

INTERNATIONAL LABOUR OFFICE

REPORTS ON

**UNRATIFIED CONVENTIONS  
AND RECOMMENDATIONS**

*(Article 19 of the Constitution  
of the International Labour Organization)*

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REPORT FORM FOR THE FOLLOWING INSTRUMENT:

**SOCIAL PROTECTION FLOORS  
RECOMMENDATION, 2012 (No. 202)**

GENEVA  
2016

*Article 19 of the Constitution of the International Labour Organization relates to the adoption of Conventions and Recommendations by the Conference, as well as to the obligations resulting therefrom for the Members of the Organization. The relevant provisions of paragraphs 5, 6 and 7 of this article read as follows:*

“5. In the case of a Convention:

[...]

- (e) if the Member does not obtain the consent of the authority or authorities within whose competence the matter lies, no further obligation shall rest upon the Member except that it shall report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of its law and practice in regard to the matters dealt with in the Convention, showing the extent to which effect has been given, or is proposed to be given, to any of the provisions of the Convention by legislation, administrative action, collective agreement or otherwise and stating the difficulties which prevent or delay the ratification of such Convention.

6. In the case of a Recommendation:

[...]

- (d) apart from bringing the Recommendation before the said competent authority or authorities, no further obligation shall rest upon the Members, except that they shall report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of the law and practice in their country in regard to the matters dealt with in the Recommendation, showing the extent to which effect has been given, or is proposed to be given, to the provisions of the Recommendation and such modifications of these provisions as it has been found or may be found necessary to make in adopting or applying them.

7. In the case of a federal State, the following provisions shall apply:

- (a) in respect of Conventions and Recommendations which the federal Government regards as appropriate under its constitutional system for federal action, the obligations of the federal State shall be the same as those of Members which are not federal States;
- (b) in respect of Conventions and Recommendations which the federal Government regards as appropriate under its constitutional system, in whole or in part, for action by the constituent states, provinces or cantons rather than for federal action, the federal Government shall:

[...]

- (iv) in respect of each such Convention which it has not ratified, report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of the law and practice of the federation and its constituent states, provinces or cantons in regard to the Convention, showing the extent to which effect has been given, or is proposed to be given, to any of the provisions of the Convention by legislation, administrative action, collective agreement, or otherwise;
- (v) in respect of each such Recommendation, report to the Director-General of the International Labour Office, at appropriate intervals as requested by the Governing Body, the position of the law and practice of the federation and its constituent states, provinces or cantons in regard to the Recommendation, showing the extent to which effect has been given, or is proposed to be given, to the provisions of the Recommendation and such modifications of these provisions as have been found or may be found necessary in adopting or applying them.”

*In accordance with the above provisions, the Governing Body of the International Labour Office examined and approved the present report form. This has been drawn up in such a manner as to facilitate the supply of the required information on uniform lines.*

## REPORT

to be made no later than 31 December 2017, in accordance with article 19 of the Constitution of the International Labour Organization by the Government

, on the position of national law and practice in regard to matters dealt with in the instruments referred to in the following questionnaire.

## MAJOR TERMS AND ABBREVIATIONS USED IN THE QUESTIONNAIRE

In accordance with Recommendation No. 202, national social security extension strategies should pursue “**horizontal and vertical extension of social security**” [Paragraph 20].

The **horizontal extension** aims at the extension of social security coverage to as many people as possible, including through the rapid implementation of national social protection floors.

The **vertical extension** aims at the progressive achievement of higher levels of protection, within comprehensive social security systems guided by the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the more advanced ILO social security instruments.

For the purpose of this questionnaire, the terms “**social security**” and “**social protection**” have been used interchangeably, as in Recommendation No. 202, with the aim of encompassing and gathering information on all contributory and non-contributory schemes, benefits and social services that provide income support in cash or in kind and access to health care to the persons protected against one or more of the contingencies defined by Convention No. 102 and Recommendation No. 202.

**Comprehensive social security/protection systems**, as stipulated by Recommendation No. 202, should “achieve the range and levels of benefits set out in the Social Security (Minimum Standards) Convention, 1952 (No. 102), or in other ILO social security Conventions and Recommendations setting out more advanced standards”, [Paragraph 17].

For the purpose of this questionnaire, **national social security/protection system** is understood as the combination of all existing social security/social protection schemes, benefits and services in the country, irrespective of whether they form part of a social insurance system, social welfare system, social assistance system or other similar systems however they might be called.

**Schemes providing social security/protection benefits** may include universal benefit schemes, social insurance schemes, social assistance schemes, negative income tax schemes, public employment schemes and employment support schemes [Paragraph 9(3)].

“**Benefits** may include child and family benefits, sickness and health-care benefits, maternity benefits, disability benefits, old-age benefits, survivors’ benefits, unemployment benefits and employment guarantees, and employment injury benefits as well as any other social benefits in cash or in kind” [Paragraph 9(2)].

**Social protection floor (SPF)** – a fundamental element of the national social security system comprising “nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion” [Paragraph 2].

**Basic social security guarantees (BSSGs)** – legally established provisions ensuring “at a minimum that, over the life cycle, all in need have access to essential health care and basic income security which together secure effective access to goods and services defined as necessary at the national level” [Paragraph 4].

**Essential health care** – nationally defined set of goods and services, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality [Paragraph 5(a)].

**Basic income security (BIS)** – nationally defined minimum levels of benefits in cash and in kind, at least at a nationally defined minimum level, which secure access to the necessary goods and services allowing life in dignity for children, persons in active age and for older persons [Paragraph 5(b), (c) and (d)].

## I. CONCEPTUAL FRAMEWORK OF THE RECOMMENDATION

Recommendation No. 202 contains a number of conceptual and value statements concerning the role and functions of social security in modern society, which underpin the regulatory framework laid down in the Recommendation and the principles of its implementation listed in Paragraph 3 of Recommendation No. 202. Some of them are explicitly included in ILO standards for the first time. The following questions try to elucidate to what extent these concepts and principles as presented in Social Protection Floors Recommendation, 2012 (No. 202), are recognized in law and implemented in practice in your country. Key notions, marking the stepping stones on the way to rights-based sustainable development, are put in italics.<sup>1</sup>

### HUMAN RIGHTS-BASED APPROACH TO SOCIAL SECURITY: UNIVERSALITY OF PROTECTION, SOCIAL INCLUSION AND LIFE IN DIGNITY

1. Recommendation No. 202 reaffirms that “the right to social security is a *human right*” ensuring “*universality of protection*, based on *social solidarity*” [Preamble and Paragraph 3(a)].
  - (a) Is the human right to social security supported by a policy of your government to extend social security to “as many people as possible ... and as soon as possible” to achieve universal coverage of all residents and children [Paragraphs 6 and 13(1)(b)]?
  - (b) Do policies of your government operationalize the principles of social solidarity and “solidarity in financing” and, if so, how? How do these policies maintain a fair balance “between responsibilities and interests of those who finance and benefit from social security schemes [Paragraph 3(h)]?”

