social protection in times of uncertainty.” The event brought together representatives of governments, international and regional organisations, UN agencies, development partners, social partners and civil society organisations, and discussed how to sustain and expand social protection systems amid fiscal constraints. The dialogue emphasised domestic resource mobilisation, stronger coordination between social and finance ministries, and the catalytic role of development cooperation, reinforcing social protection as a key investment for equitable growth and resilience.

Ahead of the COP30 also in November 2025, the USP2030 published an important [background report](#) on “Social Protection and Climate Finance,” to assist policymakers on linking social protection with climate action and climate finance. The report highlights how universal social protection systems strengthen resilience to climate risks, support equitable adaptation and mitigation, and can attract and leverage international climate finance by positioning social protection as part of climate strategies. In parallel, USP2030 continued to advance work in 2025 through its established working groups on digital transformation, climate action, financing social protection, and social protection and food systems transformation, which included various technical exchanges, knowledge development efforts and coordinated advocacy in support of universal social protection in their respective areas of specialization.

In prior years, the Partnership strengthened engagement at country level, including through

initiatives such as the [East African Learning Journey](#), while advancing thematic collaboration across its [working groups](#) on digital transformation, climate action, financing and food systems. Between 2023 and 2024, USP2030 deepened its technical and advocacy work in support of climate action, and advanced [guidance](#) on integrating social protection into Nationally Determined Contributions, and strengthened collaboration on climate and social protection financing. Other working groups also supported the development and endorsement of digital standards under the [Digital Convergence Initiative](#) and expanded technical exchanges on social protection financing, food security and the extending coverage to workers in the informal economy.

4.2.3. Looking ahead

The USP2030 will continue to build on the momentum generated through FFD4, the Second World Summit for Social Development and COP30 in by promoting the translation of global commitments into country-level actions. The Partnership will continue to serve as a platform for peer exchange and policy dialogue, helping to maintain collective accountability for expanding social protection coverage and strengthening financing efforts, including progress toward the two-percentage-point annual coverage target. Through continued advocacy, knowledge-sharing and thematic collaboration, USP2030 will reinforce universal social protection as a cornerstone of resilient, inclusive and climate-responsive development.

4.3. Social Protection Inter-Agency Cooperation Board (SPIAC-B)

4.3.1. Purpose and vision of the partnership

Established in 2012 at the request of the G20 and co-chaired by the International Labour Organization and the World Bank, the Social Protection Inter-Agency Cooperation Board (SPIAC-B) serves as a global coordination mechanism for multilateral and bilateral agencies engaged in social protection. Bringing together over 20 member organisations, SPIAC-B aims to promote policy coherence, strengthen collaboration, and facilitate knowledge exchange across institutions in support of effective, inclusive and sustainable social protection systems.

Over time, SPIAC-B has consolidated its role as a technical coordination platform, enabling member agencies to jointly address emerging policy challenges, align analytical frameworks and develop shared tools and guidance. A central pillar of this work is the Inter-agency Social Protection Assessment (ISPA) initiative, which provides countries with diagnostic instruments to assess social protection systems and inform policy reforms through coordinated inter-agency support.

4.3.2. Results to date

In 2025, SPIAC-B's work focused primarily on advancing inter-agency collaboration around the [ISPA tools](#) suite, building on technical development efforts undertaken in previous years. In this context, a hybrid ISPA tools workshop was held in May 2025 to mobilise renewed commitment from partner agencies, take stock of progress, and agree on next steps for further refinement and use of the tools during the next biennium.

Most recently, the [Playbook on Digital Social Protection Delivery Systems towards Dynamic Inclusion and Interoperability](#) was developed and launched by the initiative to support countries in assessing and

strengthening digital social protection infrastructure, and work continued in 2025 on the Social Assistance and Cash Transfers (SA-CT) tool, as well as planned revisions to other core ISPA instruments such as the Core Diagnostic Instrument (CODI) and Social Protection Policy Options Tool (SPPOT).

In addition, SPIAC-B held its 16th annual meeting in May 2025, bringing together member agencies to review ongoing activities of technical working groups, share institutional updates, and reflect on SPIAC-B's role in supporting coordination in the final stretch towards the 2030 Agenda. Discussions addressed how inter-agency cooperation on social protection can contribute to global policy processes, including the SWSSD, FFD4 and COP30.

In prior years, SPIAC-B played a critical role in sustaining inter-agency coordination during a period marked by the COVID-19 pandemic and the onset of the war in Ukraine. The Board provided a platform for exchange among members and issued several joint statements addressing lessons learned from the pandemic, food price shocks and forced displacement. Its technical working groups advanced a range of knowledge products and guidance, including guidance on data protection and privacy in social protection systems, analytical work on administrative data use, and resource materials on gender-based violence and disability inclusion.

