

## **12th African Regional Meeting**

Johannesburg, South Africa, 11-14 October 2011

### **Yaoundé Tripartite Declaration on the Implementation of the Social Protection Floor**

#### **The Action Plan**

#### **Draft for consultation**

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#### *Consultation process*

*Following the presentation of this draft during the 12th African Regional Meeting, the Draft will be placed on the ILO GESS platform ([www.socialsecurityextension.org](http://www.socialsecurityextension.org)), where governments and employers and workers will be asked to provide comments, alternatively comments should be sent by e-mail to [secsoc@ilo.org](mailto:secsoc@ilo.org)*

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## Abbreviations

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| AU     | African Union   |
| ILC    | International Labour conference                                   |
| ILO    | International Labour Office and International Labour Organization |
| IMF    | International Monetary Fund                                       |
| SPF    | Social Protection Floor   |
| UN     | United Nations  |
| UN-CEB | United Nations Chief Executives Board for Coordination            |
| UNDAF  | United Nations Development Assistance Framework                   |
| WB     | World Bank  |



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## 1. Introduction

On the occasion of the 2nd African Decent Work Symposium held in Yaoundé from 6 to 8 October 2010, the African countries adopted the “Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor”<sup>1</sup> in full recognition of the urgent need for all African member States and social partners to start its effective and rapid implementation.

In the Yaoundé Tripartite Declaration African member States have recognized, inter alia, that<sup>2</sup>:

- social security is a fundamental and universal human right that needs to be realized;
- the implementation of the Social Protection Floor can be best determined in a national decision-making and social dialogue process involving social partners;
- a substantial part of deep poverty and avoidable morbidity and mortality in Africa can be attributed to the absence of income security and effective social health protection schemes;
- without effective national social protection systems that combat poverty and social exclusion, insecurity, inequality, ill health and educational deficits, we cannot build social peace;
- job-rich growth policies should be guided by the principles highlighted in the Global Jobs Pact, and the promotion of sustainable enterprises that can reduce the number of people who depend on social protection and increase the number of people who actively contribute to the financing of social protection systems;
- sound social protection is a political, economic and social necessity being a necessary condition for sustainable inclusive growth.

The Yaoundé Tripartite Declaration subsequently had a major influence on the discussions and conclusions of the recurrent discussion on social protection (social security) under the ILO Declaration on Social Justice for a Fair Globalization at the 100th International Labour Conference (ILC) in June 2011.

Taking into account the discussions during the 2nd African Decent Work Symposium as well as those during the 100th ILC, this paper sets out a plan of action that was requested by the Yaoundé Tripartite Declaration (see Annex I).

<sup>1</sup> *Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor*, adopted at the 2nd African Decent Work Symposium 2010 “Building a Social Protection Floor with the Global Jobs Pact”. Yaoundé 6-8 October 2010 (ILO). Referred to in the report as the Yaoundé Tripartite Declaration.

<sup>2</sup> Ibid para II.



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## 2. The emergence of an African vision for social protection and its global context

The 11th African Regional Meeting (Addis Ababa, April 2007) agreed on the following targets related to social protection:

“All African countries adopt coherent national social security strategies, including for the introduction or extension of a basic social security package that includes essential health care, maternity protection, child support for school-age children, disability protection and a minimum pension.”<sup>3</sup>

Three years later, in October 2010, the same countries adopted the implementation strategy of the Social Protection Floor in Yaoundé, which is more comprehensive and covers the same benefits and services, in the following terms:

“We decided:

[1] To call upon governments and social partners in Africa to undertake decisive steps to improve the level of social security for all in Africa by the adoption of a two-dimensional strategy for the extension of effective social security coverage, thus:

- The horizontal dimension should consist of the rapid implementation of national social protection floors, i.e. a minimum package of transfers, rights and entitlements that provides access to essential medical care and provides sufficient income to all in need of such protection.
- The vertical dimension should seek to provide higher levels of social security – at least in line with the coverage and benefits requirements of the ILO Social Security (Minimum Standards) Convention, 1952 (No. 102) – to as many people in our societies as possible and as soon as possible; based, as a prerequisite, on policies aiming at gradually formalize[sic] the informal economies of Africa.”<sup>4</sup>

The Social Protection Floor (SPF) is an integrated set of social policies designed to guarantee income security and access to essential social services for all. The Yaoundé Tripartite Declaration defines it as such:

“That the social protection strategy in each country should contain a basic set of social security guarantees such that:

- all residents should be able to afford and have access to a nationally defined set of essential health care services including maternal health;
- all children should have income security, at least at the level of the nationally defined poverty line, through family/child benefits aimed at facilitating access to nutrition, education and care;
- all those identified as vulnerable in active age groups (such as female workers, unemployed youth, migrant workers, informal economy workers, people living with

<sup>3</sup> ILO. 2007. *Conclusions of the 11th African Regional Meeting: The Decent Work Agenda in Africa 2007–15*. AfRM/XI/D.3 (Rev.) (Addis Ababa). Para. 17.