(a) At the international level, **the ITUC is pleased that there has been greater international commitment to extending social protection in recent years** – most notably through the inclusion of SDG Goal 1.3 to ‘implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable’, as well as the recent establishment of the Global Partnership on Universal Social Protection. There is nevertheless a clear disconnect between the stated ambitions of the Global Partnership and the policy advice of some international bodies, such as the International Monetary Fund, the World Bank and the OECD – which have at times issued policy recommendations and/or lending conditionalities leading to reductions in the adequacy or coverage of social protection benefits and services. **The ITUC has been calling for greater coherence between international organizations on social protection, and has repeatedly stressed that those organizations advocating for their retrenchments must immediately reconsider their positions in view of established global, multi-lateral commitments to extend social protection.**

At the national level, the ITUC notes that there have been some important achievements in extending social protection in recent years in several countries<sup>2</sup>. **The ITUC and its affiliates are nevertheless deeply concerned by retrenchments that have been taken to social protection in many cases at the national level.** Many states have taken measures and made parametric adjustments to tighten eligibility criteria of benefits and services, lower benefit levels, increase contribution requirements to excessive levels, and/or decrease the duration of benefits (e.g., unemployment benefits). In parallel, the rise in non-standard forms of work and reforms by governments to increase labour market flexibility have had negative consequence on workers’ social protection coverage in many countries – and these social protection reforms have further exacerbated such developments<sup>3</sup>.

- (b) **The ITUC has long-promoted social solidarity and solidarity in financing in social security.** This requires a fair division of social-contributions between employers and workers in the case of contributory benefits. It moreover requires the existence of adequate social protection guarantees for those who are unable to make sufficient contributions (i.e., non-contributory benefits), which should in

<sup>1</sup> Italics have been added by the Office with a view to drawing attention to these key notions and concepts.

<sup>2</sup> See for instance: USP 2030 (2018) Universal Social Protection: Country Cases <http://www.social-protection.org/gimi/gess/RessourcePDF.action?ressource.ressourceId=55072>

<sup>3</sup> See for instance ITUC (2017) [The Future of Work](#)

principle be financed through progressive taxation systems allowing for redistribution between income groups.

That being said, **the principles of social solidarity and solidarity in financing are operationalized to varying degrees within different countries.** There is no clear international trend for greater solidarity. We note that some countries have made significant progress in recent years to introduce or extend solidarity mechanisms within the social protection system – for instance Kenya, which has recently introduced non-contributory pensions and health care to cover those excluded from contributory pension and health benefits (e.g., informal economy workers). Other states have however taken measures to reduce solidarity. A number of ITUC affiliates have indicated that the level of solidarity in their countries is not satisfactory, for instance because of a strong emphasis of private sector provision of social protection over public-provision, for instance in Peru<sup>4</sup>. Solidarity in financing has also been compromised in countries that have recently increased the share of workers' contributions - notably in Argentina<sup>5</sup> as well as Romania<sup>6</sup>, where employee contributions have been raised significantly more than employers.

2. Recommendation No. 202 affirms the inclusive nature of social protection floors (SPFs) which are directed against “poverty, *vulnerability* and *social exclusion*” [Paragraph 2] and in favour of “non-discrimination, gender equality and responsiveness to *special needs*” [Paragraph 3(d)], “social inclusion, including of persons in the informal economy” [Paragraph 3(e)], “reduction of *informality*” [Paragraph 15], support for “the most vulnerable” [Paragraph 8(a)], “disadvantaged groups and people with special needs” [Paragraphs 3(d) and 16].
- (a) Are there social security/protection laws, policies and mechanisms that ensure the non-discriminative and inclusive design of the national SPF? If so, please specify which.
- (b) Do they define vulnerability, social exclusion and informality, and determine the vulnerable and disadvantaged groups, and people with special needs? If so, please specify how.

- (a) **The ITUC and its affiliates have in general promoted inclusive social protection systems that are universally available to all – and have promoted the principles of equal treatment in access to social protection.** Universal schemes have often been found to be more effective and less expensive than highly targeted schemes for the extreme poor.<sup>7</sup> At international level, there are numerous instruments setting out the principle of equal treatment and non-discrimination in access to social protection<sup>8</sup>.

**That being said, at national and sub-national level, social protection is unfortunately not always featured in the scope or protected grounds of non-discrimination legislation.** A recent report by the EU network of legal experts on gender equality and discrimination showed that non-discrimination in access to social protection is not explicitly mentioned in non-discrimination legislation in Ireland, Lithuania, Lichtenstein and Belgium<sup>9</sup>. The report also highlighted that within Turkey, discrimination in the area of social protection is prohibited, except for sexual orientation which is excluded as a protected ground<sup>10</sup>.

- (b) **The characteristics of ‘vulnerable’ or ‘disadvantaged’ groups will vary from country to country, based on the national context.** In Latin America, for example, a ‘social inequality matrix’ is used, which is composed of the intersections of a number of characteristics, including gender, race,

<sup>4</sup> ILO General Survey response by CATP

<sup>5</sup> ILO General Survey response by CGT-RA

<sup>6</sup> See for instance 2017 [Declaration of G. Bischoff](#), Chair of the Workers' Group of the European Economic and Social Committee, on the Romanian reform of the social security system

<sup>7</sup> Stephen Kidd (2015) [The Political Economy of “Targeting” of Social Security Schemes](#)

<sup>8</sup> See for instance <http://socialprotection-humanrights.org/framework/principles/equality-and-non-discrimination/>

<sup>9</sup> See EU Network of legal experts on gender equality and non-discrimination (2017) [A comparative analysis of non-discrimination law in Europe](#)

<sup>10</sup> *ibid*

social class, ethnicity and age<sup>11</sup>. That being said, the ITUC has observed that some groups often tend to face increased risks of poverty and social exclusion across countries – which is often linked to underrepresentation in paid work, concentration in low-paid work and/or precarious forms of work, and lower access to social protection benefits. **These often include people with disabilities, migrants and ethnic minorities, indigenous people, and people with low education and skills<sup>12</sup>.**

**Women in many countries also face an increased risk of poverty or social exclusion– particularly in old age** - largely due to their lower pension contributions accumulated during their working lives and thus lower levels of pension benefits and lower pension coverage. The percentage of women over 65 at risk of poverty or social exclusion is 52% in Bulgaria, as compared to 36.5% of men, and in the Czech Republic, the percentage stands at 13.1% for women 65+ vs. 5% for their male counterparts<sup>13</sup>.

3. Recommendation No. 202 calls for “respect for the rights and *dignity* of people covered by the social security guarantees” [Paragraph 3(f)], which should ensure “*adequacy* and predictability of benefits” [Paragraph 3(c)] and “allow *life in dignity*” [Paragraph 8(b)].
- (a) Do the national legislation and judicial decisions guarantee respect for human dignity of the persons living on social security guarantees? If so, please specify how.
- (b) Are certain benchmarks used to assess adequacy of social security guarantees in terms of ensuring life in dignity? If so, please specify which.

(a) **The ITUC and its affiliates are generally concerned by the inadequacy of social protection benefits and services that compromise beneficiaries’ ability to live in dignity.** OECD data shows, for instance, that the level of minimum social assistance benefits in most OECD countries is well below the relative poverty line<sup>14</sup>. EU evidence also shows that social assistance benefits for many EU countries tend to be below estimations on the cost of living – for instance in Bulgaria where minimum social assistance benefits amount to 35 euros a month, and the cost of food alone for a single person is estimated at 175 euros per month<sup>15</sup>. In Chile, 71% of retired persons indicate that their pension is not sufficient to cover their basic needs.<sup>16</sup>

In addition, numerous affiliates have reported **quality concerns for essential services such as health care**, as well as long waiting periods and staff shortages compromising the timely and effective provision of these services, which is unacceptable.