During 2023 and 2024, SPIAC-B further strengthened thematic collaboration across working groups on humanitarian assistance, climate change, gender, disability and digital social protection. It finalized the Common Principles for [Linking Humanitarian Assistance and Social Protection](#) and advanced practical guidance to support their implementation, while contributing coordinated inputs to global policy processes, including the [G20 Global Alliance Against Hunger and Poverty](#). Through its annual meetings, thematic workshops and continued support to the joint knowledge platform



© Nguyen Duc Hieu/ILO

socialprotection.org, SPIAC-B has reinforced its role as a key global mechanism for promoting coherence, knowledge exchange and collective action in social protection.

4.3.3. Looking ahead

In the years to come, SPIAC-B will continue to strengthen inter-agency coordination and coherence in support of

social protection reforms, with particular emphasis on refining and promoting the ISPA tools suite and their practical application. As the 2030 Agenda enters its final phase, SPIAC-B will work to ensure that coordinated policy advocacy and technical advice, including on the convergence of digital standards for social protection delivery, advance the development of effective, inclusive and sustainable systems.

4.4. IMF-ILO partnership

4.4.1. Purpose and vision of the partnership

The ILO and IMF have a long-standing collaboration aimed at strengthening the integration of social protection, employment and macroeconomic policies. Building on high-level engagement dating back to 2010, the partnership was formalised in 2021 through a structured pilot initiative to enhance coordination between the two institutions around social protection financing, with a particular focus on fiscal sustainability, equity and adequacy.

Through this collaboration, the ILO and IMF combine their respective expertise to provide policy advice at country level, support evidence-based dialogue between social and finance authorities and ensure

that social protection considerations are appropriately reflected in macroeconomic frameworks, including IMF surveillance and lending instruments. The partnership has progressively expanded in scope and geographic coverage, moving from initial pilot countries to a broader set of engagements aligned with countries' reform priorities.

4.4.2. Results to date

Between August - 2024 and December 2025, the second round of the ILO-IMF Engagement on Financing Social Protection advanced joint policy advice in nine countries — Cambodia, Comoros, Eswatini, Lebanon, Morocco, Mozambique, Paraguay, Senegal and Thailand — aimed at strengthening the sustainable financing of universal social protection systems. The collaboration focused

on bringing closer ILO and IMF technical teams at country level and fostering structured dialogue between ministries responsible for social protection and ministries of finance, with a view to embedding social protection reforms within broader fiscal and macroeconomic frameworks.

In 2025, the partnership delivered concrete analytical outputs tailored to country contexts, several of which directly informed IMF surveillance products. Joint work contributed to policy briefs, actuarial studies and fiscal analyses on issues such as unemployment insurance, pension system reform, health insurance and social protection expenditure. In a number of countries, including Cambodia, Comoros, Eswatini, Morocco and Thailand, social protection reforms were reflected in IMF Article IV reports or accompanying Selected Issues Papers, reinforcing the visibility and policy relevance of social protection within macroeconomic assessments.

The engagement also supported capacity development and institutional strengthening, notably through actuarial analysis and technical exchanges with national social security institutions, and addressed cross-cutting challenges such as informality, gender gaps and climate-related shocks. Building on earlier pilot work and preparatory consultations conducted in 2024, the 2025 results

consolidated the ILO–IMF partnership as a practical mechanism for delivering coordinated, country-level policy advice on financing social protection, fully financed through ILO regular budget resources and laying the groundwork for continued collaboration in the next biennium.

Details on the results of the partnership are provided in the above section 3.3 on financing of social protection.

4.4.3. Looking ahead

In the third phase of the Flagship Programme, the ILO-IMF partnership will continue to deepen country-level engagement on the sustainable financing of universal social protection, with a focus on embedding social protection considerations more systematically within macroeconomic policy frameworks. Building on the second round of joint engagement, the collaboration will further strengthen dialogue between social protection, labour and finance authorities, expand analytical cooperation and support countries in addressing emerging challenges such as demographic change, informality and climate-related risks.

4.5. Providing for Health Network

4.5.1. Purpose and vision of the partnership

The Providing for Health (P4H) Network is a multi-stakeholder platform for fostering collaboration on social health protection and health financing in support of UHC. The Network brings together governments, multilateral organisations, development banks, global health initiatives, academic institutions and other partners, and currently counts 25 members, among them the ILO, WHO, World Bank Group as core coordinating organisations, development banks, global health funds, and a range of bilateral partners. Through joint advocacy and technical exchanges, P4H supports coherent and coordinated approaches to strengthening social health protection systems.

The Network's work is supported by dedicated country and regional focal points and by the P4H Technical Exchange Group, which provides a structured space for dialogue on emerging issues.

