



International  
Labour  
Organization

## Progress Report – Colombia

01/12/2022 – 31/08/2023

ILO GLOBAL FLAGSHIP PROGRAMME ON BUILDING SOCIAL  
PROTECTION FLOORS FOR ALL - PHASE II

Project Code GLO/21/34/MUL



Donor: Germany, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

Admin Unit: ILO DWT and Country Office for the Andean Countries (DWT/CO-Lima)

Project title:	ILO GLOBAL FLAGSHIP PROGRAMME ON BUILDING SOCIAL PROTECTION FLOORS FOR ALL PHASE II - COLOMBIA: ACCELERATING PROGRESS ON SDG TARGET 1.3 SOCIAL PROTECTION SYSTEMS AND MEASURES FOR ALL
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Report type (pick one):	Annual
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Reporting period:	From December 2022 to August 2023
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#### Linkages:

ILO Strategic Policy Outcome: Outcome 5: Improved national knowledge base and capacities to inform a just transition process.

ILO Country Programme Outcome: Colombia

Sustainable Development Goal: SDG 1: End poverty in all its forms everywhere - Target 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

#### Preparation and Review

Report prepared by: Oscar Cardona, 21/02/2024

Report reviewed by: Martha Agudelo, 23/04/2024

## 1. Country context

In Colombia, social security has been a right since 1991, understood as part of the broad concept of social protection. This derives from the current Political Constitution, which states that “Social security is a compulsory public service to be provided under the direction, coordination and control of the State, subject to the principles of efficiency, universality and solidarity, under the terms established by law. All inhabitants are guaranteed the inalienable right to social security (...)” (Political Constitution of Colombia, 1991, art. 48).

The Colombian social protection system has two main components. One of these corresponds to social security, which provides insurance for health, OSH, old age (persons over 60 years of age), disability, survival and family needs. All of this is dependent on work-based contributions. The other major component corresponds to programmes and policies to tackle poverty in the vulnerable population and the informal sector of the economy.

The study conducted on the compatibility of Colombian social security legislation with ILO Convention No. 102 found that the country already complies with the required conditions in five of the nine coverage areas: medical care, cash benefits for short-term sickness, family benefits, maternity benefits and disability benefits. The remaining areas show some progress and could be adjusted to meet the requirements of Convention No. 102.

Other studies have found no clear relationship between social protection policies and adaptation to climate change. The most relevant cases were the adaptations made to face the situation generated by Covid-19 pandemic and recent natural disasters, such as the temporary suspension of access conditions to certain programmes (Familias en Acción and Jóvenes en Acción), the expansion of coverage to other actors (VAT compensation), the creation of specific programmes and funds (Ingreso Solidario and Fondo de Mitigación de Emergencias) and the innovative use made of mass media and social networks to disseminate more and better information.

## 2. Progress report

### Outcome 1: Social protection and climate change

The study on “Analysis of the social protection system for a just transition in Colombia” identified a poor relationship between the social protection system, climate change adaptation and just transition in Colombia. The related activities helped to raise interest among government actors on the issue of social protection as a priority for just transition, especially the Ministry of Labour and the National Planning Department. Additionally, the activities helped to improve understanding of the importance of social protection for just transition among the workers and community of the Cesar Mining Corridor. Finally, the study included three case studies on unemployment protection mechanisms and active policies, training programmes for the generation of green jobs under the National Training Service (SENA) and the case for just transition in the Department of Cesar and the closure of coal mines.

#### *Output 1.1 Improved national knowledge base and capacities to inform the resilience of social protection systems to impacts of climate change in Colombia*

Output status: Completed

### **Activity 1.1 Completion of a study on the “Analysis of the social protection system for a just transition in Colombia”**

The study was completed. It included wide-ranging consultations with key stakeholders and social partners, including employers’ and workers’ organizations and representatives from the Ministry of Labour, the National Planning Department and the Ministry of Trade, Industry, and Tourism. Field visits were undertaken to the Department of Cesar, including to national vocational training institutions.