(b) **Adequacy benchmarks for social protection differ from country to country.** In some countries, such as Cabo Verde, benefits are linked to the (national) poverty line.<sup>17</sup> **In many cases the benchmark is very low, and often insufficient in allowing people to live in dignity.**

In this context, the ITUC and its affiliates, in the context of our regional wage floor forums, have promoted the use of reference budgets or basic goods baskets to help determine the costs needed to support decent livelihoods. They have also stressed that **minimum social security guarantees must, at minimum, lift households above the poverty line.** However, many states set the levels of their minimum social security guarantees below the level of such goods baskets (when they exist at all) and/or below the poverty line.

<sup>11</sup> See for instance CEPAL/ECLAC (2016) [The Social Inequality Matrix in Latin America](#)

<sup>12</sup> See for instance OECD (2017) Preventing ageing unequally

<sup>13</sup> Eurostat\_ ilc\_peps01

<sup>14</sup> OECD tax-benefit model, latest data available (2014)

<sup>15</sup> When comparing social assistance benefit levels within [EU MISSOC comparative tables](#) and the levels of [EU food baskets](#)

<sup>16</sup> Statcom (2014) [Encuesta de opinión y percepción del Sistema de Pensiones en Chile](#)

<sup>17</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 4.

INTEGRATED DESIGN OF SOCIAL PROTECTION:  
BASIC GUARANTEES, FLEXIBLE STRUCTURES AND COHERENCE OF POLICIES

4. Recommendation No. 202 substantiates the human right to social security by establishing, as a starting point, the core obligations of the State in the form of *basic social security guarantees* (BSSG) included in the SPF. The floor should become a *fundamental element* on which “Members should progressively build and maintain *comprehensive* and adequate social security systems” [Paragraphs 1(a), 3(g), 13(1)(a) and (2)]. Members without developed systems should establish “a minimum level of social security guarantees” [Paragraph 13(1)(a)] in schemes which do not have a guaranteed minimum.]

(a) Have measures been taken or envisaged with a view to complementing the design, organization and financing of social security/protection with a fundamental element setting a floor to benefits, on the one side, while maintaining the objectives of progressively building more comprehensive and adequate social security systems, on the other side? If so, please specify which.

(a) Some states have recently taken measures to implement social protection floors in combination with other measures to further develop comprehensive, adequate social security systems. One positive example is Kenya, which has recently introduced guaranteed minimum pension benefits and universal health insurance, in addition to expanding access for informal, self-employed and seasonal workers to contributory pensions.

For other countries, a guaranteed social protection floor is not being developed but measures are being taken to strengthen contributory social security schemes. This is for instance the case in Cambodia, where the new National Social Security Fund (NSSF) has introduced contributory social insurance granting workers benefits in case of employment injury, retirement, invalidity, death, and other circumstances – however access to social protection remains limited or inexistent for workers with non-standard contracts who are not able to fulfil contribution requirements, as well as workers in the informal economy.

5. In building SPFs, Recommendation No. 202 advises Members to consider a “*diversity of methods and approaches*, including of financing mechanisms and delivery systems” [Paragraphs 3(i) and 11(1)], select those that work better, and recombine them to implement “the *most effective and efficient combination* of benefits and schemes” [Paragraph 9(1)], “contributory and non-contributory schemes” [Paragraph 14(c)] and “preventive, promotional and active measures, benefits and social services” [Paragraph 10(a)].

(a) Have different methods and approaches to financing and delivery of basic guarantees been considered for the purpose of making the social security system more efficient? If so, please specify which.

(b) What combinations of benefits and schemes proved to be most effective in lifting people out of poverty, vulnerability, social exclusion and informality?

(a) **Different schemes, often with different financing models, are useful in reaching the various goals of a social protection system, which is why comprehensive social protection system are important.** Social security schemes, financed through contributions from employers and workers are an effective way to ensure income replacement. Social assistance schemes, that intend to alleviate poverty, tend to be funded through general tax revenue, as the beneficiaries of such schemes are likely not able to make contributions.<sup>18</sup> **For both type of schemes the involvement of the government is essential.** The state must play a central role in the organization and administration of social protection systems, and ensure effective access.

(b) **The ITUC has long advocated for a comprehensive mix of social security and social assistance in line with Convention 102 and Recommendation 202.** Contributions-based social security schemes leave coverage gaps, such as in Italy where only 37.8% of the unemployed are covered by unemployment

<sup>18</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 1.



protection<sup>19</sup>. Universal social assistance is an essential tool to fill these gaps and prevent people from falling into poverty, especially in low-income countries<sup>20</sup>.

6. Social security systems should be “*coherent* with national policy objectives” [Paragraph 13(2)] and “with social, economic and employment policies” [Paragraph 3(l)]; coherence should also be enhanced “*across institutions* responsible for delivery of social protection” [Paragraph 3(m)]. Furthermore, in designing SPFs as an integral part of a comprehensive social security system, Members should “*coordinate* social security policies with *other public policies*” [Paragraph 13(2)] “within a decent work framework” [Paragraph 10(c)].
- (a) Do standing institutional mechanisms exist for the coherence of different contributory and non-contributory social security/protection schemes and benefits and for the coordination of social security policies with other social, economic, employment and fiscal policies? If no such mechanisms exist, do you consider introducing them a necessity?
- (b) What are the challenges and difficulties met in designing and implementing SPFs?

(a) **In some states, there are strong institutional mechanisms existing between social protection benefits and other policies, in particular employment and education policy, which is highly desirable.** The ITUC and its affiliates have particularly noted the **usefulness of joining up out-of work benefits with well-designed active labour market policies (ALMP)** such as job-search assistance, skill training and lifelong learning measures. When personalised and of high quality, and combined with income support benefits, these policies can help workers further develop their skills, facilitate their transition to new jobs, and reduce the duration of unemployment<sup>21</sup>. The prevalence of ALMPs, as well as their effectiveness, nevertheless varies significantly across countries. It is deeply concerning that in some countries, recent reforms to ALMPs have been focused on pushing people into any kind of job as fast as possible rather than facilitating people to improve their skills and/or find long-term employment that suits their profile<sup>22</sup>. It is also concerning that in some countries, ALMP measures are being rolled out at the same time as income support measures for those out of work, while the generosity and/or duration of unemployment benefits and social assistance are being cut back. Most worrying, ALMPs are in some cases viewed as an alternative to income support altogether - e.g., in Hungary, where public works schemes have largely been prioritised over unemployment benefits<sup>23</sup>.

(b) There are numerous difficulties in designing and implementing social protection, but **ensuring adequate, predictable financing for social protection is a particular challenge.** Many states are facing considerable fiscal constraints in the wake of lending obligations - with international financial institutions putting pressure on states to reduce the value and coverage of social protection through policy recommendations or lending conditionalities, rather than expand these systems<sup>24</sup>. Demographic changes in some countries are also jeopardizing long-term sustainable financing, due to a reduced share of the working age population relative to the elderly, as well as increased demand for old-age pensions and health care<sup>25</sup>.

**Limited tax revenue due to insufficiently progressive forms of taxation, tax evasion and a high share of workers in the informal economy can also compromise sustainable financing for social**

<sup>19</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Annex IV, Table B.3.

<sup>20</sup> Behrendt, C. 2017. “Can graduation approaches contribute to building social protection floors?”, in *Policy in Focus*, Vol. 14, No. 2, pp. 33–35.; ILO (International Labour Office). 2011b. *Growth, employment and decent work in the least developed countries*, Report for the Fourth UN Conference on Least Developed Countries, Istanbul, 9–13 May 2011 (Geneva).