4.5.1. Results to date

In 2025, the ILO as part of the P4H Network continued to play a central role in advancing dialogue and coordinated action on social health protection and health financing, with a particular focus on knowledge dissemination, dialogue

facilitation and capacity building. At the global level, this engagement contributed to disseminate the rationale for joint investments in social protection and health sectors. For example, the joint ILO-WHO event for 2023 UHC Day led to the adoption of a [joint statement](#) by USP2030, P4H, ILO and WHO on the significance of social protection for Pandemic Preparedness, Prevention and Response. The 2024 UHC Day and the ILO-WHO Solutions Session during the Second World Summit for Social Development on Universal social protection for better health, improved resilience and poverty reduction, further highlighted the role of social protection as social determinant of health equity and the relevance of coordinated investments in health and social protection. At country level, tailored trainings were delivered in an intersectoral fashion to expert and top management staff of social protection and health institutions in Ethiopia, Madagascar, Nigeria, Tanzania and Zambia, strengthening institutional capacity to design, administer and expand social health protection systems.

At the regional and country levels, P4H-supported exchanges for South–South learning and institutional collaboration. The ILO coordinated P4H engagement with Connect Asia Network. In 2021, the ILO launched the [Asia-Pacific regional report](#) on social health protection (including joint ILO-P4H case studies) at a high-level event co-organized by Connect and the UN Issue-based coalition on social protection with over

300 participants. The Connect network also supported the development of regional research products, in particular on [Fostering inclusion: Advancing social health protection for persons with disabilities in Cambodia, the Lao People's Democratic Republic and Viet Nam disseminated through the P4H Network](#). ILO engagement as part of the P4H Network contributed to dialogue on the role of mutuals within national social health protection systems, particularly in West Africa, where exchanges informed the development of analytical work and supported the adoption of a roadmap for the WAEMU for delegating administrative functions to health mutuals within national health insurance frameworks. Meanwhile, in Western and Central Asia, P4H-facilitated knowledge exchanges supporting ongoing reforms, which led, in 2024, to the publication by the ILO of a comparative report on social health protection models, responding to demand from national health authorities.

At country level, the P4H Network has also supported concrete social health protection reforms through coordinated technical assistance and policy dialogue:

- In the **Democratic Republic of the Congo**, the ILO P4H Country Focal Person contributed to the design and development of legal frameworks and institutional arrangements to support the implementation of a universal social health protection system, in a collaborative fashion.
- In **Lao PDR**, P4H-supported work included revisions to the Health Insurance Law, actuarial and financing analyses of the National Health Insurance scheme, and capacity strengthening of the National Health Insurance Bureau, including the development of tools and standard operating procedures to improve compliance and social security inspection.
- In **Madagascar**, in 2022, the ILO, WHO and World Bank co-organised a high-level event on financial

protection for health with the representative Ministries of the health and social protection sectors, leading to the adoption of a roadmap towards UHC.

- In **Kenya**, the ILO P4H Country Focal Point facilitated consultations and coordination among government institutions and development partners to support the extension of social protection to previously uncovered populations, including social health protection, and coordinated a One UN position on the transition from the National Hospitalization Insurance Fund to a new social health insurance agency, which was conveyed to the presidency and followed by a coordinated support plan among UN partners.
- In **Zambia**, joint trainings on social health protection were delivered to the National Health Insurance Management Authority together with the Global Fund to fight AIDS, TB and malaria in 2023 and 2025, thereby contributing to coordinating partners' support and to aligning on national priorities.

Details on the results of the partnership are provided in the above section 3.1 on social health protection.

4.5.2. Looking ahead

Moving forward, the ILO will continue to engage actively within P4H to strengthen support for social health protection and health financing reforms in pursuit of universal coverage. Building on recent global and country-level collaboration, the Network will continue to promote joint advocacy, technical exchange and capacity development, with particular attention to financial sustainability, resilience and inclusive coverage.

4.6. Partnerships with workers' organizations

4.6.1. Purpose and vision of the partnerships

Partnerships with workers' organizations are a central pillar of the Flagship Programme's approach to advancing social protection. Through sustained engagement with trade unions at global, regional and national levels, the Flagship Programme aims to strengthen the capacity of workers' organizations to promote the right to social protection, influence policy design and implementation, and effectively participate in social dialogue processes.

A key vehicle for this engagement is the Social Protection, Freedom and Justice for Workers Network (Workers Network), established in 2017 within the framework of the Flagship Programme. The Network provides a platform for the exchange of knowledge and

experience among workers' organizations on social protection, with a shared vision of achieving universal social protection in line with international labour standards, the ILO Centenary Declaration for the Future of Work, the Global Call to Action for a Human-Centred Recovery, the conclusions of the International Labour Conference on social protection, and the 2030 Agenda for Sustainable Development. Across programme phases, the partnership has emphasized the role of social protection in addressing inequality, supporting just transitions, and countering reforms that undermine adequacy, coverage or financing.

4.6.2. Results to date

Since its establishment, the Workers Network and related programme activities have supported workers' organizations in strengthening their advocacy, policy

engagement and technical understanding of social protection. In 2022, the fifth meeting of the Workers Network brought together trade union representatives to reaffirm the importance of universal social protection and to exchange strategies for advancing social protection agendas at international, regional and national levels. Discussions highlighted the need for a renewed social contract grounded in decent work, collective bargaining, non-discrimination and corporate accountability.

