



International
Labour
Organization

► Building social protection floors for all

ILO Global Flagship
Programme

Strategy for the third
phase (2026–30)



► **Building social protection floors for all**

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Programme

**Strategy for the third phase
(2026–30)**

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► Foreword

Recent global discussions, including the Second World Summit for Social Development (Doha 2025), 30th Session of the Conference of the Parties to the UN Framework Convention on Climate Change (COP30) and the Fourth International Conference on Financing for Development (Sevilla 2025), have reaffirmed that social protection is a cornerstone of social justice, sustainable development and economic resilience. In a context of multiple transitions and a challenging multilateral environment, strengthening social protection systems is both an economic necessity and a moral imperative in order to realize the human right to social protection. It requires integrated policy approaches and renewed collective efforts to mobilize the resources needed to deliver on commitments.

Grounded in inclusive social dialogue and guided by ILO international social security standards, the ILO's Global Flagship Programme on Building Social Protection Floors for All (Flagship Programme) supports Member States in building national social protection systems that are universal, comprehensive, sustainable, provide adequate protection across the life cycle and facilitate fair transitions in the context of new and emerging challenges. By promoting policy coherence and multistakeholder collaboration, the Flagship Programme fosters synergies of social protection policies with economic, social, labour, fiscal and climate policies to maximize impact on people.

As the Flagship Programme enters its third phase — covering the critical period leading up to the 2030 deadline for achieving the Sustainable Development Goals — I urge partners to strengthen their support to this collective endeavour which has already contributed to changing the lives of millions of people. By investing in the ILO's Flagship Programme, partners can help countries accelerate progress towards universal social protection and social justice.



Gilbert F. Houngbo
Director-General
International Labour Organization

► Acronyms

ABND	Assessment-Based National Dialogue
ALMPs	active labour market policies
EU	European Union
FFD4	Fourth International Conference on Financing for Development
GTAC	Global Tripartite Advisory Committee
GTT	Global Technical Team
G20	Group of Twenty
IFAD	International Fund for Agricultural Development
IFI / IFIs	International Financial Institution(s)
ILO	International Labour Organization
IMF	International Monetary Fund
ISPA	Inter-Agency Social Protection Assessment
ITCILO	International Training Centre of the ILO
KfW	Kreditanstalt für Wiederaufbau
MOOC	massive open online course
NAPs	National Adaptation Plans
NDCs	Nationally Determined Contributions
P4H	Social Health Protection Network
SDGs	Sustainable Development Goals
SPIAC-B	Social Protection Inter-Agency Cooperation Board
SSTC	South–South and Triangular Cooperation
TSF	Technical Support Facility
UN	United Nations
USP2030	Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals

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► Introduction

Universal social protection is a central pillar of social justice, inclusive growth and sustainable development. Yet, more than half of the world's population still lacks access to adequate social protection,¹ leaving millions exposed to poverty, inequality and the risks associated with economic, social and environmental and individual life course transitions. In the lead-up to

the 2030 deadline for achieving the Sustainable Development Goals (SDGs), accelerating progress towards universal social protection is both urgent and indispensable.

Since its launch in 2016, the ILO's Global Flagship Programme on Building Social Protection Floors for All has provided a coherent and results-oriented framework for supporting Member States in strengthening national social protection systems, grounded in international social security standards and inclusive social dialogue. Through its first two phases, the Flagship Programme has demonstrated

that sustained system-building support can deliver tangible institutional changes, expand coverage with impact on people and improve the adequacy and sustainability of social protection systems.

The **third phase (2026–30) of the Flagship Programme** is designed to consolidate achievements and maximize impact during the critical final stretch towards the achievement of the 2030 Agenda. Given the current funding

context, the Flagship Programme will have to consolidate its focus on **40 countries**, where the ILO's support can contribute most effectively to advancing universal social protection, based on constituent demand, political commitment, existing partnerships, availability of funding and potential for results. This focus on building robust systems will remain at the heart of the third phase of the Flagship Programme: strengthening the policy, legal, institutional, financing and operational foundations of national social protection systems.

In addition, a stronger emphasis than in the two previous phases will be on **supporting policy coherence and coordination**, including, where relevant, integrated policy approaches contributing to broader reform agendas, recognizing that social protection is most effective when coherently coordinated with employment, fiscal, economic, climate and development policies to support and protect people during their life and work transitions. In this context, where appropriate, the Flagship Programme will maximize synergies with the **UN Global Accelerator on Jobs and Social Protection for Just Transitions** (Global Accelerator) and other relevant initiatives to leverage investments, mobilize financing and scale up results achieved at country level.

By complementing system-building expertise with increased attention to policy coherence, the third phase of the Flagship Programme aims to **further accelerate progress towards universal social protection**, thereby contributing decisively to the realization of the human right to social security for all by 2030.

Accelerating progress towards universal social protection is both urgent and indispensable.

1 ILO, *World Social Protection Report 2024-26: Universal social protection for climate action and a just transition*, 2024.



► Building on earlier success

Lessons from the first two phases (2016–25)

Launched in 2016, the ILO's Flagship Programme on Building Social Protection Floors for All has provided a coherent framework for advancing universal social protection through a shared theory of change, a common results framework and systematic evidence generation. Throughout its first two phases, the Flagship Programme has demonstrated the value of a long-term, system-building approach grounded in international social security standards and social dialogue. During its first two phases the Flagship Programme achieved the following measurable results and impacts.

- design or reform of schemes embedded in law (32 countries); and
- strengthening of administrative and operational delivery (46 countries).

- Those institutional reforms contributed to the extension of social protection coverage **to more than 100 million people**, with improvements in coverage, adequacy and system performance.²

► Key results and achievements of the Flagship Programme

System-level institutional change and impact on extension of coverage

- Supported **institutional reforms across 53 priority countries**, covering:

- adoption of national social protection strategies (33 countries);



With ILO support, institutional reforms contributed to the extension of social protection coverage to more than 100 million people

Table 1. Key results and achievements of the Flagship Programme

	First phase (2016-20)	Second phase (2021-25)
National social protection strategies adopted	10 results	48 results
Schemes design or reform embedded in law	13 results	45 results
Administrative and operational delivery strengthened	16 results	87 results
Legal coverage increased to	12 million people	31 million people
Effective coverage increased to	11 million people	24 million people
Adequacy increased for	2 million people	29 million people
Total number of focus countries	21 countries	50 countries

² Information is taken from: ILO, *Building Social Protection Floors for All: ILO Global Flagship Programme, Report of the first phase (2016-2020)* and ILO, *Global Flagship Programme on Building Social Protection Floors for All: Report of the second phase (2021-25)*, forthcoming.

Scalable technical delivery model

- Combined **country-level system-building support** with **cross-country thematic expertise**, allowing rapid response to constituents' demand while maintaining coherence.³
- Clarified and strengthened thematic support during the second phase through dedicated thematic strategies and the creation of a Flagship Programme **Technical Support Facility (TSF)**, complementing field-based expertise.
- Reinforced the **Global Technical Team (GTT)** of almost 200⁴ social protection experts at headquarters, in regional and country offices, significantly expanding ILO's field presence and delivery capacity.

Evidence, monitoring and learning

- Developed and operationalized the **Results Monitoring Tool (RMT)** to track institutional change, aggregate results across projects and countries and strengthen accountability and learning.
- Used systematic knowledge development to translate country experience into **good practice guides, policy tools, country briefs and capacity-building packages**, including inter-agency tools (for example, ISPA).
- Delivered large-scale capacity building through MOOCs on social protection and through the **International Training Centre of the ILO (ITCILO)**, including online learning and the TRANSFORM programme, supporting peer learning and South–South exchange.

Partnerships and financing

- Mobilized around **200 million US dollars** in development cooperation funding over 10 years, contributing to a **doubling of ILO resources** to support constituents in promoting universal social protection.
- **Strengthened partnerships** with donors, IFIs, UN agencies, development banks and social partners, enhancing policy coherence, joint advocacy and impact.
- Positioned itself as a core system-building initiative supporting several countries' engagement as **pathfinder countries of the Global Accelerator initiative**.

Strategic lessons learned

- **System-building delivers sustainable impact.** Focusing on policy, legal and financing frameworks, institutions and governance creates the conditions for sustainable coverage expansion.
- **Integrated approaches matter.** Coordinating schemes and programmes within social protection systems as well as social protection policies with macroeconomic, climate, employment and other social policies increases effectiveness and political traction.
- **Scale requires coordination and strong partnerships.** Clear articulation between country support, thematic expertise and global initiatives as well as ILO's leadership role in shaping partnerships at global, regional and national level is essential to avoid fragmentation and duplication and to promote scale up.