<sup>21</sup> See European Commission (2013) *Evidence on Demographic and Social Trends*

<sup>22</sup> See for instance FGTB-Belgium’s (2017) [statement](#) regarding planned reforms to unemployment benefits and ALMP conditions

<sup>23</sup> See for instance the Hungarian government’s [explanation of its public works scheme](#) (2016)

<sup>24</sup> See in particular the [letter](#) by the Global Coalition on Social Protection Floors (2017) to the International Monetary Fund

<sup>25</sup> See European Commission (2015) [Pension Adequacy Report](#)

**protection**<sup>26</sup>. A report from the African Union’s High Level Panel on Illicit Financial Flows conservatively estimated \$50 billion leakage of illicit financial flows from Africa every year<sup>27</sup>. Limited fiscal capacity for least developed states is a particular challenge, especially for those countries that may face unpredictable economic shocks or natural disasters leading to a sudden spike in demand for social protection and limited resources to effectively respond<sup>28</sup>.

## THE RIGHT TO SOCIAL SECURITY AS AN ECONOMIC NECESSITY: REDUCTION OF POVERTY, MORE SUSTAINABLE ECONOMY AND GROWTH WITH EQUITY

7. Recommendation No. 202 recognizes that “social security is an *important tool* to prevent and reduce poverty, inequality, social exclusion and social insecurity” and that SPFs are established to “secure protection aimed at *preventing or alleviating poverty*, vulnerability and social exclusion” [Paragraphs 2 and 3(e)].
- (a) Does your Government have a national plan, programme or strategy to combat poverty and inequality and what is the role of social security/protection in attaining its objectives?
  - (b) How is poverty defined and measured in your country? What national poverty lines are established particularly for extreme poverty and how are they calculated and monitored?
  - (c) Is the social security/protection system used to prevent or reduce poverty? If so, please explain how.

(a) As this question is very specific to national policies, the ITUC has not answered this question but rather invites the ILO to refer directly to the General Survey responses of its affiliates.

(b) National definitions of poverty vary considerably between countries, however at international level, the most prevalent indicator for assessing poverty at international level is the World Bank poverty lines. These are currently set at 1.90 USD/day for low-income countries, \$3.20/day for lower-middle income countries; and \$5.50/day for upper-middle income countries<sup>29</sup>. However, in the view of the ITUC, **the World Bank poverty lines risk substantially under-stating the real incidence of deprivation and social exclusion.**

Some international organisations have taken different approaches to estimating poverty than the World Bank and have come up with alternative poverty lines, which tend to have higher values. For instance, the Economic Commission for Latin America (CEPAL/ECLAC) has developed poverty lines based on the costs of a basic basket of goods and extreme poverty lines based on the costs of a basket of food. These poverty lines vary between countries, given the different costs of living in each country. However, the values of these poverty lines tend to exceed those from the World Bank applying to low income and lower middle income countries<sup>30</sup>.

The United Nations Development Programme(UNDP) has also developed the Multidimensional Poverty Index (MPI), which identifies deprivations in terms of health, education and standard of living, in line with the Human Development Index.<sup>31</sup>

Eurostat additionally uses surveys to determine people’s ability to afford basic set of goods, which are used to measure the incidence of severe material deprivation<sup>32</sup>. The European Commission as well as

<sup>26</sup> ESCAP (2016) Time for Equality; ESCAP and Oxfam (2017) Taxing for Shared Prosperity has highlighted that tax revenue is insufficient in the Asia Pacific region largely because of a lack of progressive forms of taxation, tax evasion and a high share of workers in the informal economy

<sup>27</sup> Report on the [AUC/ECA High-Level Panel on Illicit Financial Flows](#) (2017)

<sup>28</sup> De Schutter, O. & Sepúlveda, M. (2012). Underwriting the Poor: A Global Fund for Social Protection.

<sup>29</sup> For more info, see: <http://blogs.worldbank.org/developmenttalk/richer-array-international-poverty-lines>

<sup>30</sup> See CEPAL database: <http://interwp.cepal.org/sisgen/ConsultaIntegrada.asp?idIndicador=2190&idioma=i>

<sup>31</sup> For more information on the UNDP Multidimensional Poverty Index, see: <http://hdr.undp.org/en/content/multidimensional-poverty-index-mpi>

<sup>32</sup> See Eurostat data on material deprivation here: [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc\\_mddd111&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_mddd111&lang=en)

the OECD additionally make use of relative poverty lines (of 50% the median income and 60% the median income respectively).

In principle, the ITUC supports the development of poverty indicators that are comprehensive and seek to capture the wide extent of people's deprivation and/or social exclusion, such as the poverty indicators of CEPAL, Eurostat and the UNDP. **We would welcome further work at international level to develop comparative poverty indicators that go beyond the World Bank's narrow approach to poverty measurement.**

- (c) **There is an enormous body of cross-national evidence showing the different ways by which social protection can help to prevent and reduce poverty<sup>33</sup>.** Social security benefits provide crucial income replacement during periods temporarily or permanently out of the workforce (e.g., maternity, unemployment, retirement, illness, disability), allowing for people's financial security and thus preventing them from falling into poverty. Social assistance benefits can moreover provide support to those without financial means to live a decent life, thereby reducing their risk of poverty or social exclusion. For example, without social protection for old age, 24.2% of elderly Latin Americans would live in extreme poverty. Because of contributory and non-contributory pensions, the actual share is 4.3%.<sup>34</sup>

There is also a wide literature on the role of social services in improving human capital development, thereby improving skills, employability and reduced risk of labour market exclusion and poverty<sup>35</sup>.

8. Recommendation No. 202 acknowledges that “the right to social security is, along with promoting employment, an economic and social necessity for development and progress, and ... that social security systems act as automatic social and economic stabilizers, help stimulate aggregate demand in times of crisis and beyond, and help support a transition to a more sustainable economy” [Preamble].

- (a) Please indicate whether and, if so, how the current economic, financial and labour market policies in your country support and implement these conclusions, in particular by enhancing “coherence with social, economic and employment policies” [Paragraph 3(l)].
- (b) Does the national SPF help to enhance formal employment, income generation, education, literacy, vocational training, skills and employability, reduce precariousness, and promote secure work, entrepreneurship and sustainable enterprises [Paragraph 10(c)]? If so, please indicate how.

(a) The ITUC has repeatedly highlighted the importance of a comprehensive social policy as part of any economic policy. **Adequate, comprehensive social protection systems have been shown to have strong economic benefits through fostering skills development and employability, boosting demand, providing crucial automatic stabilisers, and reducing participation in the informal economy<sup>36</sup>.** One of the reasons why Brazil was not severely affected by the global financial crisis in 2008 was the investments made in social policies and programmes.<sup>37</sup>

**Nevertheless, many governments and international financial institutions have opted to constrain spending on social protection because of an excessive focus on the up-front costs of benefits of social protection.** Cutbacks to benefits and services and tightening of eligibility requirements have also been undertaken as an attempt to curb deficit spending, as well as an attempt to suppress inflation<sup>38</sup>. These are worrying developments that harms sustainable and inclusive economic growth.

(b) **Social Protection Floors, especially in combination with well-coordinated active labour policies, have been proven to have positive effects on employability, quality and levels of employment.<sup>39</sup> They also improve children's health, education and future employment chances<sup>40</sup> and have contributed to the formalisation of the economies of Brazil, Uruguay, Argentina and Ecuador.<sup>41</sup>** Some ITUC affiliates have indicated that Social Protection Floors have been established, and have shown these positive effects, but are currently at risk of disappearing because austerity<sup>42</sup>, or are not reaching their full potential due to poor coordination with other policies.<sup>43</sup> The ITUC urges policymakers to refrain from budgetary cuts in these areas under the misguided idea that these will lead

to economic growth in the short-term and instead to recognise the beneficial contributions SPFs have towards sustainable, inclusive development.