Engagement with workers' organizations was further expanded in 2023 through a series of regional and national capacity-building initiatives. These included trainings and seminars in Central Asia, the Arab States and Southern Africa, covering ILO social protection policies, international social security standards, strategies for extending coverage to informal economy workers, and approaches to pension reform. Participants developed advocacy messages, action plans and strategies to influence social dialogue and national policy processes. At the national level, workers' organizations were also engaged in consultations on the design of social protection reforms, including in the context of the establishment of a National Pension Fund in Namibia.

In 2024, the sixth meeting of the Workers Network, organized jointly with the International Trade Union Confederation, focused on the role of social protection in supporting a just and green recovery. Trade union leaders emphasized the need to strengthen advocacy

for sustainable social protection financing, particularly in low-income countries, and called for effective social dialogue and workers' participation in policy debates. The Flagship Programme also continued to support workers' organizations at country level, including through training and action planning under the EU-funded BEIT Social Protection Project in Iraq, as well as through engagement in non-traditional sectors such as agriculture in Côte d'Ivoire and Mali. These efforts contributed to expanded social protection coverage for workers and to workers' organizations influencing national policy and legislative processes, including in Paraguay.

4.6.3. Looking ahead

The Flagship Programme will continue to strengthen partnerships with workers' organizations in its third phase as key actors advancing universal social protection through social dialogue and advocacy efforts. Through the Workers' Network and other initiatives, efforts will focus on enhancing trade union capacity to engage in policy debates regarding social protection financing, to promote coverage extension to informal economy workers and support a transition to greener economies and societies. Through continued capacity development and country-level engagement, the Flagship Programme will reinforce the role of workers' organizations in shaping adequate and sustainable social protection systems.

4.7. Partnerships with employers' organizations

4.7.1. Purpose and vision of the partnerships

Partnerships with employers' organizations and private-sector actors are an integral component of the Flagship Programme's approach to building sustainable and inclusive social protection systems. Through engagement with enterprises, business networks and employers' organizations, the Flagship Programme seeks to strengthen the role of the private sector in supporting the extension of social protection coverage, both through workplace-based measures and through contributions to the development, financing and implementation of national social protection systems.

4.7.2. Results to date

The Flagship Programme has supported a range of initiatives demonstrating how employers and enterprises can contribute constructively to the extension of social protection.

At national and sectoral levels, the Flagship Programme has worked with enterprises and employers' organizations to pilot innovative approaches to extending social protection coverage, particularly for workers in non-standard and informal forms of

employment. In Rwanda, a participatory, tripartite process led to the design and piloting of enterprise-led "prototypes" for social protection extension, developed in collaboration with the Rwanda Social Security Board. These pilots enhanced understanding among enterprises and workers of social protection rights and obligations, identified practical barriers to affiliation, and generated lessons to inform broader national extension strategies.

The Flagship Programme has also supported private-sector engagement in strengthening public social protection systems through partnerships with multinational enterprises and foundations. Collaboration with companies such as Nestlé has focused on maternity, paternity and parental benefits, including analytical work and policy dialogue to identify entry points for reform and support tripartite consultations. Partnerships with Eni S.p.A. have addressed occupational safety and health and access to social health protection in agri-fuel value chains in Kenya and Côte d'Ivoire, combining assessments, social dialogue and participatory identification of policy and operational solutions.

In global supply chains, the Flagship Programme has played a convening role in large-scale, multi-stakeholder initiatives linking social protection to decent work and responsible business conduct. This includes support to



© ILO

the COVID-19 Action in the Global Garment Industry and the subsequent development of the Employment Injury Scheme (EIS) Pilot in Bangladesh, implemented with international brands and retailers. The EIS Pilot provides income security and medical coverage to workers affected by occupational injuries, while generating data, institutional capacity and practical experience to inform the establishment of a permanent, nationally anchored employment injury insurance scheme. Similarly, through the ACCEL Africa initiative, the Flagship Programme has worked with enterprises, cooperatives and public institutions to expand access to social protection in agricultural supply chains, contributing to the registration of workers and producers in national health and social insurance schemes.

Together, these initiatives illustrate how structured engagement with employers' organizations and private-sector actors can support the extension of social protection coverage, strengthen national systems, and demonstrate the feasibility of inclusive, sustainable approaches that align business interests with social objectives.

4.7.3. Looking ahead

In its third phase, the Flagship Programme will continue to deepen engagement with employers' organizations and private-sector actors to promote innovative approaches to extending social protection coverage, particularly through supply chain and other approaches to facilitate workers' affiliation. Building on pilot initiatives and multi-stakeholder partnerships, future efforts will focus on scaling up enterprise-led solutions within national systems, strengthening tripartite dialogue and aligning responsible business conduct with sustainable social protection financing.



► 5. Managing for results

5.1. Management arrangements and setup

The management set-up of the Flagship Programme evolved from a primarily coordination-focused structure into a more strategic, results-oriented delivery model, strengthening the Flagship Programme's ability to operate at scale while responding to increasingly complex country demands.