³ Please see ILO, [Building social protection floors for all. ILO Global Flagship Programme: Annual Report 2024](#), 2025; ILO, ILO Global Flagship Programme on Building Social Protection Floors for All: Report of the second phase (2021-25), forthcoming; the [ILO Results Monitoring Tool](#) and the [thematic areas webpages](#) on the ILO Social Protection platform for detailed results.

⁴ ILO, [Building social protection floors for all. ILO Global Flagship Programme: Annual Report 2024](#), 2025.

- **Evidence and effective communication strengthen influence.** Systematic monitoring, evaluation and knowledge products combined with effective communication of results achieved enhance credibility, learning, political will and resource mobilization.

► **Evaluation findings and implications for the third phase**

An **independent mid-term evaluation of the second phase (2024)** confirmed the Flagship Programme's **strong relevance, coherence and strategic value** and its effectiveness as a platform for scaling impact. Key recommendations that are addressed through the strategy for the third phase include:

- Strengthening coordination and complementarity with the **Global Accelerator**, clarifying roles and improving resource efficiency.

- Deepening engagement with **social partners and civil society**, including through targeted capacity building and national/regional dialogue platforms.
- Scaling support to additional countries while **streamlining thematic priorities**.
- Reinforcing capacities in **emerging areas** (digital transformation, climate change and just transition and platform work).
- Developing a **dedicated fundraising strategy**, including innovative financing modalities and closer collaboration with public development banks.

Together, these results and lessons position the Flagship Programme as a mature, credible and scalable instrument for supporting universal social protection — providing a strong foundation for its third phase in the critical run-up to the **2030 SDG deadline**.





► ILO mandate

Universal social protection for all

► Poverty anywhere constitutes a danger to prosperity everywhere

► ILO Declaration of Philadelphia, 1944

► The backbone for the ILO's work

In line with the Declaration of Philadelphia (1944), the Centenary Declaration for the Future of Work (2019) and international social security standards, the Flagship Programme on Building Social Protection Floors for All supports Member States in building national social security systems in order to guarantee at least basic income security and access to healthcare across the life cycle for all. Contributing to realizing the human right to social security, or social protection, as set out in the Universal Declaration of Human Rights (1948) and the International Covenant on Economic, Social and Cultural Rights (1966), reflected in the Convention on the Elimination of All Forms of Discrimination against Women (1979), the Convention on the Rights of the Child (1989) and the Convention on the Rights of Persons with Disabilities (2006) and further concretized by international social security standards.⁵

To support the implementation of the right to social security, the Flagship Programme promotes the ratification and application of the ILO's up-to-date social security standards – Conventions and Recommendations – that have been adopted by ILO tripartite constituents and cover all areas of social protection.⁶

These include the Social Security (Minimum Standards) Convention, 1952 (No. 102), which establishes the minimum levels of protection to be guaranteed with respect to a set of social risks

and establishes the core principles of financing, governance and administration.

The Social Protection Floors Recommendation, 2012 (No. 202) calls on countries to develop policies and national strategies prioritizing the establishment of social protection floors, which guarantee that everyone in need has effective access to at least essential health care and basic income security throughout the life cycle. It further guides countries in progressively ensuring higher levels of protection to as many people as possible, as soon as possible. By pursuing this two-dimensional extension strategy, countries should progressively achieve universal social protection, extending coverage to all and ensuring the comprehensiveness, adequacy and sustainability of protection. The Recommendation also sets out the core principles that should guide the design and implementation of universal social protection systems.

In addition, other ILO Conventions and Recommendations set out more advanced standards for realizing universal social protection.⁷

The principles and minimum benchmarks for social protection systems established in ILO social security standards provide a unique framework to ensure that social protection schemes follow a rights-based approach; express solidarity across population groups; aim to leave no one behind; are based on social dialogue; and adhere to universal coverage and non-discrimination. Convention No. 102 and Recommendation No. 202 state that States should assume the overall and primary responsibility in the policy design, financing and implementation of their national social protection systems.

Reflecting the interlinkages between social, economic and employment policies, the support delivered through the Flagship Programme draws on other international labour standards, including the Transition from the Informal to the Formal

5 OHCHR and ILO, "Right to Social Security", Human Rights fact sheet No. 39, 2025.

6 ILO, *Building Social Protection Systems: International Standards and Human Rights Instruments*, 2021.

7 ILO, *Building Social Protection Systems: International Standards and Human Rights Instruments*, 2021.

Economy Recommendation, 2015 (No. 204) and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205).

The Flagship Programme is a key instrument for advancing the implementation of the ILO's Programme and Budget⁸ and for delivering the technical support requested by constituents. Its results framework is directly aligned with the social protection indicators of the ILO's Outcome on social protection reflected in its Programme and Budget, thereby making the Flagship Programme's contribution both visible and measurable. The Flagship Programme has also played a central role in operationalizing the action plan adopted by the ILOs Governing Body

to implement the resolution and conclusions of the recurrent discussion on social protection (social security) adopted by ILO Member States at the 109th Session of the International Labour Conference in 2021⁹. The Flagship Programme also contributes to the implementation of regional strategies such as the Africa Regional Social Protection Strategy, 2021–25¹⁰ or the *Punta Cana Declaration* which gives priority to “ensuring comprehensive and sustainable social protection through systems based on the principles of universality, solidarity, equality, equity and non-discrimination, together with policies to support the transition from the informal to the formal economy”.¹¹



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⁸ See [ILO's Programme and Budget](#).

⁹ ILO, [Resolution concerning the second recurrent discussion on social protection \(social security\)](#), International Labour Conference, 109th Session, 2021.

¹⁰ ILO, [Africa Regional Social Protection Strategy, 2021-2025: Towards 40 % – a social protection coverage acceleration framework to achieve the SDGs](#) Africa Regional Social Protection Strategy, 2021 – 2025, 2021.

¹¹ ILO, [Punta Cana Declaration for democracy, peace, decent work and social dialogue: Uniting the Americas for a future with sustainable development and social justice](#), 20th American Regional Meeting, 2025.





► Strategy

Country, thematic, partnerships

► Vision

Realizing the human right to social security for all

Our vision is of a world in which all countries have national social protection systems that provide comprehensive and adequate social protection to their population throughout their lives, prevent poverty, reduce inequality and combat social exclusion. This includes providing access to health care, child and family benefits, unemployment, sickness, maternity and disability benefits, old-age pensions, among others, working in tandem with services, including child, health, employment services and skills development programmes and long-term care services. Universal social protection should be based on non-discrimination and be inclusive of all ages and population groups – rural and urban, women and men, persons with disabilities, migrants and refugees. This may require specific and adapted approaches to reach those still excluded from national social protection systems.

National social protection systems are not ad hoc temporary arrangements – created in response to periodic shocks or crises – but robust, reliable and sustainable mechanisms based on a national consensus achieved through inclusive social dialogue. They should be the main responsibility of the State and be embedded in law specifying rights and obligations for current and future generations. They should be adequately, equitably and sustainably financed adhering to the principle of solidarity in financing, with governments, workers' and employers' organizations committing to closing financing gaps for social protection. This is reflected in the political declaration of the Second World Summit for Social Development

that encourages increased financing for social protection to achieve at least a 2 percentage point increase in coverage per year, (para. 29(g)),¹² the outcome document of the Fourth International Conference on Financing for Development (para 27(i))¹³ and the G20 Development Working Group.¹⁴ This requires developing more accommodative macroeconomic frameworks prioritizing social protection investments, improving management of public resources for social protection, increasing fiscal space for social protection (for example, through budget reallocations, tax reforms and the extension of social insurance), mainstreaming social protection in public infrastructure investments and projects and calling on IFIs to support national social protection priorities when needed. National social protection systems should be administered in a sound manner, based on the principles of transparent and accountable management and tripartite governance.¹⁵

Robust social protection systems as a cornerstone of economies and societies that are fit for the future

We envision a world where robust universal social protection systems empower societies to navigate economic, social and environmental transitions and to achieve lasting social justice. By extending social security to those not yet covered, social protection contributes to the formalization of jobs and enterprises. By supporting populations affected by the consequences of climate change including impacts on health needs, it strengthens their ability to cope, adapt and build resilience; by supporting workers transitioning to green jobs, it helps mitigate the social and economic negative impacts of climate change. In the context of rapidly changing labour markets shaped by technological innovation, including generative artificial intelligence, social protection safeguards

¹² UN General Assembly, resolution 80/5, [Doha Political Declaration of the "World Social Summit" under the title "the Second World Summit for Social Development"](#), A/RES/80/5 (2025), para. 29(g).

¹³ United Nations, [Outcome document of the Fourth International Conference on Financing for Development](#), A/CONF.227/2025/L.1 (2025), para. 27(i).