9. The Preamble to Recommendation No. 202 states that “sustainable long-term growth associated with social inclusion helps overcome extreme poverty and reduces social inequalities and differences within and among regions” [Preamble and Paragraphs 3(e) (l) and 15].

- (a) Please provide information you consider relevant on the experiences of combining economic growth with the extension of social security/protection, which may have been acquired by your country.
- (b) Are investments in social security/protection regarded as a factor sustaining long-term growth? Please give the most pertinent examples of the impact on poverty and social and regional inequalities of the policies which prioritize growth with equity.

(a) The ITUC stresses that **the extension of social protection is a precondition for sustainable macro-economic growth and development, as well as essential for meeting SDG 1 on reducing poverty, SDG 8 on decent work and SDG 10 on reducing inequality.** In fact, those states with the most

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<sup>33</sup>See for instance ILO (2017) World Social Protection Report; European Commission (2013) Evidence on Demographic and Social Trends

<sup>34</sup>ECLAC (2018) [Social Panorama of Latin America 2017](#)

<sup>35</sup>See for instance European Commission (2013) Evidence on demographic and Social Trends: Social Policies’ contribution to inclusion, employment and the economy

<sup>36</sup>See ILO World Social Protection Report 2017-2019; European Commission (2013) Evidence of Demographic and Social Trends: Social policies’ contribution to inclusion, employment and the economy; ILO (2011) Decent Work and the Informal Economy; ILO (2014) Monotax: Promoting formalization and protection of independent workers

<sup>37</sup>ILO (2009) [Brazil: Conditional Transfers as Response to the Crisis: The Bolsa Família Programme](#)

<sup>38</sup>ILO General Survey responses by CATP and CGT-RA

<sup>39</sup>European Commission (2013) Evidence on demographic and Social Trends: Social Policies’ contribution to inclusion, employment and the economy

<sup>40</sup>OECD (2017) Preventing Ageing Unequally

<sup>41</sup>ILO (2014) Monotax: Promoting formalization and protection of independent workers

<sup>42</sup>ILO General Survey response by SSS-CTRN

<sup>43</sup>ILO General Survey response by CATP

developed social protection systems are those with the most robust labour markets and economies - demonstrating how social protection is not a hindrance to growth<sup>44</sup>.

Some states in the context of rapid economic growth are extending their social protection systems, which is a positive development. The UN Economic Commission for Asia-Pacific has highlighted how some states in the region have extended social protection in the context of a booming economy – for instance Indonesia - however such growth could still be more equitably shared and greater investments to social protection are still needed<sup>45</sup>.

(b) As already highlighted in this response, social protection is a driving factor of economic growth<sup>46</sup>. Nevertheless, **some countries continue to look at social protections as merely a cost. This seems to stem from the misguided idea that social protection hinders a country's competitiveness, and is often supported by the pressure of international organisations.** The ILO has reported that 107 governments worldwide are considering reducing welfare spending, often targeting the social protection of the most vulnerable groups<sup>47</sup>. Austerity measures have already had a negative impact on global aggregate demand and GDP especially harming developing countries<sup>48</sup>. **ITUC urges that austerity measures need to be reversed and further cuts avoided to prevent more poverty and social exclusion and to support sustainable, inclusive economic growth.**

## II. INSTITUTIONAL AND LEGAL FRAMEWORKS OF SOCIAL SECURITY – SOCIAL RESPONSIBILITY OF THE STATE

10. Recommendation No. 202 recognizes “the overall and primary responsibility of the State” [Paragraph 3] in establishing and maintaining a comprehensive social security system, including SPF, exercised according to a defined set of principles.

- (a) Is the social responsibility of the State defined in the constitutional and legal framework of your country? If so, please specify how. Does the State bear the overall and primary responsibility for the adequacy of benefits [Paragraph 3(c)] and the “financial, fiscal and economic sustainability” of the social security system, including SPF, “with due regard to social justice and equity” [Paragraph 3(k)]?
- (b) How are the social protection responsibilities, competencies and related financial resources distributed between the different levels of government – central government, regional governments, and local (municipal) authorities – and how is coherence ensured across these levels in national law and practice?

(a) **Despite the fact that ILO Recommendation 202 sets out that it is the primary and overall responsibility of the state in realising social security, in many countries the role of the private sector in delivering social protection is extremely high**, such as in the pension markets of several Latin American<sup>49</sup> countries. The wave of pension privatisation in Latin America in the 1990s resulted in serious gaps in coverage, however several countries are now returning to more extensive public pension systems<sup>50</sup>. Within the EU, a trend of reducing replacement rates for public pension schemes is being observed, which in turn is leading to an increased importance of complementary occupational and private sector pensions in order to ensure beneficiaries a decent income during retirement<sup>51</sup>. This trend raises **serious concerns about growing inequalities in pension benefits between those of**

<sup>44</sup> Hemerijck (2012) Changing Welfare States

<sup>45</sup> ESCAP (2017) [Taxing for Shared Prosperity](#)

<sup>46</sup> Mathers, N. & Slater, R. (2014). Social protection and growth: Research synthesis, Commonwealth of Australia 2014, <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9099.pdf>

<sup>47</sup> Cummins, M.; Dublin, Y.; Engilbertsdóttir, S.; Evans, M.; Martins, D.; Murthy, S.; Yablonski, J. 2013. Subsidy reforms and impact on the middle class (New York, UNICEF).

<sup>49</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 4.

<sup>50</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 4.

<sup>51</sup> European Commission (2012). Pension Adequacy in the European Union 2010-2050, Publications Office of the European Union, Luxembourg.



**high and low incomes, as well as those with stable jobs with occupational pensions and those in atypical forms of work without such benefits.**

(b) The design and delivery of social protection is organised on different levels – national, regional, and municipal - within different countries, and therefore the ITUC encourages the ILO to refer to the responses of its affiliates for this question. **As a general remark, however, the ITUC reiterates its position that national governments have a primary and overall responsibility of ensuring adequate social protection for all.**

11. Does the government ensure “transparent, accountable and sound financial management and administration” of the schemes constituting the social security/protection system, including SPFs [Paragraph 3(j)]? If so, please indicate how.

(a) Are social security/protection institutions required by law to undertake audits, publish budget documents, prepare annual reports, and take other measures enhancing their transparency and accountability?

(b) Are any of the social security/protection schemes in deficit and what measures are taken to redress the situation?

(a) This question requires a nationally specific answer, but as a general principle **the ITUC and its affiliates have supported transparency in reporting processes around social protection and accountability of public authorities for public funds.**

(b) **Some governments struggle with the sustainability of their social protection schemes, for instance with pensions, due to demographic ageing. In addressing these issues by reducing benefits, the ITUC urges governments not to lose sight of the initial objective of the schemes, which is preventing poverty in old age.** In case eligibility requirements are raised, for example by increasing the pensionable age, it is important to keep in mind the *healthy* life expectancy, which may be lower for some categories such as manual workers. The same goes for raising the number of required contributory years, which will affect people with contribution gaps – women, migrants, rural workers, informal workers and workers on non-standard contracts - more strongly.

12. Recommendation No. 202 provides that “entitlement to benefits”, in any social protection scheme, including those providing BSSGs, should be “established by law” [Paragraphs 3(b) and 7].