The consolidation of the Social Protection Global Technical Team (SPGTT) was a key achievement of this period. By progressively bringing together expertise from headquarters, regional and country levels, the SPGTT enabled more integrated technical support across policy design, financing, operations and emerging thematic areas. This evolution improved coherence across regions, reduced duplication of efforts and strengthened the consistency of ILO advice aligned with international social security standards.

The gradual strengthening of the Technical Support Facility (TSF) further enhanced the Flagship Programme's delivery capacity. The TSF increasingly functioned as

a strategic thematic backstopping and innovation mechanism, allowing the Flagship Programme to respond more rapidly to country demand for technical support, support complex reforms, and connect country work with global policy debates and initiatives, including the Global Accelerator. Together, the SPGTT and TSF shifted the management setup from project aggregation towards a more integrated flagship delivery model.

At country level, management arrangements enabled stronger alignment between national priorities, social dialogue processes and ILO technical support. The combination of decentralized implementation with specialized technical support from HQ through the TSF contributed to enhanced advisory services and greater country ownership, more sustained institutional change and clearer pathways from technical assistance to policy adoption and implementation.

5.2. Results and impact

Over the 2021–25 period, the Flagship Programme strengthened both the scale and quality of its results, moving from the aggregation of project outputs towards clearer system-level impact. Results were structured around the three-step approach, national strategies, scheme design or reform, and improved operations, supporting sustained institutional change and measurable improvements in coverage, adequacy and system performance.

The [Results Monitoring Tool \(RMT\)](#) was central to consolidating evidence across the Flagship Programme. It systematically tracked institutional changes and progress along the results chain, enabled aggregation of results across countries and years, and strengthened evidence-based management, learning and communication.

Evaluation played a complementary and important role. During the period, the Flagship Programme

completed **one evaluability assessment (2022)** and **one [independent mid-term evaluation of the second phase \(conducted in 2024\)](#)**, alongside **multiple project-level evaluations and reviews** implemented across the portfolio. The independent mid-term evaluation confirmed the Flagship Programme's strong relevance, coherence and strategic value, and highlighted its effectiveness as a framework for scaling country impact and strengthening policy coherence.

Follow-up to evaluation recommendations informed concrete adjustments, including strengthened use of the RMT, clearer articulation of impact pathways, enhanced coordination between country and thematic support, increased clustering of project evaluations, and stronger positioning of the Flagship Programme in relation to global initiatives such as the Global Accelerator.

5.3. Visibility and communication

Over the 2021–25 period, the Flagship Programme on Building Social Protection Floors for All implemented a strategic and increasingly integrated approach to visibility, communication and knowledge sharing. These efforts aimed to strengthen ownership of the Flagship Programme within the ILO, enhance transparency and accountability towards constituents and partners and amplify the visibility of results and policy messages at country, regional and global levels.

Strategic positioning and visibility. The Flagship Programme has been consistently positioned as a core vehicle for advancing universal social protection, aligned with international social security standards and global agendas such as the SDGs and the Global Accelerator on Jobs and Social Protection for Just Transitions. Communication efforts highlighted the Flagship Programme's added value as a coherent framework that consolidates country results, thematic

expertise and partnerships, while ensuring recognition of the contributions of development partners across all flagship products and events. Social media channels further amplified the visibility of the Flagship Programme and supported timely dissemination of results, publications and key milestones. During the reporting period, the [LinkedIn](#), [X](#) and [Instagram](#) accounts reached 9,864; 6,539 and 2,887 followers respectively, strengthening engagement with development partners, policymakers and practitioners.

Results-oriented communication. Communication activities increasingly focused on showcasing concrete results, institutional changes and impacts on people. [Annual reports](#), [country briefs](#), [policy-oriented publications](#) and targeted information products were used to translate technical work into accessible messages for policymakers, social partners and development partners. Results generated through the [Results Monitoring Tool](#) informed these products, strengthening the link between evidence, learning and advocacy. In the period 2021–25, results of the Flagship Programme were disseminated through sixteen issues of the [Social Protection Outlook newsletter](#) reaching an audience of 5,752 subscribers.

Knowledge sharing and learning. Knowledge sharing was a central pillar of the Flagship Programme's communication approach. Lessons learned, good practices and innovative approaches were disseminated through thematic publications, technical briefs, webinars and peer-learning events, supporting South–South and triangular cooperation. An example is the online panel discussion “Making social protection work for gender equality: What does it look like and how do we get there?”, held in April 2025, which brought together 77 practitioners. These exchanges helped foster a shared understanding of effective pathways towards universal, comprehensive and sustainable social protection systems. A massive open online course (MOOC) [Making Universal Social Protection a Reality](#) was developed in partnership with the SDG Academy and in French the French National School of Social Security (EN3S), with financial support from Belgium. The course, which is currently available in both [English](#) and [French](#), has attracted a total of 2,666 participants since its launch in January 2023. Under Phase III of

the Flagship Programme, the MOOC will be translated into Spanish in collaboration with the Inter-American Conference on Social Security (CISS) and further promoted among Member States in Latin America to expand its outreach and impact in the region.