¹⁴ Group of Twenty, [G20 Skukuza Development Ministerial Declaration](#), 2025.

¹⁵ ILO, [Social Protection Floors Recommendation \(No. 202\)](#), 101st International Labour Conference, 2012, para. 3.

income security of workers and helps them in their reskilling and transition to new jobs. Social protection systems need to adapt to changing labour markets, working towards covering all workers, in all types of employment, including self-employment.¹⁶ Social protection systems also play a crucial role in enabling societies to meet the challenges of demographic change — allowing families to balance care responsibilities and employment, ensuring dignity in old age — while supporting youths' transition into the labour market. Across domestic and global supply chains, social protection is a cornerstone for realizing rights and ensuring decent work for all.

Achieving this requires a whole-of-government and whole-of-society approach, where all sectors, domestic and international, public and private financing work together to generate both economic and social impact. Strengthening social protection systems further requires mobilizing new partners and additional resources, enhancing administrative capacities and expanding coverage. This vision is underpinned by a culture of social protection, supported by an expanding evidence base that demonstrates the transformative impact of social protection on people, economies and societies.

► Value proposition

Universal social protection is part of the ILO mandate and was reconfirmed as a key priority of its work at the 109th Session of the International Labour Conference.¹⁷ It is also a key priority for ILO Member States.

ILO's support promotes international labour standards on social security, including ILO Convention No. 102 and ILO Recommendation No. 202, which provide concrete guidance to Member States for building national social protection systems and extending their coverage. Technical support is provided on all branches of social security and for workers in all types of employment and population groups, leaving no one behind. By doing so, the ILO helps countries anchor social protection reforms within a rights-based approach.

ILO is the lead UN agency on social protection and has been a key contributor to recent international commitments such as the outcome document of the Fourth Financing for Development Conference and the political declaration of the Second World Summit for Social Development. ILO coordinates UN and IFI engagement on social protection through global partnerships such as SPIAC-B, Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030) and related initiatives on digital transformation and climate change, P4H, ILO/IMF collaboration and the UN Global Accelerator on Jobs and Social Protection for Just Transitions. The ILO not only influences global thinking on social protection but also promotes its vision through specific joint initiatives with partners on the ground. Through its strong partnerships, it contributes to mobilizing development partners and additional international and domestic resources to strengthen social protection systems.

ILO provides and contributes to the development of the diverse technical expertise needed for building national social protection systems. Specific attention is given to branches that are still underdeveloped (such as unemployment protection or disability) or groups that are still excluded from social security (such as own account workers, workers in new forms of employment, rural and agriculture workers). Technical support is provided by country-based technical teams — working in close exchange with constituents — complemented by highly specialized expertise including actuarial analysis, legal frameworks, digital systems, creating a culture of social protection, and the extension of social protection to migrant workers and other excluded groups. This complementarity between country, regional and headquarters-level expertise is institutionalized through the ILO's Technical Support Facility, enabling the delivery of consistent, high-quality and standards-based technical support across diverse country contexts.

Social dialogue, rooted in the ILO's unique tripartite structure, is a cornerstone of the Flagship Programme's technical support.

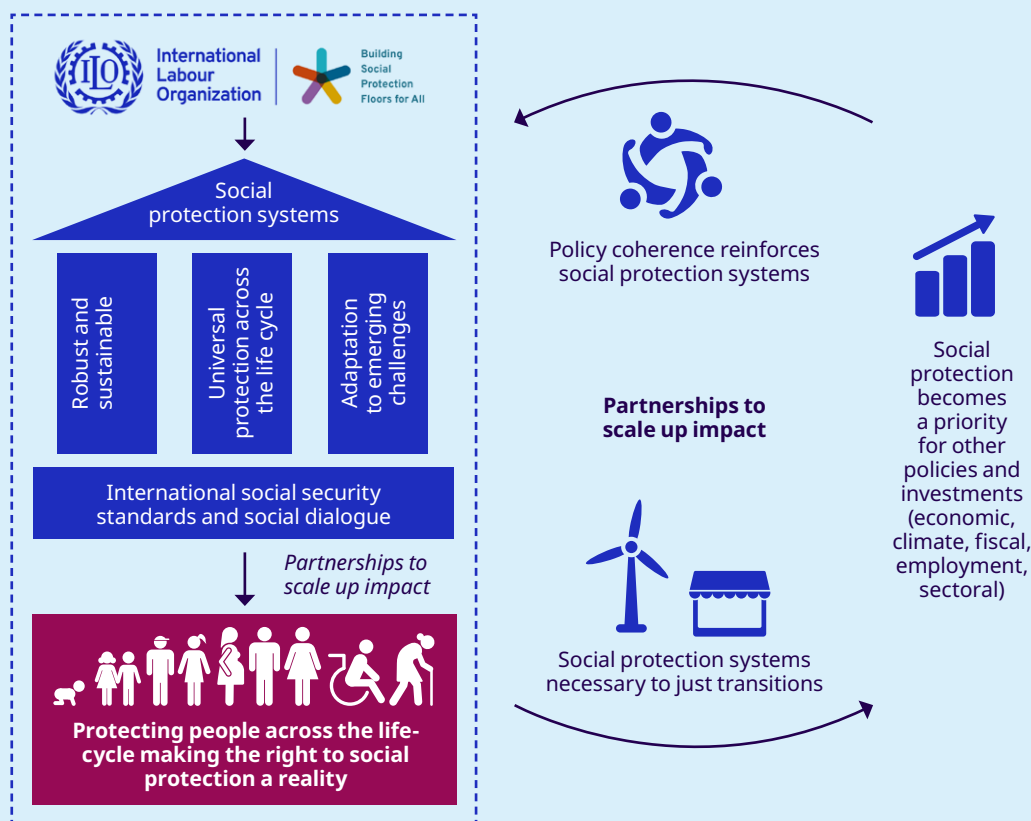
¹⁶ ILO, *Universal Social Protection in Changing Labour Markets: Protecting Workers in All Types of Employment*, forthcoming.

¹⁷ See ILO, [Resolution and Conclusions concerning the second recurrent discussion on social protection \(social security\)](#), International Labour Conference, 109th Session, 2021; and ILO, [Global call to action for a human-centered recovery from the COVID-19 crisis that is inclusive, sustainable and resilient](#), International Labour Conference, 109th Session, 2021.

By systematically engaging governments, workers' and employers' organizations, the ILO ensures that social protection policies and reforms are shaped through inclusive dialogue and are anchored in shared ownership. This tripartite approach strengthens the legitimacy, sustainability and effective governance of national social protection systems.

Building on the experience of the Global Accelerator on Jobs and Social Protection for Just Transitions, as well as the Action Programmes of the ILO on Decent Work in Crisis and Post-Crisis Situations, Just Transition to Environmentally Sustainable Economies, Transition from the Informal to the Formal Economy and Decent Work in Global Supply Chains and several partnerships with IFIs (World

► Figure 1. ILO's value proposition



Grounded in **inclusive social dialogue** and guided by **international social security standards**, the Flagship Programme supports Member States in building national social protection systems that are **sustainable, protect across the life cycle, and are able to respond to new and emerging challenges**. In addition, the Flagship Programme aims to **strengthen policy coherence, fostering a virtuous cycle** in which social protection and economic, labour, fiscal, climate and other social policies mutually reinforce one another, thereby maximizing social returns on investment. Strategic **partnerships** help promote ILO's vision and amplify its action.

Source: See Strategy for the second phase page 11: <https://www.social-protection.org/gimi/Media.action?id=18603>.

Bank, IMF and Finance in Common Summit), the Flagship Programme also leverages social protection to achieve broader policy objectives (decent jobs, climate action, formalization) and investments, as a precondition for just transformations of the economy and society.