<sup>4</sup> Yaoundé Tripartite Declaration, para. III.1.

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HIV/Aids) who are unable to earn sufficient income on the labour market should enjoy a minimum income security through social assistance or social transfer schemes or through employment guarantee schemes or unemployment benefits;

- all residents in old age and with disabilities have income security at least at the level of the nationally defined poverty line through pensions for old age and disability.”<sup>5</sup>

Already during the discussion on the extension of social security at the ILC in 2001, ILO constituents had pragmatically recognized that there is no single right model of social security. The schemes are implemented and developed according to economic and social realities of each country. While recognizing organizational pluralism in the implementation of social security, the global ILO constituency, again lead by Africa, with the SPF and the two dimensional extension strategy developed a consensus on the essential social outcomes that national social security systems have to achieve. This major political breakthrough was built on and consequently echoed by a number of other developments on the international scene.

Already in 2004, the 3rd extraordinary session of the Assembly of Heads of State and Government of the African Union (AU) in Ouagadougou, Burkina Faso, and its Declaration<sup>6</sup> and Plan of Action<sup>7</sup> aimed to empower people, open opportunities and create social protection for workers through building the environment for development and national growth. Consequently, the Livingstone intergovernmental regional conference on social protection<sup>8</sup> and the International Workshop on Ageing held in Yaoundé<sup>9</sup> (March and September 2006 respectively) recommended the general introduction of a basic package of social security benefits.

The First African Union Conference of Ministers in Charge of Social Development (Windhoek, Namibia, October 2008) adopted the Social Policy Framework for Africa<sup>10</sup> that recommended a number of steps to guide the implementation of a minimum package of social security benefits. The Social Protection Floor was explicitly recognized as a social policy tool to help overcome the effects of the crisis in the ILO’s Global Jobs Pacts that the International Labour Conference adopted in June 2009.<sup>11</sup>

In April 2009, the High-Level Committee on Programmes of the UN System Chief Executives Board for Coordination adopted the Social Protection Floor as one of its Joint

<sup>5</sup> Ibid, para. III.3.

<sup>6</sup> African union. 2004. *Declaration on employment and poverty alleviation in Africa*, EXT/ASSEMBLY/AU 3 (III) (Ouagadougou).

<sup>7</sup> African Union. 2004. *Plan of action for promotion of employment and poverty alleviation*, EXT/ASSEMBLY/AU/4 (III), (Ouagadougou).

<sup>8</sup> African Union. 2006. *The Livingstone Call for Action. Social protection – a transformative agenda* (Livingston).

<sup>9</sup> *Yaoundé call for action*. Adopted at the International workshop on ageing 11-13 September 2006 (Yaoundé).

<sup>10</sup> African Union. 2008. *Social policy framework for Africa*, CAMSD/EXP/4(I) (Windhoek).

<sup>11</sup> ILO. 2009. *Recovering from the crisis: A Global Jobs Pact*, adopted by the International Labour Conference at its 98th Session, Geneva, 2009.

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Crisis Initiatives,<sup>12</sup> with the ILO and the World Health Organization (WHO) as lead agencies. The Social Protection Floor Initiative<sup>13</sup> supports countries to plan and implement sustainable social transfer schemes and essential social services. As this objective transcends the mandate of any single body or agency, the Initiative built a global coalition of UN agencies (i.e. FAO, OHCHR, UNAIDS, UNDESA, UNDP, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNICEF, UNODC, UN Regional Commissions, UNRWA, WFP, WMO),<sup>14</sup> the International Monetary Fund (IMF) and the World Bank, as well as development partners and leading Non Governmental Organizations (NGO). The Initiative has constituted a high-level Social Protection Floor Advisory Group lead by the former President of Chile, Ms Michelle Bachelet. The Advisory Group will issue a guiding report on the global implementation of national Social Protection Floors to the UN coalition in October 2011.

The 2011 International Labour Conference concurred with the Yaoundé Tripartite Declaration with regard to the need to implement social protection floors within the overall two-dimensional strategy to extend social security. The ILC defined the Social Protection floor as: “...containing basic social security guarantees that ensure that over the life cycle all in need can afford and have access to essential health care and have income security at least at a nationally defined minimum level”<sup>15</sup> and requested that the elaboration of a new Recommendation on Social Protection Floors be put on the agenda of the 101th ILC in June 2012. The G-20 meeting of labour-employment Ministers in held in Paris in September 2011<sup>16</sup> welcomed the conclusion of the 100th ILC and endorsed the SPF concept explicitly.