Digital platforms and tools. The [ILO Social Protection platform](#) served as a key hub for communication and knowledge dissemination throughout the period. [Country](#) and [thematic](#) pages were progressively strengthened to provide structured access to data, analytical work, tools and examples of ILO support. In 2025, the Platform reached over 305,000 users throughout the year, compared to 100,000 users in 2023, demonstrating significant growth in outreach. During the same period, it recorded more than 468,000 individual page impressions. The World Social Protection Data Dashboards were viewed by more than 12,500 users (40,000 views) and the country pages by nearly 14,000 users (21,000 views). Online tools and digital content complemented in-person events, expanding the reach of the Flagship Programme's messages and resources.

Engagement and partnerships. Visibility and communication efforts were closely linked to partnership building. Development Partners Meetings, global and regional events, and joint initiatives with UN agencies, international financial institutions and social partners provided opportunities to share progress, align messages and reinforce coordinated advocacy for universal social protection. These platforms also supported dialogue on emerging challenges, financing and integrated policy approaches. Examples of communication efforts in 2025 linked to ILO's participation in global events include the [Fourth International Conference on Financing for Development](#), the [Second World Summit for Social Development](#) and the [UN Climate Change Conference \(COP30\)](#).

Overall, the 2021–25 period demonstrates that a coherent and results-oriented approach to visibility, communication and knowledge sharing has been instrumental in strengthening the Flagship Programme's strategic positioning, enhancing learning and collaboration, and supporting sustained progress towards universal social protection.

5.4. Resource mobilization

The second phase of the Flagship Programme was launched with an overall target budget of US\$160 million. Through sustained and proactive resource mobilization efforts, the Flagship Programme successfully mobilized nearly US\$75 million between 2021 and 2025. Combined with US\$85 million mobilized prior to the beginning of the second phase, these efforts progressively reduced the funding gap to US\$274 thousand shy of meeting its US\$160 million target (table 6). Of the total resources mobilized during the second phase, nearly US\$11 million was raised in 2025 alone (table 7). The resources of the Flagship Programme include extrabudgetary development cooperation resources as well as regular

budget resources for country-level, thematic and management support activities. The coordination of the Flagship Programme was mainly served through regular budget staff. Resource mobilization carried out to meet the funding needs of the Flagship Programme's remainder has been achieved through a combined effort of ILO HQ, regional offices, decent work country teams and country offices.

► **Table 6. Funding gap of the Flagship Programme as of 31 December 2025**

Resources required for the Flagship Programme (in-country and thematic support) (estimated)	US\$160,000,000
Mobilized before 1 August 2021 and partially covering the second phase, including US\$10 million in regular budget resources allocated to the Flagship Programme	US\$85,000,000
Mobilized during second phase (2021–25)*	US\$74,726,423
Remaining funding gap (end 2025)	US\$273,577

*Note: 2021 resources measured against second-phase ambition include only US\$12,023,607 mobilized from August 1 to December 31, 2021.

Source: Author's elaboration based on the ILO Development Cooperation Dashboard.

► **Table 7. Number of new projects and associated funding approved, 2021–25, by year**

Year	Number of new projects	Amount of new funding approved (in US\$)
2021	17	28,802,595
2022	9	9,320,393
2023	36	17,680,757
2024	21	8,095,069
2025	27	10,827,609
Total: 2021–25	110	74,726,423

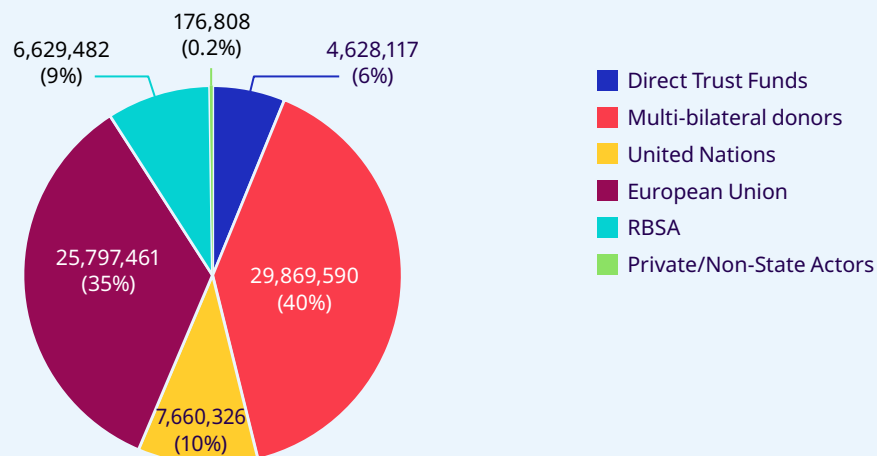
Source: Author's elaboration based on the ILO Development Cooperation Dashboard.