(a) Please give a brief description of the legal framework implementing national SPF, specifying key provisions establishing coverage, qualifying conditions, level and duration of benefits delivering BSSGs.

(b) Please indicate whether any modifications are envisaged or have been made to national legislation with a view to giving effect to the provisions of Recommendation No. 202.

a) As this question is very specific to national policies, the ITUC has not answered this question but rather invites the ILO to refer directly to the General Survey responses of its affiliates.

(b) While this question is very nationally specific, the ITUC can point to some recent examples of country-level reforms that have given effect to some of the provisions of Recommendation 202 – for instance Kenya has recently implemented a new law that will provide a universal pension to anyone over 70 years of age<sup>52</sup> and Indonesia implemented universal health care in 2013<sup>53</sup>.

<sup>51</sup> European Commission (2012). Pension Adequacy in the European Union 2010-2050, Publications Office of the European Union, Luxembourg.

<sup>52</sup> Socialprotection.org, March 31, 2017: <http://socialprotection.org/learn/news/kenya-launch-universal-pension-scheme-january-2018>

<sup>53</sup> Pisani, Kok and Nugroho (2017) Indonesia's road to universal health coverage: a political journey <https://doi.org/10.1093/heapol/czw120>

13. Are measures put in place that “enhance compliance with national legal frameworks” establishing schemes providing BSSGs [Paragraph 7], including “measures to prevent fraud, tax evasion and non-payment of contributions” [Paragraph 11(1) and (2)]?

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

14. Does the national legal framework establishing BSSGs specify the complaint and appeal procedures that should be “impartial, transparent, effective, simple, rapid, accessible and inexpensive”? Is access to these procedures free of charge to the applicant [Paragraphs 3(o) and 7]?

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

### **III. POLICY FRAMEWORK – NATIONAL STRATEGIES FOR THE EXTENSION OF SOCIAL SECURITY**

15. Have national objectives and priorities been identified in the area of social protection [Paragraphs 13–15]? Please indicate which and whether they include one or more of the following and enter the necessary explanations in the box below:

- ☐ establish and implement, as a priority, a national SPF or some elements of the floor as a starting point;
- ☐ implement the SPF as a new fundamental element of the national social security system;
- ☐ extend protection by establishing new social security guarantees covering additional risks;
- ☐ extend existing contributory schemes to all concerned persons with contributory capacity;
- ☐ extend existing social security schemes and benefits to persons in the informal economy;
- ☐ increase the existing minimum level of certain social security guarantees;
- ☐ consolidate, contain or reduce social security/protection expenses and budgets;
- ☐ complement social security/protection with active labour market policies and coordinate it better with other public policies;
- ☐ better coordinate existing contributory and non-contributory schemes, and social insurance with social assistance, so as to close gaps in protection;
- ☐ improve the design and regulatory framework for building a comprehensive social security system;
- ☐ undertake national consultations on social security matters through effective social dialogue and social participation;
- ☐ other objectives (please specify).

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

16. Have any of the abovementioned national objectives and priorities been framed into a national plan, programme or strategy for the extension of social security [Paragraph 13]?

- ☐ Yes, we are currently implementing a national plan/programme/strategy (NS).
- ☐ Yes, we are in the process of formulating a NS.
- ☐ No, but we intend to formulate a NS.
- ☐ No, we have not yet thought about developing a NS.
- ☐ No, we already possess a comprehensive social security/protection system.

☐ No, we are currently pursuing a strategy of fiscal consolidation and contraction of social spending.

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

17. In case the government has adopted a NS or is in the process of formulating one, please:

- (a) attach copies or web references of the official documents formulating the strategy;
- (b) specify the time frame and sequencing of measures, as well as the financial requirements and resources necessary for the progressive achievement of the objectives, including relevant international cooperation and support [Paragraphs 12 and 14(e)];
- (c) specify what objectives concerning the NS and SPF may have been included in the Decent Work Country Programme (DWCP).

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

18. In case the government does not have a national strategy for the extension of social security, please indicate the measures taken or envisaged by the government with a view to [Paragraph 14]:

- ☐ raising awareness about SPFs and social security extension strategies and undertaking information programmes, including through social dialogue;
- ☐ setting objectives for the extension of social security reflecting national priorities and economic and fiscal capacities, and identifying gaps in, and barriers to, protection.

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

19. In case your government is currently pursuing a policy of fiscal consolidation and contraction of social spending, please indicate whether, before undertaking such a policy, an impact assessment of these policies on different categories of the population was carried out with a view to mitigating its effects on the most vulnerable and disadvantaged groups and persons with special needs in line with the principles of social solidarity, social inclusion, solidarity in financing and coherence between social protection and other public policies [Paragraphs 3(a), (e), (h) and (l), 13(2) and 16].

**The ITUC notes a worrying trend of fiscal consolidation across many countries, often promoted by international financial institutions, leading to a contraction of social spending.<sup>54</sup>** This trend of contracting social spending as a way of fiscal consolidation is not well justified. It has a negative impact on the effectiveness of social protection in preventing and reducing poverty and on the stabilising economic effect this has. Such cuts have often been done without consultation of social partners and stakeholders or an impact assessment, such as in the case of Peru where there was no social impact assessment before the adoption of the Fiscal Consolidation and Contraction Policy for social spending.<sup>55</sup>

<sup>54</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 7.

<sup>55</sup> ILO General Survey response by CATP



20. (a) Have mechanisms for regular monitoring progress in establishing and implementing SPFs and achieving other objectives of national social security policies and strategies been established in your country? If so, please specify which [Paragraphs 13 and 19].
- (b) Do they include tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations (please specify which) [Paragraph 19]?

(a) The ITUC emphasises the importance of regular and comprehensive monitoring of social security strategies in order for national policies to be effective and inclusive. Good quality data are a first step in the process of identifying and filling coverage gaps. Reliable statistics and methodologies that are shared with the social partners and other stakeholders are essential elements for good governance and policy-making.<sup>56</sup> The ITUC supports the efforts of the ILO and other international organisations<sup>57</sup> in assisting especially developing countries in collecting and analysing quality social protection statistics.

(b) Social partners are involved in the monitoring and decision-making process to varying degrees in different countries. In some countries, such as Peru, our affiliates indicate that there is well-established representation of workers in the decision-making process on social security, but in others, for example Venezuela, decisions are made unilaterally by the government without any form of consultation with the social partners.<sup>58</sup> **The ITUC stresses the importance of tripartite councils and committees in the monitoring and decision-making process of social security strategies.** Good examples of such tripartite structures can be found, for instance, in Indonesia, Ghana and Uruguay.<sup>59</sup>

21. Does the government regularly convene national consultations to assess progress and discuss policies for the further horizontal and vertical extension of social security [Paragraph 20]? If not, what measures are taken to ensure better participation and consultation in the future?

In principle, the ITUC is supportive of such consultations and, again, highlights the usefulness of tripartite processes for planning and monitoring reforms.

22. Are social security/protection data, statistics and indicators regularly collected and published for this purpose and are they disaggregated, in particular, by gender [Paragraphs 21 and 22]? Please indicate which and provide a full list of relevant national databases and publications with web references.

On the international level, limited comparative social protection data exist, however the following databases provide some data, with varying degrees of detail and disaggregation:

- [World Bank Open Data](#) (international)
- [Eurostat](#) (for Europe)
- UN Regional Economic Commissions
  - [CEPAL/ECLAC](#) (for Latin America)
  - [ECA](#) (for Africa)
  - [ESCAP](#) (for Asia-Pacific)
  - [ESCWA](#) (for Western Asia)

<sup>56</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 7.