<sup>12</sup> UN-CEB. 2009. *The global financial crisis and its impact on the work of the UN system*. CEB Issue Paper (New York, UN).

<sup>13</sup> There are a number of resources one can refer to for more information on the SPF initiative, such as the UN Social Protection Floor Initiative Website, <http://www.ilo.org/gimi/gess/ShowTheme.do?tid=1321>, Social Protection Floor Initiative. Manual and strategic framework for joint UN country operations, <http://www.ilo.org/gimi/gess/RessFileDownload.do?ressourceId=14484>; Fact sheet - The UN Social Protection Floor Initiative (available in English, French, Spanish, Portuguese), <http://www.social-protection.org/gimi/gess/RessShowRessource.do?ressourceId=14603>, Social Protection Floor (SPF) Country Brief: Cap Verde, <http://www.ilo.org/gimi/gess/RessFileDownload.do?ressourceId=16212>, Social Protection Floor (SPF) Country Brief: Mozambique <http://www.ilo.org/gimi/gess/RessFileDownload.do?ressourceId=16014> [accessed on 5 October 2011]

<sup>14</sup> FAO - Food and Agriculture Organization; OHCHR,- Office of the High commissioner for Human Rights; UNDESA- United Nations Department of Economic and Social Affairs; UNDP- United Nations Development Programme; UNESCO- United Nations Educational, Scientific and Cultural organization; UNFPA- United Nations Population Fund; UNHCR- United Nations High Commissioner for Refugees; UNODC- United Nations Office on drugs and Crime; UNRWA- United Nations Relief and Works Agency; WFP- World Food Programme; WMO- World Meteorological Organization.

<sup>15</sup> ILO. 2011. *Provisional record No. 24*, Report of the Committee for the recurrent discussion on social protection, Conclusions concerning the recurrent discussion on social protection (social security). ILC, 100th Session, Geneva, 2011. para. 9.

<sup>16</sup> *G20 Labour and Employment Ministers' Conclusions*, Paris, September 27, 2011.



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### **3. The implementation of the Social Protection Floor in the context of a two dimensional strategy for the extension of social protection**

Confronting the main challenges, i.e. to achieve universal social protection and improve the quality of protection, as part of a Decent Work strategy for Africa requires major efforts, notably to reach out to people working in the informal economy and their dependents, people living in families that are affected by HIV/AIDS and migrant workers. Long-term social protection policies need to be designed and adopted within the framework of broad national tripartite dialogue. National social protection systems need to develop a wide set of policies and implementation strategies for rights- and rules- based transfers, dealing with a full range of social risks and needs in lives and at the work place that make people socially more secure.

#### **3.1. General policies**

There are essentially three options for extending the coverage of social security in Africa that can be combined to form pluralistic national social security systems: Extending existing social insurance schemes, building community-based or occupation-based insurance schemes on a voluntary or collective bargaining basis and introducing basic tax-financed benefit systems. The latter can operate on a universal or means tested basis. It is up to each country to choose the coverage extension strategy and tools most adapted to its national circumstances. However, experience has shown that each of the methods above has its specific advantages and disadvantages. Each is specifically adapted to cover certain population groups but has weaknesses in covering others. Each has specific strengths and weaknesses to provide coverage in a long-term and sustainable manner. None of them alone has emerged as a panacea for the sustainable extension of health care coverage to the entire population in the short term, but potential complementarities and synergies between them have to be identified and implemented.

The experience of recent decades has shown that classical social insurance, while remaining an important tool for consolidating the formalization of a part of the workforce, has had limited effect when it comes to reaching out to groups in the informal economy. It is no longer possible to rely only on traditional forms of protection based on extended family and community links for the provision of minimal income security to workers without coverage. Stand-alone contributory schemes that are not part of a national pluralistic strategy are only a partial solution.

A promising way to extend coverage in this area is through non-contributory, tax-financed cash transfers delivered in various forms: as universal social pensions paid to all the elderly, as cash benefits paid to families with children conditional on school attendance or participation in public health programmes, as categorical benefits aimed at persons with disabilities, orphans and other vulnerable groups, and as targeted social assistance programmes. In recent years social assistance programmes have gained importance worldwide.<sup>17</sup> At the same time, these mechanisms experienced considerable transformation in particular with regard to their relationship with labour market policies.

<sup>17</sup> For more details, see the ILO/EU/Government of Portugal International Conference held in Lisbon (2-3 October 2006) on “[Social Protection and Inclusion: converging efforts from a global perspective](http://www.ciaris.org/community/post/view/88)” <http://www.ciaris.org/community/post/view/88> [accessed on 5 October 2011].