5.4.1. During the period 2021–25

Over the five-year period from 2021 to 2025, the largest share of funding approved and received came from multi- and bilateral donors, which together accounted for 40 per cent of total resources (figure 2). European Union funding represented the second-largest share, amounting to 35 per cent of total resources over the period. EU contributions remained a cornerstone of the ILO's external funding portfolio throughout the

second phase, supporting a wide range of initiatives at global, regional and country levels. Contributions from within the United Nations system represented a further 10 per cent of total resources, reflecting continued inter-agency collaboration at global, regional and country levels. In addition, resources mobilized through RBSA accounted for 9 per cent of total funding between 2021 and 2025, while direct trust funds accounted for 6 per cent of total funding over the five-year period, underscoring the sustained

► **Figure 2. Combined annual funding approved and received (2021–25), share by partner classification, US\$ (percentage)**



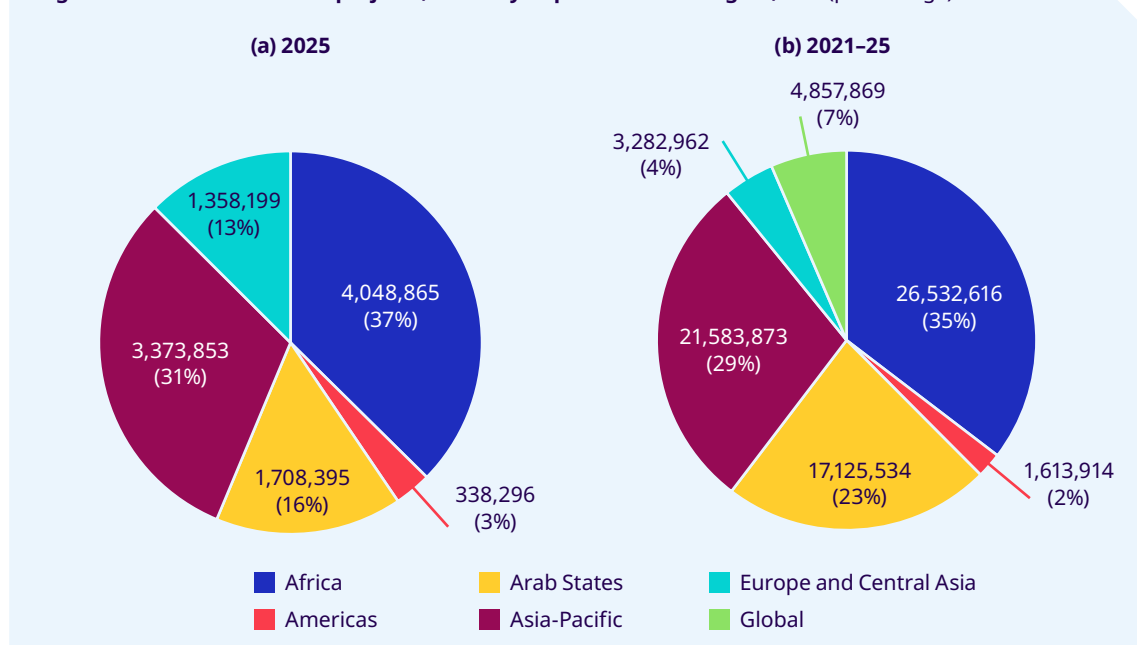
Source: Author's elaboration based on the ILO Development Cooperation Dashboard.

engagement of institutional partners, including social security institutions, in supporting specialized technical cooperation. Meanwhile, funding from private and non-State actors remained limited over the period. Throughout the second phase, the ILO has implemented activities through partnerships with the Italian energy multinational Eni S.p.A., aimed at expanding access to social protection and improving occupational safety and health measures for workers, and Fast Retailing Co. Ltd. to strengthen unemployment protections for workers in Indonesia.

During 2021–25, funding for new social protection projects was concentrated in several regions (figure 3). Africa accounted for the largest share of resources approved

during the second phase of the Flagship Programme (35 per cent), underscoring its central role in the ILO's social protection portfolio over the five-year period. The Asia and the Pacific region represented 29 per cent of total resources, followed closely by the Arab States at 23 per cent. Together, these three regions accounted for close to 90 per cent of all funding approved for new social protection projects between 2021 and 2025. Europe and Central Asia accounted for 4 per cent of total resources, while the Americas represented 2 per cent. In addition, global-level projects accounted for 7 per cent of total funding over the period.

► **Figure 3. Resources for new projects, share by implementation region, US\$ (percentage)**



Source: Author's elaboration based on the ILO Development Cooperation Dashboard.