<sup>57</sup> *Ibid.*

<sup>58</sup> ILO General Survey responses by CATP and CTV

<sup>59</sup> TUDCN-RSCD (2016). Social Dialogue for Sustainable Development in Uruguay, Ghana and Indonesia. [https://www.ituc-csi.org/IMG/pdf/tudcn-socila\\_dialogue\\_uk\\_web\\_v1.pdf](https://www.ituc-csi.org/IMG/pdf/tudcn-socila_dialogue_uk_web_v1.pdf)

## IV. BASIC SOCIAL SECURITY GUARANTEES CONSTITUTING SOCIAL PROTECTION FLOORS

23. According to Paragraph 6 of Recommendation No. 202, Members should provide the BSSGs to at least all residents and children, as defined in national laws and regulations, subject to their existing international obligations.
- (a) How are the terms “residents” and “children” defined in national legislation? Do non-resident children or children of non-residents have access to some or all BSSGs for children? What residency status gives access to BSSGs as of right?
- (b) Which, if any, categories of residents are excluded? Would persons in an irregular or undocumented situation (e.g. homeless, victims of human trafficking, internally displaced persons, refugees, etc.) and their children have access in case of need to essential health care and basic income security (BIS)? (See also question 2(b).)

(a) Definitions on ‘residents’ and ‘children’ vary from country to country. In the UN Convention on the Rights of the Child, children are defined as all persons below the age of eighteen.<sup>60</sup> Exceptions can be made if national legislation provides a lower age of majority, such as in the case of Peru, where persons between the age of 12 and 18 are not legally considered children, but adolescents.<sup>61</sup>

The right to social protection can vary in some countries due to residency status. For instance, in some countries non-residents only have right to healthcare in emergencies.<sup>62</sup> Legal or administrative burdens in obtaining residency status may also lead many migrants and their families to be left out of coverage from any social protection scheme, exposing them to greater risk of poverty and social exclusion. This may also put them in a vulnerable position when they return home.

Moreover, even upon obtaining residency status, relying on social security benefits may negatively impact one’s migration status. This is for instance the case for third country nationals in the European Union, who risk not getting a renewal of their residence permit if they are not economically self-sufficient.<sup>63</sup>

**In principle, the ITUC and its affiliates stress the need for equal access to social protection for all, including migrants.** There are some good practice examples at national level, such as Argentina that has extended social protection to migrant domestic workers.<sup>64</sup> At the international level, the Ibero-American Social Security Convention gives migrants access to pensions.<sup>65</sup> (b) This question is very national specific and therefore the ITUC encourages the ILO to refer to the responses of its affiliates for this question.

<sup>60</sup> UN Convention on the Rights of the Child. 1989. <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CRC.aspx>

<sup>61</sup> ILO General Survey response by CATP

<sup>62</sup> See for example: Sweden: <https://www.1177.se/Skane/Other-languages/Engelska/Regler-och-rattigheter/Vard-for-personer-fran-andra-lander/>, UK: <https://www.nhs.uk/NHSEngland/AboutNHSservices/doctors/Documents/Using-the-NHS-Information-for-visitors-from-abroad.pdf>

<sup>63</sup> Migrant access to social security and healthcare: policies and practice. 2014. European Migration Network: [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european\\_migration\\_network/reports/docs/emn-studies/emn\\_synthesis\\_report\\_migrant\\_access\\_to\\_social\\_security\\_2014\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/emn_synthesis_report_migrant_access_to_social_security_2014_en.pdf)

<sup>64</sup> ILO (2014) [New law leads to new life for migrant domestic workers](#)

<sup>65</sup> FIAP (2011) [The Multilateral Ibero-American Social Security Convention has come into effect in six countries in the Ibero-American Region](#)

24. BSSGs should ensure that, “over the life cycle, all in need have access ... to goods and services defined as necessary at the national level” [Paragraph 4].

- (a) Is the situation of need defined by national laws and regulations? If so, what goods and services are defined as necessary for children, persons in active age and older persons [Paragraphs 4, 5(b) and 8(b)]?
- (b) How is the monetary value of a set of necessary goods and services calculated (e.g. reference budget method, minimum consumption basket, food and non-food costs, etc.) [Paragraph 8(b)]?

(a)/(b) while national definitions of need vary, the ITUC and its affiliates have identified, in the context of the Minimum Wage Forums, the following list of goods and services as essential items for a decent life:

- Food
- Housing
- Clothing
- Transport
- Medical expenses (where existing)
- Education expenses (where existing)
- Household bills, utilities and recreation
- Essential care costs
- Contingency for emergencies
- Recreation

These items should form the basis of a basic needs basket, which can be costed and used as a benchmark for minimum wages and possibly social protection. The exact set of items, and thus monetary value, of the basket is different in each country and can vary with age (e.g. education, care) and/or family composition (e.g. housing, household bills) according to the national context. In many countries the contents of the basic needs baskets are not sufficient for living a decent life. For instance, in Ethiopia and Panama the basic needs basket are based on food and ignores the costs of other living necessities such as housing and clothing.

- (c) What income thresholds for statutory social assistance are established for different types of households and how are they calculated [Paragraph 8(b)]?
- (d) What other income thresholds are established for social protection purposes (e.g. minimum wage, guaranteed minimum income scheme, social pension, etc.) [Paragraph 8(b)]?

(c)/(d) **The ITUC and its affiliates are concerned to note that in many countries the threshold for accessing social assistance is very low**, such as in Costa Rica where the threshold for accessing social assistance is the national poverty line – which is still below the level of a basic needs basket.<sup>66</sup> This means that in practice, people in financial need are excluded from support as a result of means tests with inadequate thresholds.

<sup>66</sup> ILO General Survey response by OIT, SSS and CTRN

25. BIS should be established “at least at a nationally defined minimum level” [Paragraph 5].

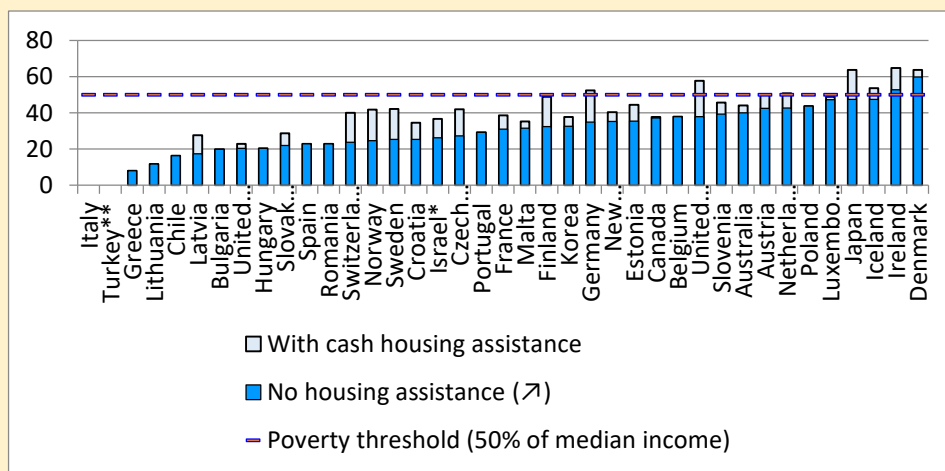
- (a) Has a minimum level of income in cash or in kind guaranteeing BIS been legally defined for the following age groups (please specify age) and how is it calculated for [Paragraph 8(c)]:

- ☐ children;
- ☐ persons in active age who are unable to earn sufficient income;
- ☐ older persons.