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Traditionally, the main concern was the identification and minimization of the adverse effects of cash transfers on labour supply.

New approaches to social assistance in developing countries emphasize stronger, multiple and positive linkages with the labour market. In particular, approaches that combine transfers (in particular cash and food) to overcome immediate and fundamental needs of the extreme poor with active support to access economic opportunities and basic social services, represent high potential to reduce extreme poverty and promote social inclusion. While formerly social assistance was considered palliative and leading to dependency, these new approaches may give cash transfers a stronger role as a development instrument aiming at fostering capabilities and empowering people. Indeed, a basic set of social security benefits would have a major impact on the reduction of poverty and the improvement of living standards. Access to basic social services, notably health care and education, can undoubtedly make a significant contribution to increasing productivity and reducing poverty in the short and long term. Social health protection effectively addresses health-related poverty, provided benefits are adequate and affordable. In addition, cash transfers can play a major role in providing basic income security to those with no earnings capacity. A number of middle and low-income countries in Africa have introduced non-contributory old age pensions for their elderly population.

Evidence from countries such as Botswana, Lesotho, Mauritius, Namibia and South Africa shows that such social pensions have a remarkable impact on the living standards of elderly persons and their families, and particularly on children. Experience and simulations from other countries also show that social pensions are feasible and affordable. ILO micro-simulations show in the case of Senegal and the United Republic of Tanzania, that the combination of basic universal old age pensions and child benefits for schooling cost would reduce overall poverty by more than one third, at an affordable cost.

Another option to organize basic benefit coverage and outreach, primarily in health, is through the development of micro-insurance schemes and special schemes targeting workers in the informal economy and their families. The development of micro-insurance and other community based social protection schemes is on-going, with a proliferation of new schemes in Africa. Micro-insurance schemes are often initiated by civil society organizations and delivered in a variety of organizational settings, mainly to cover the costs of medical care in case of sickness and more rarely maternity or disability. An increasing number of African governments consider micro-insurance an important tool in their strategy to extend social protection. In several countries, such as Ghana and Senegal, micro-insurance schemes are already part of the process of implementing progressively more coherent and integrated social security systems seeking to achieve universal coverage.

However stand-alone, self-financed micro-insurance schemes have major limitations in terms of sustainability and outreach to large numbers of beneficiaries.

To achieve the extension of coverage on a large scale, a new and promising path is emerging in a growing number of low- and middle-income countries. At the national level, it consists of designing a coherent strategy where existing micro-insurance schemes, statutory social protection schemes, public health programmes, safety nets, etc. are not merely placed side by side but integrated into a coherent, equitable and efficient system of social protection that develops linkages and synergies between the schemes, takes advantage of their complementarities and ensures a large scale and sustainable extension of coverage. In Africa, the ILO provides strategic, political and technical support for the design and implementation of such social protection extension strategies. Several countries in Sub-Saharan Africa have started down this path. Among the examples are: Burkina Faso, Benin, Senegal, Niger, Cap Verde, Democratic Republic of Congo and Rwanda.

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The ultimate objective is universal access for all individuals to some formal system of social security. That is the critical outcome that matters. A realistic national strategy to achieve this can only be built by using pragmatic combinations of the above components. The core elements of such a strategy are described in the following section.

### 3.2. Overall strategic concept

The ILO's Global Campaign on Social Security and Coverage for All according to its two-dimensional strategy ultimately aims at universal protection but recognizes that national developments are path dependent and that pragmatic country specific roadmaps have to be devised in each case.

This calls for the development and application of context specific integrated approaches. One element of such a strategy consists **in integrating the various dimensions of social protection**. Building on the wide variety of existing expertise, it means developing a comprehensive approach for social protection that integrates strategies to prevent and compensate occupational and social risks in the informal economy. This implies combining in a coherent manner the improvement of working conditions, the reduction of occupational accidents and diseases, workplace policies on HIV/AIDS, extension of social security and access to social services.

A second element of the strategy consists in **linking and combining social protection measures with employment creation, income generating activities, facilitating social dialogue with workers and employers and promoting rights at work**. Developing synergies between these different dimensions is a powerful means to unleash the potential of the informal economy to be progressively included in the mainstream economy.