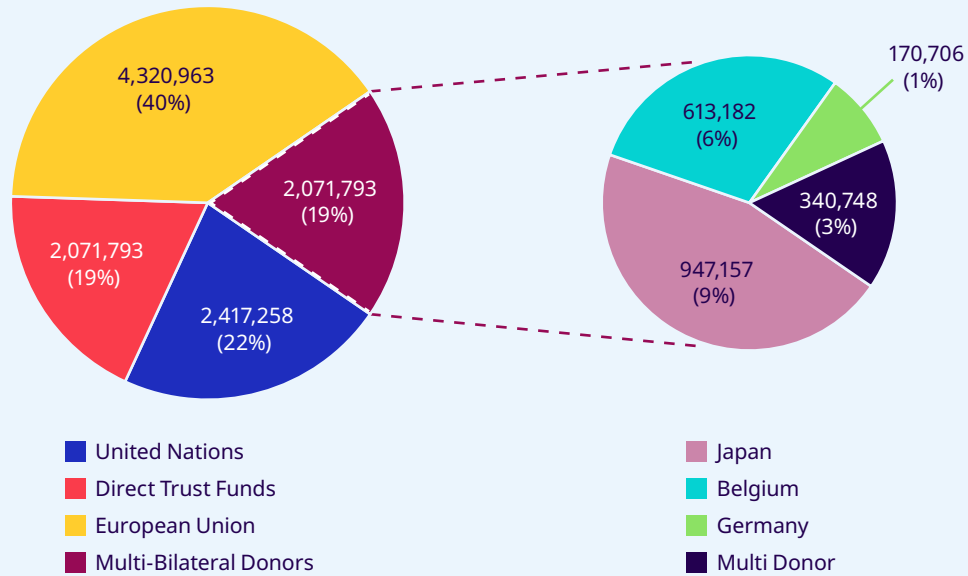
5.4.2. During 2025

In 2025 alone, resources approved and received for new social protection projects were concentrated primarily in Africa, which accounted for the largest share of funding (37 per cent). This was followed by the Asia-Pacific region (31 per cent), reflecting continued demand for social protection support across both regions. The Arab States region represented a further 16 per cent of resources for new projects in 2025, while Europe and Central Asia accounted for 13 per cent. A comparatively small share of funding was directed to the Americas (3 per cent). Overall, the regional distribution of new resources in 2025 highlights a strong focus on Africa, Asia and the Pacific and Arab States regions, which together accounted for 85 per cent of funding for new social protection project (figure 3).

Meanwhile, the largest share of resources mobilized and received for new projects in 2025 came the European

Union (figure 4). These contributions supported, among other initiatives, the launch of the ILO STREAM Programme for migrant workers the South Asia–Gulf Corridor (box 3), as well as additional activities in Egypt and Timor-Leste. Contributions from other entities within the United Nations system represented 22 per cent of new resources in 2025, followed by bilateral donors (19 per cent), led by Japan, Belgium and Germany. A slightly smaller share of funding came from funds-in-trust arrangements. These were primarily contributions from social security institutions who engaged the ILO to obtain sound actuarial advice in support of the long-term fiscal sustainability of social security systems. In 2025, new projects of this nature were begun in Cyprus, Honduras, Malaysia, Oman, Rwanda, Saint Lucia, Saint Vincent and the Grenadines and Saudi Arabia. While no new funding was secured from the private sector in 2025, the ILO also continued to implement activities under existing partnerships.

► Figure 4. Resources for new projects in 2025, share by partner classification, US\$ (percentage)



Source: Author's elaboration based on the ILO Development Cooperation Dashboard.





► 6. Looking ahead

The results achieved during the second phase of the Flagship Programme demonstrate the continued relevance of the ILO's approach to expanding social protection in a complex and evolving global context. By combining measurable impacts on people with sustained institutional change, the Flagship Programme has contributed to strengthening the foundations for effective, sustainable, comprehensive and nationally-owned social protection systems.

At the same time, the Flagship Programme's evaluation points to opportunities to further sharpen strategic focus in order to reach critical mass and accelerate progress. This includes greater thematic concentration in priority areas such as digitalization, climate change, crisis response and informality, as well as deeper integration of

social protection within broader development agendas. There is also scope to strengthen interdisciplinary approaches, drawing on emerging models of collaboration across policy domains, including those reflected in initiatives such as the UN Global Accelerator.

Looking ahead, a third phase of the Flagship Programme would offer an opportunity to consolidate lessons learned, deepen partnerships and explore new forms of engagement, including with non-traditional partners such as the private sector and IFIs. In a challenging environment for development cooperation, marked by fiscal constraints and pressures on multilateralism and international solidarity, sustained investment in strong national institutions remains critical to advancing inclusive and resilient social protection systems.

**Advancing social justice,
promoting decent work**

The International Labour Organization is the United Nations agency for the world of work. We bring together governments, employers and workers to drive a human-centred approach to the future of work through employment creation, rights at work, social protection and social dialogue.

By becoming an ILO partner and supporting countries to realize the human right to social protection, you can change the lives of millions, allowing people to live in dignity and ensuring that no one is left behind.

ilo.org

International Labour Organization
Route des Morillons 4
1211 Geneva 22
Switzerland