The objective of the study was to review Colombia’s social protection system to identify its current and potential role in facilitating a just transition. The study identifies gaps as well as opportunities, including deeper analysis of Colombia’s unemployment protection scheme as well as national skills training institutions. The study also analysed the situation of Cesar department and the role that social protection could play in its transition from a carbon-based economic model to a low-carbon economy.

The Ministry of Labour was the main partner. Other government agencies included in the consultation were the National Department of Planning and the Ministry of Trade, Industry, and Tourism.

The study developed a range of recommendations including some in detail on the reform of the unemployment protection scheme. These recommendations are being considered as part of the ILO’s ongoing work with the Ministry of Labour, and options are being explored for strengthening the coverage and adequacy of unemployment protection. The study also calls for greater coherence between social protection and climate change policies (disaster risk management as well as transitional). The study is pending publication.

### **Activity 1.2 Workshop with social and government partners to discuss the role of social protection for a just transition in Colombia**

On 31 August 2023, a workshop was conducted in Bogota with representatives from the Government, social partners and other development partners, to discuss the role of social protection for a just transition in Colombia. The preliminary findings from the study were presented and participants provided feedback and suggestions.

The workshop raised awareness of the importance of social protection for a just transition, including among the staff of the unit tasked with developing just transition strategies at the Ministry of Labour. It also provided an important forum for social dialogue between workers, employers and government representatives and a platform for providing further inputs and validating the study results.

The workshop had the following agenda:

<b>Time</b>	<b>Activity</b>	<b>Responsible person(s)</b>
9:00 - 9:10	Opening remarks	Pablo Casalí, Social Security Specialist in the ILO Office for the Andean Countries
9:10 - 9:50	Global Social Protection Framework for a Just Transition: ILO recommendations	Jana Bischler and Celine Peyron, just transition and social protection experts at the ILO
9:50 - 10:40	Presentation on the findings and recommendations of the study on "Analysis of social protection for a just transition in Colombia"	Mauricio Olivera and Yanira Oviedo, ILO consultants

10:40 - 11:10	Discussion and social dialogue on just transition and social protection	Moderator from the ILO
11:10 - 11:20	Closure and conclusions	Blanca Patiño, Green Jobs Technical Officer for Latin America and the Caribbean at the ILO

OUTPUTS: Overall delivery assessment <sup>1</sup>			
<input type="checkbox"/>	Highly satisfactory Implementation of almost all (>80%) outputs is on schedule as envisaged in the implementation plan and almost all (>80%) indicator milestones have been met.	<input checked="" type="checkbox"/>	Satisfactory Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.
<input type="checkbox"/>	Unsatisfactory Some (40-60%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only some (40-60%) indicator milestones have been met.	<input type="checkbox"/>	Very unsatisfactory Few (<40%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only a few (<40%) indicator milestones have been met.

## Summary of outcome(s)

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Not available.

### ► Gender and non-discrimination

Not available

## 3. Collaboration and partnerships

The social partners were consulted during the study's data collection activity. Two employers' organizations and two workers' organizations made contributions to focus group discussions. They were also present at the workshop and provided important feedback.

## 4. Main challenges and corrective actions

- The presidential elections in Colombia in 2022 and subsequent formation of the new Government resulted in some delays in initiating the study. This slightly reduced the time frame available for completion.
- The delays arose because it was not easy to identify social protection experts in Colombia. Two calls for applications had to be made, which demonstrates how little capacity exists in the country regarding the relationship between just transition and social protection.

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<sup>1</sup> This is a self-assessment.

## 5. Summary and outlook

The study and associated activities conducted under this project successfully enhanced conceptual understanding and awareness among national stakeholders concerning the role that social protection can and should play in a just transition. This is particularly crucial in the context of the Global Accelerator on Social Protection and Jobs for Just Transitions and Colombia's consideration of joining as a pathfinder country. Building on this study and as a next step, specific programmes could be assessed in greater depth and options for adapting and expanding them in the context of a just transition could be costed in order to provide government stakeholders with more concrete policy options.

The study showed the potential for adapting the Core Diagnostic Instrument (CODI), an existing tool for the assessment of social protection systems. Using the CODI framework and adjusting it to queries in the context of social protection for Just Transition is an effective approach that could be applied in other countries as a further contribution to just transition.