### 3.3. Implementation approach

**Social security can only be built gradually**, based on comprehensive longer-term social security action plans that should form part of national social protection action plans that in turn should be part of national Decent Work Country Programmes, starting with basic elements such as:

- access to basic health care through pluralistic national systems consisting of public tax-financed components, social and private insurance components, (including rural or socio professional micro-insurance), equity funds and community based components linked to a coherent national system;
- access to maternity protection for all employed women as a cornerstone of efforts to safeguard health, ensure employment rights and achieve gender equality;
- a system of family benefits to help fight child labour and enable children to attend school;
- a system of targeted basic cash transfer programmes for social assistance associated with public work programmes and similar labour market policies (such as cash for work programmes) to help overcome abject poverty;
- a system of basic universal pensions for old age, invalidity and survivorship that in effect support whole families.

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To achieve a basic level of social security for all, African member States could:

- extend benefits of statutory social security schemes to as many workers in the formal economy as possible;
- promote social security mechanisms adapted to the informal economy as well as promote linkages between community-based micro-insurance schemes and statutory social security schemes to improve efficiency and financial sustainability;
- organize access to services and set the level of service provision through legislative and regulatory channels including legal frameworks for mutual health organization. This does not mean that all social security schemes have to be operated by public or semi-public institutions. Governments can delegate responsibility to various institutions and organizations in the public, private, cooperative and non-profit-making sectors; and
- develop new innovative channels to extend social protection benefits to the excluded population, in particular by linking social protection with income-generating activities, enterprise development and job creation. In practical terms, at the local level, in order to tackle the different dimensions of exclusion and poverty (health, education, economic opportunities, etc.) strategies and programmes should be developed to ensure integrated local development approaches promoting economic development and reducing people's vulnerability.

The key tool for the implementation of the two pivotal objectives of African Social Protection policies, i.e. the achievement of universal protection and the gradual improvement of the quality of protection, is the development of **national social protection action plans** that define the scope and coverage of public provision of services through government agencies, social insurance, private insurance, employers and micro-insurance schemes. What is needed is a clear legal definition of the role of the different players in the provision of social security to all members of society. The definition of these roles should be complementary while achieving the highest possible level of protection and coverage.

### 3.4. Building coalitions for the implementation

The Yaoundé Tripartite Declaration stipulated to set up a Coalition between the African governments, the social partners, the UN agencies and other development partners as well as the ILO in close collaboration with the African Union Commission. The architecture of the recommended coalition is presented as follows:

#### *i. African Governments*

to engage with social partners and promote effective social dialogue to achieve the most appropriate national policies and time frames for the progressive implementation of effective social protection floors, that also take into account the necessity to promote employment, economic and social development.

#### *ii. Social Partners*

- to actively support the elaboration and the implementation of national social protection strategies;
- to assist in developing standards of good performance and accountability for the effective and efficient operation of the overall national social protection administration.

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*iii. UN agencies, the African Union, bilateral Aid Agencies and other development partners*

- to work towards sustainable financing of the social protection floor to be established on the basis of thorough actuarial studies that should also determine required rates of additional taxes and/or contributions;
- to develop a Delivering as One UN support effort and funding strategies in the framework of United Nations Development Assistance Framework (UNDAFs);
- to envisage, in case of real need, external sources of funds, or international financial mechanisms for supplementary contribution to the system;
- to ensure that the implementation of a social protection floor remains a central element of a joint social policy agenda of the UN system and the AU at the regional, sub-regional and national levels to cope with the recurrent social crises and toward the attainment of the MDGs;
- to actively assist member States, through appropriate technical advisory services and by promoting outcome oriented social dialogue, to support the national implementation of the social protection floor, and the regular evaluation of its impact, viability and sustainability;
- to develop the capacities of member States, including national social security institutions and labour administrations, to design social security systems which are responsive to new challenges including changing demographic trends and assure the proper functioning of national social security systems;
- to strengthen the capacities of employers' and workers' organizations to participate in the design, governance and implementation of comprehensive and sustainable social protection for all;
- to promote south-south cooperation to facilitate the exchange of experiences and expertise.



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## 4. Contributions of the International Labour Office and its delivery mechanisms

The ILO can support countries to develop their own social protection development plans. To be most effective this has to be done in a coherent and interactive way, combining the sharing of knowledge, the promotion of policies in-line with international labour standards in social security, delivering high quality technical advice and finally building national capacities.

The backbone of ILO co-operation with member States in Africa remains the promotion of international labour standards. These standards, i.e. the present up-to-date ILO social security conventions as well as the possible new recommendation on national Social Protection Floors that the ILC will discuss in June 2012 set international benchmarks for national social protection policy discussions.