► Ambition

From results to impact

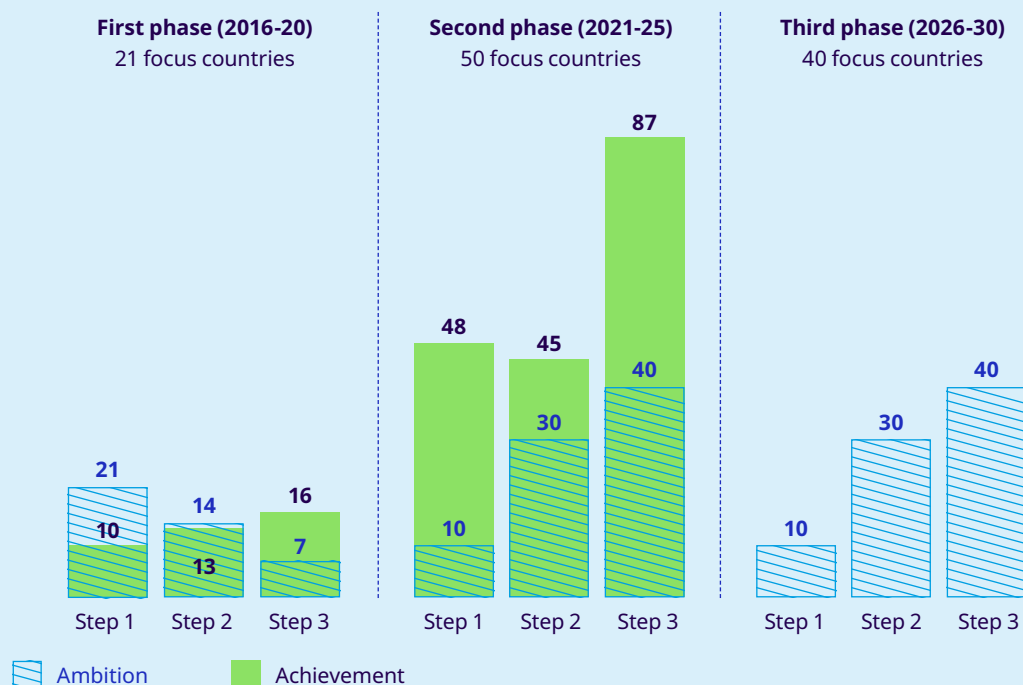
Institutional changes

In its third phase, the Flagship Programme aims to achieve institutional change as a foundation for sustainable extension of coverage in all **40 focus countries** to accelerate progress towards achieving the social protection related SDG targets by 2030. Building on the strong

performance of the second phase — which significantly exceeded its institutional results targets — the Flagship Programme maintains an ambitious level of expected results for the third phase, despite a reduced number of priority countries. More specifically, it aims to achieve:

- 10 institutional changes under **step 1**: endorsement or reform of a social protection policy or strategy;
- 30 institutional changes under **step 2**: adoption or reform of social protection legal frameworks and schemes; and
- 40 institutional changes under **step 3**: adoption or implementation of policy measures to improve the operations of social protection systems.

► **Figure 2. Institutional changes achieved during the first and the second phase of the Flagship Programme and ambitioned in the third phase**



Source: ILO, "Results Monitoring Tool" and 5-year reports for the first and the second phase.

Impact on people

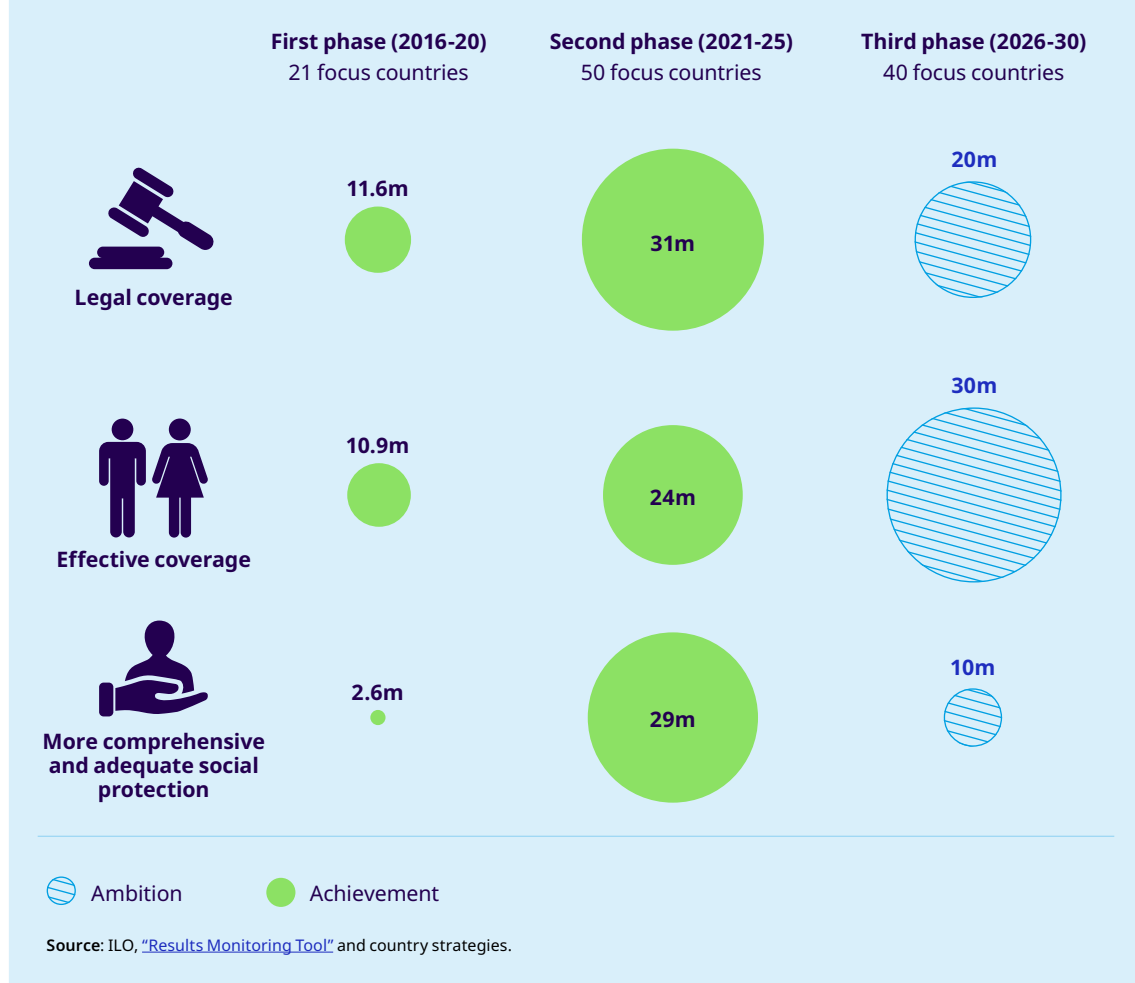
Similarly, the Flagship Programme maintains the same ambition in terms of impact on people resulting from the institutional changes. A stronger focus of the support to be provided under the third phase will be on contributing to effective coverage, the target that was not achieved under the second phase. More specifically the Flagship Programme will contribute to:

increase legal coverage for an additional **20 million** people;

increase effective coverage for an additional **30 million** people; and

improve protection for an additional **10 million** people (people will be covered for a wider range of risks and/or have higher levels of benefits).

► **Figure 3. Impact on people (legal and effective coverage) achieved during the first and second phases of the Flagship Programme and ambitioned in the third phase** (Millions of people)



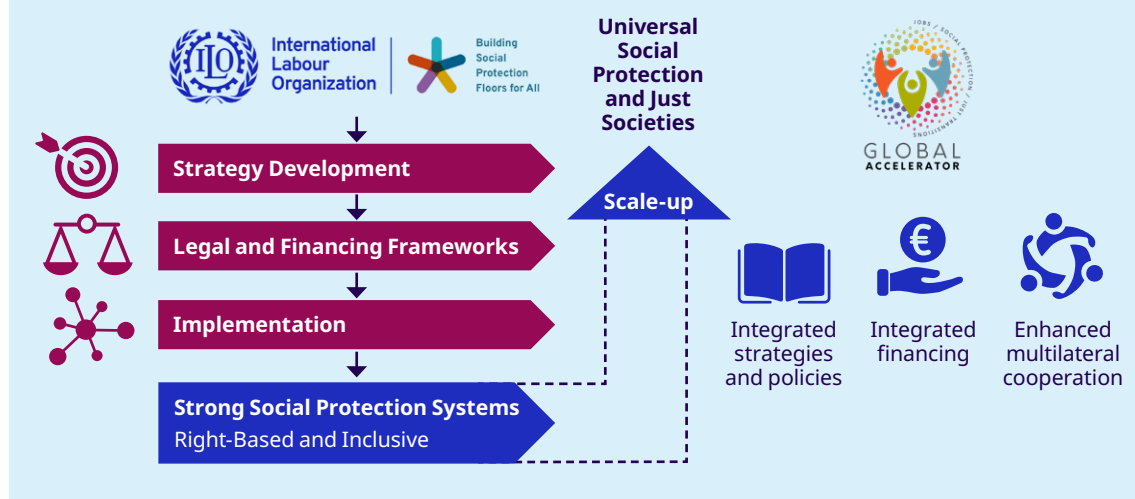
► **Theory of change**

The third phase of the Flagship Programme on Building Social Protection Floors for All builds on the theory of change of previous phases, maintaining a strong focus on strengthening the core components of national social protection systems through a three-step approach. In this phase, each step will not only support system development but also promote stronger policy coherence, creating virtuous cycles between social protection and macroeconomic, employment, environmental and other policies.

As in earlier phases, implementation will be supported by the technical expertise of the ILO Global Technical Team and by strategic partnerships. Together, these will generate the evidence, policy and technical advice and advocacy needed to design, finance and implement universal social protection systems and to position social protection as a necessary and enabling policy instrument to achieve other policy objectives (decent

jobs, climate action, formalization) and investments and as a precondition for just transformations of the economy and society.

The Flagship Programme will provide critical support to countries to strengthen their social protection systems and scale up social protection in the context of technological change, the green and energy transition, macroeconomic shifts, demographic trends, transformation in agrifood systems and other sectors, decent work deficits in domestic and global supply chains and broader structural changes.¹⁸ In doing so, it will ensure robust technical support on social protection within the Global Accelerator and other ILO and multi-stakeholder initiatives — such as ILO Action Programmes, climate related initiatives such as the Global Shield and the Task Force on Social Protection and Climate Change, the Global Gateway — a prerequisite for contributing to accelerated progress towards universal social protection.

► **Figure 4. Theory of change of ILO Global Flagship Programme**

18 World Economic Forum, *The Future of Jobs Report 2025*, 2025.

Pillar 1: A three-steps approach at country level

Expected outcome: Strengthened social protection systems and policy coherence to achieve universal social protection and just transitions in 40 countries.

The Flagship Programme supports 40 countries (see table 2) in implementing and strengthening universal social protection systems. It applies a flexible, three-step approach that adapts to country contexts. Although the steps are broadly sequential, the strengthening and reform of social protection systems can advance simultaneously across multiple steps once a system is in place. ILO country teams tailor their support to constituents' needs and actively engage in partnerships to advance social protection at the national level.

Across the three steps, the ILO support will follow a rights-based approach anchored in human rights and **international social security standards**, promoting the ratification and application of relevant ILO Conventions and Recommendations, in particular Convention No. 102 and Recommendation No. 202.

A **solid evidence base** underpins all three steps of the Flagship Programme. The national social protection situation — in terms of coverage and expenditure — is regularly measured using national data collected through the ILO Social Security Inquiry; and consolidated in the ILO World Social Protection Database which feeds into the SDG reporting on social protection coverage and the ILO's flagship World Social Protection Report.¹⁹ Baseline data in each country informs national social dialogue, guides priority setting and serves as the reference point for measuring progress toward universal social protection. The Flagship Programme also strengthens national statistical capacities to ensure timely, accurate and comprehensive data including through the use of new technologies and fosters interoperability of information systems within and beyond the social protection sector.

The three steps are carried out through **inclusive social dialogue** that brings together tripartite partners — governments, employers' organizations and workers' organizations — alongside consultations with civil society. This ensures that policy options receive broad support from those contributing to and benefiting from social protection and that the governance of the social protection system remains genuinely participatory.

Step 1. Adopting a national social protection strategy. Building effective social protection systems requires a long-term holistic vision integrating social assistance, social insurance and complementary social services. Such a vision should be grounded in evidence and shaped through national dialogue in which social partners play a crucial role. The ILO supports this through **assessment-based national dialogues (ABNDs)**, which bring together all relevant government institutions, workers' and employers' representatives and other stakeholders, with support from UN agencies, civil society, IFIs and development partners. Guided by international social security standards, particularly Recommendation No. 202, countries assess their systems, identify policy gaps and implementation challenges and propose reforms. Costing and fiscal space analysis are integral to the process, helping to determine financing options for proposed reforms, mobilize domestic resources and identify any gaps that may require international support. Overall, ABNDs help build consensus on priorities for establishing or expanding nationally defined social protection floors and more comprehensive social protection systems.

To ensure that social protection maximizes its contribution to broader social and economic objectives, it is essential that it be fully recognised in national development frameworks. The Flagship Programme will support constituents — and in particular key actors in the social protection sector — to advocate for the inclusion of social protection in **national development strategies** as a core instrument for reducing poverty and promoting just transitions. For Global Accelerator pathfinder countries, this includes supporting the development of roadmaps with a strong and

19 ILO, *World Social Protection Report 2024-26: Universal Social Protection for Climate Action and a Just Transition*, 2024.

coherent social protection dimension. Embedding social protection in these strategic documents not only helps advance national development goals, but also strengthens coordination, promotes policy coherence and ensures that social protection priorities are reflected in national planning, budgetary processes and macro-economic policies. This can include, for example, integrating social protection into Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs) to support a just transition; identifying social protection as a key pillar of formalization strategies; promoting investment approaches that account for both economic and social impacts; and defining comprehensive strategies to address youth employment and population ageing, highlighting how social protection and care services advance equity across generations.

Step 2. Designing and reforming schemes.

Based on priorities set in national frameworks or specific constituent requests, the ILO supports the design and reform of social protection schemes across all branches — such as health, family, unemployment, working injury, old age, disability and maternity — with a focus on extending adequate coverage to excluded groups, including workers in the informal economy, migrants and refugees. Support includes technical advice, capacity-building and strengthened social dialogue, enabling social partners to engage effectively in policymaking. Guided by international social security standards and good practices, the ILO provides policy options promoting comprehensive systems combining contributory and non-contributory approaches; costing and actuarial analyses; financing options; advice on institutional design including management information systems; and support in drafting or revising laws and regulations. These inputs inform evidence-based decisions on scheme parameters, implementation and financing modalities including national budget allocations.

At the programme level, an integrated approach translates into adapting social protection schemes to better respond to emerging risks or new vulnerabilities such as climate risks, age-related vulnerabilities including long-term care needs, or youth unemployment. This can be achieved by using climate data to update risk assessments

as part of actuarial studies, or to activate or scale up social protection benefits, by supporting the development of quality care services to increase labour force participation for workers with family responsibilities or by linking unemployment protection with active labour market policies (ALMPs). Ongoing labour market transformations driven by rapid digitalization and evolving work models (for example, platform-based work) require adjustments to social protection schemes to ensure coverage for workers in all types of employment. Ensuring that social protection schemes respond to the needs of workers and populations in the informal and rural economies is essential for the extension of coverage.

At the sectoral level, integrated policy approaches can play a critical role in extending social protection coverage while strengthening system design, financing and compliance. Climate-related and shock-responsive cash transfers can be channelled through social protection systems, when these offer effective delivery mechanisms; this channelling of funds can simultaneously reinforce system's capacity. Embedding social protection systematically into ALMPs and entrepreneurship promotion ensures social protection coverage and awareness from the outset of workers' professional pathways, promoting early uptake of schemes and contributing to the system's financial sustainability in the longer run. Systematically integrating and monitoring social protection compliance in public infrastructure investments and across supply chains ensures compliance with existing regulations, promotes the extension of social protection coverage and strengthens the contributory base of national social security systems. It can also contribute to improving schemes' design and operations (for example, automatic affiliation and simplified payment systems).

Step 3. Improving operations. The ILO supports the implementation and improvement of social protection schemes by strengthening their operational, administrative and financial governance. This includes enhancing delivery capacities through integrated systems that cater to the needs of the whole population independently of the nature of the schemes that cover them. This includes development of interoperable management information systems,

one-stop shops for registration and benefit payments, contracting for (health) service delivery and complaints and appeals mechanisms as well as improving coordination among institutions responsible for policy design, financing and service delivery. It also reinforces tripartite governance and ensures the participation of all concerned at national, regional and local levels. As part of this step, the ILO conducts actuarial studies to strengthen financial governance and supports communication and public education efforts to build consensus, ownership and trust in proposed reforms.

The integration and interoperability of social protection delivery systems leveraging the potential of digitalization can support multiple transitions. Social protection systems play a central role in promoting formalization and this relationship is mutually reinforcing — for example, through integrated taxation and social security contribution mechanisms that simplify enrolment and compliance. New technologies can facilitate compliance by streamlining procedures and enabling more efficient data exchange across systems. While the digital economy poses challenges for covering workers in new forms of employment, it also creates opportunities including through the use of real time data: digital financial flows make it easier to calculate and collect contributions. Moreover, transparency in supply chains offers new entry points for strengthening compliance among subcontractors and suppliers, especially in lower tiers of supply chains. Supply chains can provide incentives and enterprises can serve as aggregators for registration and contribution collection, provided that national legal frameworks allow it.

List of prioritized countries

The third phase of the ILO Flagship Programme supports **40 countries and territories**, responding to their requests for technical support from the ILO. This figure represents a 20 per cent

reduction compared to the number of countries in the second phase. Given the current environment of consolidation and budgetary constraints that is impacting the whole United Nations system, it is important to focus support on countries where the potential for creating robust and sustainable systems or extending social protection is greatest. This is possible in countries that meet five criteria that have been used for this selection.