The main responsibility for the development of national social protection development plans rests with national governments and core national stakeholders, such as the social partners and other groups who have a vested interest in the design and operation of national social protection systems. They can be assisted by the ILO's social protection specialists based in Africa and at Headquarters who work in close collaboration with their counterparts from other UN agencies, the World Bank, the IMF and other agencies that are represented in the Social Protection Floor Initiative of the UN. The following three logical steps are critical elements in defining national social protection development plans:

- a situational analysis which determines the gaps in social protection in particular at the level of social protection floor guarantees, followed by,
- an iterative process of policy design, the evaluation of organisational, financial and fiscal feasibility, and reality checks in a national dialogue aiming at achieving indispensable national consensus, followed by support,
- in drafting the legal framework for coverage, eligibility and benefit provisions in line with the relevant international social security conventions.

These activities have to be followed or accompanied by national capacity building programmes that ensure that national social protection development plans can be put into organizational practice by competent staff. One of the main on-going training initiatives is the ILO's QUATRAN project that aims at training a cadre of quantitative experts in social protection and will end in 2012. The Office (the Social security department and the International Training Centre in Turin) is presently exploring ideas to build on the experience and ensure continuity of training efforts by building one or more permanent training centres in social protection governance. Capacity building activities are key investments for the improvement of the governance of national social protection systems and contribute to reduce the need for international advice.

The ILO provides technical assistance in Africa since more than fifty years in the area of social security. Presently it provides technical advice, or operates technical co-operation projects in about 35 countries. The efforts have been intensified since the Yaoundé conference due to increasing demand for ILO services. The nature of present ILO inputs into national social protection development processes range from the implementation of a conditional cash transfer pilot project in Ghana, to technical advices on universal pensions in Zambia, as well as actuarial analytical work in a South-South collaboration project between the ILO, Ghana and Zimbabwe, to intensive dialogue with governments and SPF initiative partner agencies on the development of national social protection floor policies and wider national social protection development policies in countries like Benin, Burkina

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Faso, Mozambique and Sierra Leone. A list that provides a brief description of the nature of ILO technical advisory activities in Africa has been put on the GESS platform ([www.socialsecurityextension.org](http://www.socialsecurityextension.org)). That list will be regularly updated. Access to the GESS platform is free and all governments, social partner organizations, interested academics and stakeholder organizations are encouraged to register and contribute to the interactive platform.

Based on the mandate of Yaoundé, that of the 100th International Labour Conference and about 50 years of experience in technical co-operation in Africa a pragmatic logical framework for ILO support to national social protection development processes was discerned. The following matrix defines the logical framework for the collaboration of the Office with African member States and sets tentative targets for the next two biennia. It hence provides a synopsis of activities that the Office can offer to its member States.

Initial indications regarding the regular budget and external resources render it likely that during the next biennium – at least - it should be possible to intensify the response of the Office to requests for support from member States in Africa.

## Matrix: Logical framework and targets for ILO support to member States in social protection

| Structural element   | Activity supported by...  | Targets per biennium<br>(as of 2012/13)  | Activity to be followed up by...                                      |
|--|---|--|---|
| <b>Promotion of international labour standards</b>   |   |  |   |
| By providing advice on the ratification and implementation of international labour standards and conformity of national legislations with ILO instruments                      | ILO Field and HQ staff  | Response to all requests from member states, responses might have to be bundled in form of multi-country advisory seminars   | Governments and social partners                                       |
| <b>Knowledge sharing</b>   |   |  |   |
| Ensuring permanent knowledge generation and sharing with all national constituents   | ILO field and HQ staff, with UN colleagues  | Access to be guaranteed through ILO's web based GESS platform  | Governments, social partners, social security institutions            |
| <b>Technical Co-operation and advice</b>   |   |  |   |
| (1) Diagnostic assessment of national social protection floor policies and higher level social security policies.  | ILO field staff   | Activities in about 10 member states depending on demand   | Governments and social partners                                       |
| (2) Support for the formulation of national social protection development plans through:   | ILO and UN staff in consultation with tripartite partners, International Monetary Fund and World Bank | See above  | Governments and social partners                                       |
| – Identification of policy options   |   |  |   |
| – Exploring of organizational feasibility  |   | See above  |   |
| – Exploring of financial and fiscal feasibility through actuarial valuations and social budget analyses  |   |  |   |
| – Contributions to a national social dialogue process  |   | See above  |   |
| (3) Design of the national legislation   |   |  |   |
| <b>Capacity building</b>   |   |  |   |
| Reinforcement of national capacity from the high level managers to the professionals in the key administrative and managerial areas and tripartite members of governing bodies | ILO and UN staff in consultation with tripartite partners, IMF and WB                                 | A number of officials from all countries if present capacity in the International Training Centre in Turin, Universities of Maastricht, Lausanne and Mauritius can be maintained | Governments and social partners in social security supervisory bodies |



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## **Annex I**

### **Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor**

We, the tripartite delegates from 47 African member states of the International Labour Organization to the Second African Decent Work Symposium “Building a Social Protection Floor with the Global Jobs Pact”, hosted by His Excellency Paul Biya, President of the Republic of Cameroon, met in Yaoundé, Cameroon, from 6th to 8th October 2010.