These five criteria are slightly revised from previous phases and were validated through consultations with the Global Technical Team (GTT) and the Global Tripartite Advisory Committee (GTAC).

- **Vision**, shared among governments, workers and employers' representatives, of progressively achieving universal social protection, through rights-based, gender-sensitive and inclusive social protection systems that leave no one behind.
- **Strong political will and national ownership** through prioritisation of social protection in national development plans, budgets and/or investment frameworks.
- **Potential** to achieve results within five years and serve as role models for others.
- **Partnerships** with international and national stakeholders, including UN sister agencies, IFIs, development partners and the private sector to leverage significant investment in social protection.
- **Commitment to a whole of government approach to progress towards universal social protection** and to reflect social protection in other policy areas.

Country specific information, current support and previous achievements of the Flagship Programme are available on the dedicated country pages.²⁰

20 See ILO Social Protection platform, <https://www.social-protection.org/gimi/ShowCountryProfiles.action>.

Table 2. List of countries and territories pre-identified for in-country support for the third phase of ILO Flagship Programme

Africa (21)				
Angola	Egypt	Malawi*	Nigeria	Togo
Burundi	Ethiopia	Morocco	Rwanda*	Tunisia*
Cabo Verde*	Guinea*	Mozambique	Senegal*	Uganda
Côte d'Ivoire	Kenya	Namibia*	South Africa	Zambia
Democratic Rep. of the Congo*				
Americas (4)	Arab States (3)	Asia (9)		Europe and Central Asia (3)
Colombia*	Jordan	Cambodia*	Pakistan*	Albania*
Guatemala	Lebanon	India	Philippines*	Ukraine
Haiti	Syria	Indonesia*	PIC	Uzbekistan*
Paraguay*		Lao People's Democratic Republic	Viet Nam*	
		Nepal*		

* Countries that are Global Accelerator pathfinder countries.

Pillar 2: Technical support based on applied knowledge

Expected outcome: Strengthened evidence on effective approaches to building rights-based, universal, adequate, comprehensive and sustainable social protection systems and that harness synergies with other policies to scale up impact.

Developing national social protection systems requires knowledge and experience across several areas of expertise such as legal drafting, actuarial valuations, extension of social protection to those in the informal economy, design of management information systems for social protection and so on.

Ensuring that national social protection systems also contribute and benefit from other policy objectives and just transitions (for example, formalization, climate action and sectoral transformations), requires the capacity to design and implement integrated policies and delivery mechanisms, the capacity to convince policy makers (such as, ministries of economy and finance and IFIs) of the importance of investing

in social protection, and the capacity to build new partnerships and alliances.

As in previous phases, the Flagship Programme will develop methodologies, good practices and knowledge products, based on experience and information collected at country level, through a process of co-creation. This global knowledge will then be disseminated to all prioritized countries – through the website, knowledge sharing events and South-South learning - and progressively enriched with new experiences.

The Flagship Programme Technical Support Facility, composed of experts based in ILO headquarters, regional, subregional and country offices, is readily available to provide technical expertise in response to the demand of all countries within available resources. Its experts also provide advisory services to pathfinder countries of the Global Accelerator on issues related to social protection design, implementation, financing and its linkages with other policies and interventions.

Thematic pages and the results monitoring tool (RMT) on the ILO's Social Protection platform offer detailed information on each workstream, including the support provided to countries in that area.

The thematic focus can be tailored to regional contexts. For example, while population ageing is a key transition in Asia and Latin America, social protection for youth and linkages with the transition from education to employment will be central in many African countries.

The Flagship Programme will also foster collaboration with the International Social Security Association, UN agencies, international financial institutions and other partners, including through regional and global networks.

Table 3. Thematic areas prioritized under the third phase of the ILO Flagship Programme

Realizing the human right to social security for all ²¹	Robust and sustainable social protection systems
► Expanding social health protection towards universal health coverage (including health, maternity, sickness and long-term care) ► Unemployment protection and linkages with ALMPs ► Old-age pensions	► 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 ► Culture of social protection
Supporting transitions	
► Supporting the integration of social protection into other policies and investments for increased social impact ► Social protection in crisis and post crisis contexts ► Extending social security to workers in the informal and rural economy and protecting workers in all types of employment ► Social protection, climate change and just transition ► Social protection, gender equality and the care economy ► Social protection in sectoral investments and supply chains	

Pillar 3: Partnerships for success

Expected outcome: Strengthened advocacy, political support and financing for achieving universal social protection through strong national systems and policy coherence for just transitions.

The Flagship Programme strengthened continuously its partnerships across the two previous phases. Partnerships will continue to be key in the Flagship Programme's third phase to be able to multiply impact;

- work towards providing harmonized and joint messaging on social protection and to promote social security standards,
- provide coordinated support to countries and

- increase resource mobilization for social protection systems.

Global partnerships to promote universal social protection

Through the Global Flagship Programme, the ILO co-leads several key multi-stakeholder partnerships that promote a rights-based approach to achieving universal social protection. These include, among others, the Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030), the Social Protection Inter-Agency Coordination Board (SPIAC-B), Providing for Health (P4H) and the Global Coalition for Social Protection Floors.

Together, these partnerships have played an important role in securing global recognition of social protection as a central policy instrument

to combat poverty and reduce inequalities. They encourage Member States to commit to the progressive realization of universal social protection and to mobilize adequate and sustainable financing for their social protection systems. This collective advocacy is reflected in international policy processes, including the commitment to increase financing for social protection in the Fourth International Conference on Financing for Development (FFD4) outcome document, as well as the recognition of the critical role of social protection in the political declaration of the Second World Summit for Social Development and the declaration of the G20 Development Working Group.

The partnerships also enable the provision of coordinated support and guidance at country level. A wide range of guidance documents and tools facilitates access to knowledge, promotes South–South learning, and supports countries in assessing and strengthening their national social protection systems. General diagnostic tools are complemented by targeted guidance on key policy dimensions, including sustainable financing, digitalization to improve system performance, gender-responsive social protection and the inclusion of persons with disabilities. The TRANSFORM initiative, through its expanding network of trainers, strengthens capacities on social protection across Africa and the Middle East.

This work is closely linked to the thematic focus of these networks on addressing the social impacts of broader economic, social and environmental transitions. In particular, the Flagship Programme’s engagement through initiatives such as the USP2030 Working Group on Climate Change and Social Protection supports countries in leveraging social protection to mitigate and adapt to the impacts of climate change.

By promoting universal social protection as a fundamental pillar of social justice, the Flagship Programme advances the objectives of the ILO-led Global Coalition for Social Justice. Together with the Global Accelerator, the Flagship Programme anchors the Coalition’s vision in tangible policy reforms and universal social protection.

The Flagship Programme will continue to build and strengthen these coalitions to ensure that social protection remains high on the political agenda, particularly in the lead-up to and beyond

the 2030 Agenda. It will also continue to leverage its country-level presence to ensure that global partnerships and policy discussions are firmly grounded in country experiences, lessons learned and concrete national needs.

Delivering as One UN on social protection

In 2009, the United Nations Social Protection Floors Initiative established a common UN framework for the promotion of social protection. Since its inception, strong UN collaboration has been a defining feature of the Flagship Programme, reflected in numerous joint initiatives, including programmes financed through the UN Joint SDG Fund. The UN system has also jointly delivered capacity development, notably through the TRANSFORM training-of-trainers initiative, which was subsequently expanded to include other development partners. At country level collaboration will be strengthened in the framework of UN Country Teams.

Strengthening social protection within the Global Accelerator on Jobs and Social Protection for Just Transitions

Through the UN Global Accelerator for Jobs and Social Protection for Just Transitions, the ILO works with other UN agencies as well as the World Bank and a broad range of stakeholders including development partners to support countries in achieving universal social protection by working on (a) integrated policy approaches combining social protection with employment policies and programmes to support the formalization of enterprises and employment and promote just transitions, (b) systematic engagement with ministries of finance and public development banks, on financing strategies, to close the financing gaps and invest in sectors of the economy that can create decent jobs with social protection, and (c) multilateral collaboration based on inclusive country platforms and enhanced UN/IFI collaboration.

Under its third phase, the Flagship Programme will continue to contribute to strengthening the social protection expertise within the Global Accelerator, to build the social protection systems that are needed to promote integrated policies while using strategically the Global Accelerator framework to scale up impact.

Jointly promoting investments in social protection

Partnerships with international financial institutions (IFIs) as well as national development banks are critical to promoting adequate and sustainable financing for social protection. At the same time, strong social protection systems are essential to ensure that investments contribute not only to economic growth but also to inclusive and equitable social development. The ILO has actively advanced this agenda through partnerships with a range of development banks, including the African Development Bank, the Asian Development Bank, the European Bank for Reconstruction and Development, the World Bank, the French Development Agency (AFD) and International Fund for Agricultural Development (IFAD), a collaboration framework with the IMF and ILO's membership in the Coalition for Social Investment under the Finance in Common Summit.

The third phase of the Flagship Programme will consolidate and further expand these collaborations, including through its contribution to the financing pillar of the Global Accelerator on Jobs and Social Protection for Just Transitions. In addition, new partnerships will be pursued, notably through support for the promotion of social investments under initiatives, such as the EU Global Gateway.

Collaboration with workers' and employers' organisations

Employers and workers play a critical role in strengthening social protection systems, notably through their role in supporting the design of sustainable social protection systems, in financing social security through employers' and workers' contributions and in advocating for effective, transparent and accountable administration. The Flagship Programme will engage with employers'

organizations and workers' organizations as well as other private sector actors to promote social protection and to identify and implement innovative approaches that contribute to stronger, more resilient national systems. The Flagship Programme will engage with employers and workers' organizations and their members, as well as national social security institutions, in the improvement of national social protection systems' design and administration, to extend social protection. This will be reinforced through capacity building initiatives. The Social Protection, Freedom and Justice for Workers Network will remain a key pillar of this work.

South-south, triangular and technical collaboration

The Flagship Programme will leverage South-South and Triangular Cooperation (SSTC) to strengthen national capacities and promote innovative, context-specific approaches that respond to the priorities and needs of developing countries. It will also expand the scope and reach of technical collaboration with development partners – through initiatives such as SOCIEUX+ and other bilateral and multilateral cooperation mechanisms – to complement ILO technical assistance and scale up support to countries seeking to strengthen their social protection systems. In parallel, the Flagship Programme will promote partnerships that institutionalize capacity strengthening and the provision of technical expertise on social protection, with a particular focus at the regional level, including through initiatives such as the TRANSFORM programme and its networks of trainers, the CONNECT-Asia network on social health protection that brings together academic institutions to enhance regional expertise, and collaboration with regional and subregional entities to enable them to better support their Member States on social protection.



► Implementation structure

Overall strategic guidance for the orientation of the Flagship Programme will be provided by the **Global Tripartite Advisory Committee (GTAC)**. The role played by the GTAC is an integral element of the governance of the Flagship Programme, as outlined at its 325th Session by the ILO Governing Body, which requested the ILO to "... establish a tripartite advisory committee for each Flagship Programme at both the global and national levels". The GTAC is composed of 12 nominated members: four government representatives from countries where the Flagship Programme is being implemented, four government representatives from development partner countries, two representatives from the Employers' Group and two representatives from the Workers' Group.

The Flagship Programme is coordinated by the social protection team in ILO headquarters. Implementation is carried out through the **Global Technical Team (GTT)**, which brings together social protection specialists and experts at country, regional and headquarters levels. The Flagship Programme **Technical Support Facility** under the GTT complements country teams by providing timely and high-quality support on strengthening different areas of social protection in line with ILO standards. It is composed of experts that are entirely dedicated to supporting ILO constituents at country level and to further developing the knowledge base related to their area of technical expertise.

In the third phase of the Flagship Programme and as noted above, the Technical Support Facility (TSF) will be further strengthened including to complement and contribute to the technical expertise provided under the Global Accelerator, at global and regional levels. This will be achieved

through the mobilization of resources to sustain existing TSF positions and to establish additional TSF expert posts.

Social protection is a core element of the ILO's work and is closely connected to many other policy areas, including employment, skills, occupational safety and health, labour migration, gender equality, formalisation and the ecological transition. The Flagship Programme on Building Social Protection Floors for All works closely with different ILO departments and programmes to ensure that social protection is integrated across these areas and contributes to broader social and economic outcomes.

In practice, this collaboration has already resulted in several joint initiatives, including projects developed together with ILO teams working on labour migration, gender equality, workplace safety and health, and responsible business conduct through the Better Work programme. The Flagship Programme also works in close partnership with the **ILO's workers' and employers' organizations** to promote social protection through dedicated networks that bring together trade unions and business representatives from different regions. Ensuring that social protection is reflected across ILO interventions, the Flagship Programme is also a key contributor to the UN Global Accelerator on Jobs and Social Protection for Just Transitions in pathfinder countries. Building on this experience, the next phase of the Flagship Programme will further strengthen **strategic partnerships** and joint work across the ILO to maximize impact and ensure coherent, integrated support to its constituents.

► Resource mobilization

For development cooperation

In the current context of budgetary consolidation and resource constraints, the Flagship Programme will focus its support on 40 countries and leverage additional resources by promoting greater integration with other policy areas.

As in previous phases, the large majority of the Flagship Programme's resources will be allocated to country-level support, while thematic and management support will focus on strengthening responsiveness to constituents' demands. In addition to development cooperation resources, the Flagship Programme will also benefit from support from the ILO's regular budget, primarily through technical and coordination support provided by staff in headquarters and field offices.

The total budget of the Flagship Programme is expected at **US\$128 million for the 5 year period**, reflecting an expected decrease in extrabudgetary and regular budget resources. Resource mobilization will be a joint effort of country, regional and global colleagues of the GTT.

To date, approximately US\$50²¹ million have been mobilized to support the implementation of the third phase, leaving a **funding gap of US\$78 million**.

Structured funding dialogues will be held annually as part of the Flagship Programme's Development Partners Meeting to identify efficient ways to mobilize, pool, coordinate and manage resources.

In line with the ILO's overall strategic orientation, efforts will focus on consolidating and deepening partnerships with traditional donors, while increasing funding from ILO constituents that allocate domestic resources to the ILO to support the implementation of their social protection agendas. This approach will also seek to engage emerging partners. In parallel, the Flagship Programme will strengthen collaboration with IFIs and continue to promote coordinated and impactful joint efforts within the United Nations system.

These efforts will contribute to the implementation of the ILO's Development Cooperation Strategy.

► Visibility and communication

A strategic communication and visibility approach will be implemented to strengthen internal and external understanding of and ownership in, the Flagship Programme among ILO staff, constituents and development partners. The strategy will focus on the following core interventions:

- **ILO Social Protection platform as central hub for communication and knowledge dissemination.** The platform will continue to function as a central repository for the ILO's policy guidance, knowledge data tools, documentation of country experiences,

interventions and technical support in the area of social protection. Within the platform, country pages will consolidate information from the Results Monitoring Tool, the World Social Protection Database and other relevant databases to provide a clear overview of national social protection systems and the ILO's past and ongoing support in priority countries. Thematic pages will follow a similar structure, presenting the state of knowledge, the ILO's approach, key interventions, results achieved and core resources for each thematic area. In addition, a dedicated Flagship Programme webpage will continuously

²¹ This includes budget available for 2026 and beyond under projects linked to the technical field social protection on the [ILO Development Cooperation Dashboard](#) as of February 2026.



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improved and enriched be developed to further strengthen visibility and coherence.

- **Targeted advocacy and external communication.** The Flagship Programme will deliver clear, consistent and policy-oriented messages through a limited set of high-impact communication products, including flagship presentations, policy briefs and country case studies. These will be used strategically to inform constituents, decision-makers and development partners, showcase results and lessons learned and support advocacy for universal social protection. Digital platforms, including the dedicated webpage on the ILO Social Protection platform and social media channels, will be used in a coordinated manner to disseminate key messages and highlight partnerships and milestones.
- **Knowledge sharing, learning and internal communication.** Internal communication

within the GTT will be strengthened to support knowledge exchange, South-South learning and collective performance. This will include systematic use of the Results Monitoring Tool, regular knowledge-sharing sessions and targeted capacity-building to strengthen both technical and programme management skills. Regional focal points and regular GTT meetings will further support coordination and coherence across the Flagship Programme.

- **Partner engagement and accountability.** Annual Development Partners Meetings will serve as the primary platform to take stock of progress, share results and lessons learned and strengthen partnerships. Across all communication and visibility efforts, the contribution of partners will be consistently acknowledged through agreed visibility standards, including on digital platforms, reports and flagship events.



► Results and impact

The Flagship Programme will continue to serve as a key instrument for supporting the achievement of social protection-related targets and indicators under the ILO Programme and Budget. In the 2026–27 biennium, this contribution is anchored in **Outcome 7: Universal social protection**.

The Flagship Programme also contributes to the achievement of the Sustainable Development Goals at the global level and to progress on social protection-related national indicators at the country level.