Having reviewed the conclusions on the outcomes of a number of historical milestones in the development of social protection policy during the past decades and having discussed the strategic options available for the extension of social security,

adopt the following Yaoundé Tripartite Declaration of Yaoundé on the implementation of the Social Protection Floor, this 8th Day of October, 2010, in full recognition of the urgent need for all African Member States and Social Partners to start the effective and rapid implementation of a Social Protection floor for all Africans,

#### **I. Outcomes of key events in the development of social protection policy**

We recall that:

- a) On the occasion of the 89th ILC, in June 2001, the ILO constituents reached a new consensus on social security, stipulating that, among other resolutions, the highest priority should go to policies and initiatives to extend social security coverage to those who have none; not only is social security important for the well-being of workers, their families and the community as a whole, but it also enhances productivity and supports economic development;
- b) the third extraordinary session of the Assembly of Heads of State and Government of the African Union in September 2004 in Ouagadougou, Burkina Faso, and the Ouagadougou Declaration and Plan of Action aimed to empower people, open opportunities and create social protection for workers through building a people-oriented environment for development and national growth;
- c) the Livingstone and Yaoundé conferences (March and September 2006) recommended the general introduction of a basic package of social security benefits;
- d) the 11th ILO African Regional Meeting, held in Addis Ababa in April 2007 invited all African countries to adopt coherent national social security strategies;
- e) the Declaration on Social Justice, adopted at the International Labour Conference in 2008, reaffirms the tripartite commitment of the Philadelphia declaration to extend social security to all;
- f) the first session of the African Union Conference of Ministers in Charge of Social Development (Windhoek, Namibia, 27-31 October 2008) adopted the Social Policy Framework for Africa that recommended a number of steps to guide the implementation of a minimum package of social security benefits;

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- g) The High Level Committee on Programmes of the UN Chief Executives Board adopted the Social Protection Floor as one of its Joint Crisis Initiatives in April 2009, with the ILO and the WHO as lead agencies;
  - h) the International Labour Conference in June 2009 endorsed the social protection floor approach in the Global Jobs Pact, which requests countries that do not yet have extensive social security to build adequate social protection for all, *drawing on a basic social protection floor*;
  - i) the ILO Tripartite Meeting of Experts on Strategies for the Extension of Social Security Coverage, organized in Geneva in September 2009, recommended the two-dimensional strategy to extend the coverage of social security;
  - j) the First African Decent Work Symposium, "Recovering from the crisis: The implementation of the Global Jobs Pact in Africa", held in December 2009 in Ouagadougou, highlighted the progress on building a social protection floor in several African countries, and
  - k) the UN Commission for Social Development adopted a resolution in February 2010 calling upon the ILO *"to strengthen its social protection strategies, including the assistance to countries in building social protection floors and policies on extending social security coverage for all"*;
  - l) the Millennium Summit in New York recognized the importance of Social Protection Floor policies for accelerating the achievement of the Millennium Development Goals.

## **II. The role of and need for social protection strategies in Africa**

We recognize that:

- (a) social protection is a human right that needs to be realized;
- (b) the implementation of the social protection floor can best be determined in a national decision-making and social dialogue process;
- (c) the realization of a social protection floor with all its elements depends on a strong and sustained political commitment;
- (d) there are glaring social security coverage gaps in Africa, notably in the informal economies, and rural areas, casual work and cultural work, together with severe inequities in particular in relation to gender;
- (e) a substantial part of deep poverty and avoidable morbidity and mortality in Africa can be attributed to the absence of income security and effective social health protection schemes;
- (f) without effective national social protection systems that combat poverty and social exclusion, insecurity, inequality, ill health and educational deficits, we cannot build social peace and inclusive societies with decent standards of living for all;
- (g) employment and social protection are inherently linked as highlighted in the Global Jobs Pact and the ILO Declaration of Social justice for a fair Globalization;
- (h) the promotion of inclusive, job-rich growth and sustainable enterprises reduces the number of people who depend on social protection and increases the number of people who actively contribute to the financing of social protection systems;

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- (i) sound social protection is a political, economic and social necessity being a necessary condition for sustainable inclusive growth;
  - (j) social protection systems are automatic social and economic stabilizers in times of crisis and structural change; and
  - (k) sustainable social protection systems require a reliable and benchmarked resource base as well as good governance including permanent monitoring and evaluation.