Table 4. Correspondence of the indicators used as part of the ILO Flagship Programme, the Programme and Budget for 2026-27 and the SDGs

	Indicators of the ILO Flagship Programme on Building Social Protection Floors for All	Output indicators for the Programme and Budget for 2026-27	SDG targets and indicators
Impact on people	<i>Disaggregated by sex and risk:</i> ► Number of persons legally covered ► Number of persons effectively covered (registered, contributing) ► Number of persons with higher benefits (adequacy) or more comprehensive social protection (additional risks covered)	No indicators on impact on people, although this impact is captured in the narrative of the programme and budget reporting.	<i>Disaggregated by sex and risk:</i> ► The number of people that have effective coverage thanks to the implementation of the new/revised measure (reported through SDG indicators 1.3.1, 3.8.1 and 3.8.2).
Institutional results	Number of countries that have adopted new or revised policies and strategies; legal frameworks; or institutional changes to extend coverage, enhance comprehensiveness and/or increase adequacy of benefits.	Indicator 7.1.1. Number of Member States with new or revised national social protection policies to extend coverage, enhance comprehensiveness and/or increase adequacy of benefits.	No indicators on systems building, although SDG target 1.3 refers to implementing nationally appropriate social protection systems and measures for all.
	Number of countries that have adopted or operationalized policy measures to improve the financial and administrative governance of the social protection system, including compliance, information management and statistical system.	Indicator 7.2.1. Number of Member States with new or revised policy measures to enable social protection systems to be sustainable and provide adequate benefits.	However, indicators related to an increase in the proportion of total government spending dedicated to social protection (reported through SDG indicators 1.b.1 and 1.a.2) allow the monitoring of domestic efforts in building systems.
	Number of countries that have adopted institutional changes that contribute to policy, programme or systems integration. The institutional changes can be within the social protection sector or outside of the social protection sector but contributing to stronger systems or increased coverage.	Indicator 7.3.1. Number of Member States with new or revised integrated policy responses, including social protection, to support and protect workers and employers during their life and work transitions.	

Results Monitoring Tool. The tool allows to aggregate institutional changes supported across the Flagship Programme as well as their contribution to impact on people. Information included in the tool feeds into the country and thematic pages on the ILO social protection platform. The tool also informs the annual Flagship Programme reports that provide an overview of key results and progress supported in country, in key thematics and partnerships built.

Evaluation. The Flagship Programme will be subject to an independent final evaluation, conducted in close coordination with the ILO's periodic high-level evaluation of social protection

work linked to the recurrent discussion on social protection. A mid-term independent evaluation may also be undertaken, subject to demand and availability of resources. Given its portfolio nature, the Flagship Programme provides a strong framework for clustering and synthesizing project-level evaluations, thereby generating strategic evidence on results, effectiveness and added value. Evaluation findings will be critical for taking stock of performance, informing course correction and guiding decisions on the future of the Flagship Programme. Previous evaluations have consistently confirmed the relevance and strategic importance of the Flagship Programme.



► Acknowledgement of funding partners

Thanks to our partners for their financial support without which the ILO Global Flagship Programme on Building Social Protection Floors for All would not be possible

- African Development Bank
- Algeria, Ministère du Travail, de l'Emploi et de la Sécurité Sociale
- Australia, Department of Foreign Affairs and Trade
- Bahamas, The National Insurance Board
- Belgium, ENABEL
- Belgium, Ministère des Affaires étrangères, Commerce extérieur et Coopération au Développement
- Belize, Social Security Board
- Benin, Caisse Nationale de Sécurité Sociale
- Canada, Global Affairs Canada
- China, Ministry of Human Resources and Social Security
- Colombia, Ministerio del Trabajo
- Confédération Syndicale Indépendante du Luxembourg
- Core voluntary funds (RBSA)
- Cyprus, Health Insurance Organization
- Cyprus, Ministry of Finance
- Cyprus, Ministry of Labour and Social Insurance
- Delegation of the European Union to the People's Republic of China
- Delegation of the European Union to Egypt
- Delegation of the European Union to Lebanon
- Delegation of the European Union to Nepal
- Delegation of the European Union to Senegal
- Democratic Republic of the Congo, Ministère de l'Emploi, du Travail et de la Prévoyance Sociale
- Dominica, Social Security
- El Salvador, Instituto Salvadoreño del Seguro Social
- Eni S.p.A.
- Ethiopia, Ministry of Finance
- European Commission, Directorate-General for International Partnerships
- European Commission, Directorate-General for Neighbourhood Policy and Enlargement Negotiations
- European Commission, Emergency Trust Fund for Africa
- European Commission, Service for Foreign Policy Instruments
- European Commission, Structural Reform Support Programme
- Fast Retailing Co. Ltd.
- Finland, Ministry of Foreign Affairs
- France, Agence Française de Développement
- France, Ministère des Affaires étrangères, Développement et de la Coopération technique
- France, Ministère du Travail des Relations sociales, de la Famille, de la Solidarité et de la Ville
- Gates Foundation
- Germany, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

- Germany, Federal Ministry for Economic Cooperation and Development
- Ghana, National Health Insurance Authority
- Ghana, Social Security and National Insurance Trust
- Greece, Hellenic Statistical Authority
- Greece, National Actuarial Authority
- Guinea, CNSS
- Guyana, National Insurance Scheme
- Honduras, IHSS (Instituto Hondureño de Seguridad Social)
- Honduras, Instituto Nacional de Jubilaciones y Pensiones de los Empleados y Funcionarios del Poder Ejecutivo (INJUPEMP)
- Honduras, Instituto Nacional de Previsión del Magisterio (INPREMA)
- Instituto Ecuatoriano de Seguridad Social (IESS)
- International Organization for Migration
- International Union Against Tuberculosis and Lung Disease
- Iranian Social Security Organization
- Ireland, Department for Social Protection
- Ireland, Irish Aid
- Italy, Ministry of Economic Development
- Italy, Ministry of Foreign Affairs and International Cooperation
- Japan, Ministry of Foreign Affairs
- Japan, Ministry of Health, Labour and Welfare
- Joint United Nations Programme on HIV/AIDS
- Jordan, Social Security Corporation
- KiK Textilien und Non-food GmbH
- Kuwait, Ministry of Social Affairs and Labour
- Kuwait, Public Institute for Social Security
- Luxembourg, Ministère des Affaires Étrangères et européennes
- Malaysia, Ministry of Human Resources, Social Security Organization
- Mali, Institut National de Prévoyance Sociale
- Mozambique, National Social Providence Institute
- Namibia, Ministry of Labour and Social Welfare
- Nestlé, S.A.
- Netherlands, Embassy in Bangladesh
- Netherlands, Embassy in Egypt
- Netherlands, Ministry of Foreign Affairs
- Norway, Ministry of Foreign Affairs
- Oman, National Program for Fiscal Balance (Tawazun)
- Oman, Public Authority for Social Insurance
- Oman, Social Protection Fund
- Organisation for Economic Co-operation and Development (OECD)
- Panama, Ministerio de Trabajo y Desarrollo Laboral
- Paraguay, Instituto de previsión social del Paraguay
- Paraguay, Ministerio de Trabajo Empleo y Seguridad Social
- Peru, Derrama Magisterial
- Peru, Seguro Social de Salud
- Portugal, Ministry of Labour, Solidarity and Social Security
- Qatar, Ministry of Administrative Development, Labour and Social Affairs
- Qatar, Permanent Mission in Geneva
- Republic of Korea, International Cooperation Agency

- Republic of Korea, Ministry of Labour
- Rwanda Social Security Board
- Saint Lucia, National Insurance Corporation
- Saint Vincent & the Grenadines, National Insurance Board (NIB)
- Saudi Arabia, Ministry of Labour and Social Development
- Sierra Leone, National Social Security and Insurance Trust
- South Africa, Department of Social Development
- Spain, Agencia Española de Cooperación Internacional para el Desarrollo
- Sudan, National Social Insurance Fund
- Sweden, Swedish International Development Cooperation Agency
- Switzerland, Swiss Agency for Development and Cooperation
- Tanzania, National Social Security Fund
- Tanzania, Social Security Regulatory Authority
- Tanzania, Workers Compensation Fund
- Thailand, Ministry of Labour, Social Security Office
- Trinidad and Tobago, The National Insurance Board
- United Kingdom/UK-Foreign Commonwealth & Development Office
- United Nations Children's Fund
- United Nations Department of Economic and Social Affairs – Trust Fund for Human Security
- United Nations Development Programme
- United Nations High Commissioner for Refugees
- United Nations Office for Project Services
- United Nations Population Fund
- United Nations System Staff College-Knowledge Centre for Sustainable Development
- United Nations Trust Fund for Human Security
- USA, Department of Labor, Bureau for International Labor Affairs
- USA, Department of State
- Weave Our Future Foundation
- World Food Programme
- Zambia, National Health Insurance Management Authority
- Zambia, National Pension Scheme Authority

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