### **III. Building an African social security paradigm**

We decided:

1. To call upon governments and social partners in Africa to undertake decisive steps to improve the level of social security for all in Africa by the adoption of a two-dimensional strategy for the extension of effective social security coverage, thus:
  - The horizontal dimension should consist of the rapid implementation of national social protection floors, i.e. a minimum package of transfers, rights and entitlements that provides access to essential medical care and provides sufficient income to all in need of such protection.
  - The vertical dimension should seek to provide higher levels of social security – at least in line with the coverage and benefit requirements of ILO Social Security (Minimum Standards) Convention, 1952 (No. 102) – to as many people in our societies as possible and as soon as possible; based as a prerequisite on policies to gradually formalize the informal economies of Africa.
2. To call upon governments and social partners in Africa to reinforce efforts for speedy actions towards the widest possible ratification of Convention No. 102.
3. That the social protection strategy in each country should contain a basic set of social security guarantees such that:
  - all residents should be able to afford and have access to a nationally defined set of essential health care services including maternal health,
  - all children should have income security, at least at the level of the nationally defined poverty line, through family/child benefits aimed at facilitating access to nutrition, education and care;
  - all those identified as vulnerable in active age groups (such as female workers, unemployed youth, migrant workers, informal economy workers, people living with HIV/Aids) who are unable to earn sufficient income on the labour market should enjoy a minimum income security through social assistance or social transfer schemes or through employment guarantee schemes or unemployment benefits;
  - all residents in old age and with disabilities have income security at least at the level of the nationally defined poverty line through pensions for old age and disability.

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## IV. Building a coalition for the implementation

We call upon

### ***1. African Governments:***

to engage with social partners and promote effective social dialogue to achieve the most appropriate national policies and time frames for the progressive implementation of effective social protection floors, that also take into account the necessity to promote employment, economic and social development;

### ***2. Social Partners:***

- to actively support the elaboration and the implementation of national social protection strategies;
- to assist in developing standards of good performance and accountability for effective and efficient operation of the overall national social protection administration;

### ***3. UN agencies, bilateral Aid Agencies and other development partners:***

- to work towards sustainable financing of the Social Protection floor to be established on the basis of thorough actuarial studies that should also determine required rates of additional taxes and/or contributions and develop a delivering as One UN support effort and funding strategies in the framework of UNDAFs;
- to envisage, in case of real need, external sources of funds, or international financial mechanisms for supplementary contribution into the scheme;
- to ensure that the implementation of a social protection floor remains a central element of a joint social policy agenda of the UN system at the regional, sub-regional and national levels to cope with the recurrent social crises and toward the attainment of the MDGs;

### ***4. The ILO, in close collaboration with the African Union Commission:***

- (i) to pursue its Global Campaign on Social Security and Coverage for All through all its means of action, and promote the ratification and implementation of up-to-date ILO Conventions on social security and notably Convention No. 102;
- (ii) to explore – using all its means of action - the option to introduce a new mechanism that guides countries in national implementation of the social protection floor;
- (iii) to actively assist member states, through appropriate technical advisory services and by promoting out-come oriented social dialogue, to support the national implementation of the social protection floor, and the regular evaluation of its impact, viability and sustainability;
- (iv) to develop the capacities of member countries, including national social security institutions and labour administrations, to design social security systems which are responsive to new challenges including changing demographic trends and assure the proper functioning of national social security systems;
- (v) to strengthen the capacities of employers' and workers' organizations to participate in the design, governance and implementation of comprehensive and sustainable social protection for all;

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- (vi) to promote south-south cooperation to facilitate the exchange of experiences and expertise.

## **V. Follow up**

We invite the ILO, in close collaboration with the African Union Commission to:

- Play a leading role and to provide a strategic plan of action based on the above mentioned activities which should be undertaken in active cooperation with the African Union, national, regional and international employers' and workers' organizations, other UN agencies including the World Bank and the IMF, the ISSA, as well as all active coalition of donors and international NGOs representing national and global civil society movements;
- communicate and publicize this declaration and emphasize the support needed to give effect to this renewed and firm commitment jointly made by African Governments and Social Partners to achieve the implementation of the Social Protection Floors throughout Africa, within the perspective and vision of the AU Social Policy Framework for Africa, from the year 2011 onwards;
- bring this Tripartite Declaration to the attention of the ILO Governing Body at the earliest possible session with a view to consider an ILO plan of action and the necessary monitoring mechanism.

This statement of action, adopted by tripartite constituents of the ILO, is to be known as the *"Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor"* adopted this 8th day of October 2010. Its aim is to commit African member-states and social partners to adopt the principles, main elements and practical aspects of the Social Protection Floor, in synergy with the AU Social Policy Framework for Africa, as set out in this document. Member-states of the ILO are encouraged to give effect to the necessary budgetary implications of this statement of action progressively as from the year 2011.