- (b) Do minimum levels of income defined in your country take into account regional differences and differences in age, gender, family composition, level of disability and other special needs [Paragraphs 3(d), 8(b) and 16]?]

(a) **While around 130 countries worldwide currently have at least one social assistance programme specifically targeted towards children, both the coverage and the adequacy of these programmes is often seriously lacking.**<sup>67</sup> The ITUC is dismayed to note that many children worldwide still do not enjoy basic income security. In fact, in the European Union alone, 21,1% of children are at risk of poverty.<sup>68</sup> In Latin America 36% of children live below the World Bank poverty line of 4 US dollar a day, this is almost double the percentage of adults living in poverty.<sup>69</sup> It is important to note that this might be an underestimation of the real incidence of poverty, as the World Bank’s criteria substantially under-state the real incidence of deprivation and social exclusion. **It is thus highly necessary to extend both the coverage and the adequacy of social assistance programmes that protect children from poverty and social exclusion in the most vulnerable period of their lives.**

**The adequacy of benefits for people of working age is also very low in many countries.** For instance, in the majority of OECD countries, people of working age relying on minimum income benefits, such as unemployment and disability benefits, live below the poverty threshold and do not



meet the minimum requirements as set out in Convention 102 (see graph below).<sup>70</sup>

Unemployment benefits make up only 0.84% of a household’s expenditures in Belarus, and 22.03% in Uruguay, indicating a serious lack of adequacy. 158 countries worldwide fulfil at least the minimum standard for maternity benefits as set out in Convention 102. However only 73 of those meet the benefit levels of Convention 183, and just 26 satisfy the requirements of Recommendation 191.<sup>71</sup>

<sup>67</sup> World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals, International Labour Office – Geneva: ILO, 2017, Chapter 2.

<sup>68</sup> UNICEF (United Nations International Children’s Emergency Fund). 2016. The State of the World’s Children 2016: A fair chance for every child (New York).

<sup>69</sup> World Bank (2014) [LAC Equity Lab: A Platform for Poverty and Inequality Analysis](#)

<sup>70</sup> OECD Statistics on Benefits and Wages: [http://www.oecd.org/els/soc/Minimum\\_Guaranteed\\_Income\\_EN.xlsx](http://www.oecd.org/els/soc/Minimum_Guaranteed_Income_EN.xlsx)

<sup>71</sup> World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals, International Labour Office – Geneva: ILO, 2017, Chapter 3.

**As concerns people in older age, in many countries minimum pensions are insufficient to keep people above the poverty line.** In some European countries the minimum pension benefits are even below half of the at-risk-of-poverty threshold.<sup>72</sup> In El Salvador the minimum social pension of \$50 is far from high enough to live a decent life as well. The ITUC stresses the need for adequate old age pensions for elderly worldwide, in line with ILO Convention 102 and Recommendations 131 and 202.

(b) **In general, the ITUC supports basic income guarantees that are above the poverty line and also take into account the actual costs of living a decent life,** for example by the use of a basic goods basket that allows for differences in family composition and age. Minimum level benefits often barely cover the cost of living of an able-bodied person, they do not accommodate the additional costs disabled people have to make.<sup>73</sup> Any social assistance programme targeted towards disabled persons needs to provide for the additional costs people have to make as a result of their disability.

26. Does a procedure exist for the regular revision of the levels of BSSGs and when were they last reviewed? If so, please specify which [Paragraph 8(c)]. Does it include “tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned” [Paragraph 8(c) and (d)]?

**The ITUC emphasises the importance of regularly reviewing the levels of BSSGs and the usefulness of involving a tripartite committee or council in this. In addition to regular reviews, automatic indexation mechanisms for inflation should be implemented.** In several countries, however, there has been a problem of freezing the automatic indexation of benefits, leading to a loss in their purchasing power over time. This is for instance the case in Argentina, where indexation has been frozen for child allowances, pensions, disability benefits and some other benefits. Moreover, in the United States, several states have approved pension reforms that would freeze the indexation of benefits.

27. What criteria and methods are used for reviewing the levels [Paragraph 8(c)]?

- (a) Do they help to prevent an increased risk of poverty?  
(b) Have the levels of BSSGs been, or could they be, reviewed downwards?

(a) The answer to this question is similar to those of question 24 (a-b).

(b) The ITUC would encourage the ILO to refer to responses of their affiliates for this question.

28. Please specify which methods of resource mobilization are used to ensure financial, fiscal and economic sustainability of BIS and of essential health care [Paragraph 11]. (Please see note at the end of the questionnaire.)

As indicated in the response to question 5, **the ITUC has long advocated for a comprehensive mix of social security and social assistance in line with Convention 102 and Recommendation 202, which entails a mix of different methods of resource mobilisation.** Contributions-based social security schemes are an effective way to ensure income replacement, but they leave coverage gaps, excluding especially rural workers from health care.<sup>74</sup> Social assistance schemes tend to be funded through general tax revenue, as the beneficiaries of such schemes are likely not able to make contributions.<sup>75</sup> They are a necessary tool in filling in the gaps left by contributions-based schemes to give people access to essential health care and prevent people from falling into poverty, particularly in low-income countries.<sup>76</sup> Especially progressive

<sup>72</sup> European Commission. 2015c. The 2015 Pension Adequacy Report: current and future income adequacy in old age in the EU (Brussels).; European Commission. 2017. European Semester Thematic Factsheet: Adequacy and Sustainability of Pensions. [https://ec.europa.eu/info/sites/info/files/european-semester\\_thematic-factsheet\\_adequacy-sustainability-pensions\\_en.pdf](https://ec.europa.eu/info/sites/info/files/european-semester_thematic-factsheet_adequacy-sustainability-pensions_en.pdf)

<sup>74</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 5.

<sup>75</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 1.

taxation can help to ensure sufficient fiscal space and solidarity in universal social protection. For both type of schemes the involvement of the government is essential, either in the form of public organization or public provision.

#### A. BASIC INCOME SECURITY (BIS)

29. Please supply data on the level and coverage of existing benefits, schemes, social services and other public programmes providing BIS [Paragraph 5(b), (c) and (d)] for:

- ☐ children, including “access to nutrition, education, care and any other necessary goods and services” (table 1);
- ☐ “persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability” (table 2); and
- ☐ older persons (table 3).

The coverage of social protection schemes varies greatly from country to country. **While the ITUC is glad to note that there seems to be a global trend in extending both the coverage and the level of benefits, we are still deeply concerned that still today only 29% of the world population are covered by comprehensive social protection.**<sup>77</sup> There is also an alarming pressure for the retrenchment of these programmes in some countries in the context of austerity as well as lending conditionality of international financial organisations, risking a further reduction in coverage.

In terms of children, there are wide variations of coverage internationally. The ILO World Social Protection Report 2017-2019 notes that 87% of European children are covered by some type of benefit as opposed to only 16% of African children. While there seems to be a general positive trend of expanding social benefits targeted at children, including maternity provisions, still in 37% of countries there are no provisions at all.<sup>78</sup> **It is moreover worrying that many schemes do not offer adequate benefits and that fiscal consolidation is putting pressure on governments to further cut back on social benefits for children, especially since childhood poverty has lifelong effects.**

As for those of working age, at the international level only 38.6% of unemployed workers are legally covered by some type of unemployment scheme. However, there is again wide variation between regions. Coverage rates range from 4.2% in sub-Saharan Africa, to over 80% in Europe. Effectively coverage is much lower than legal coverage, standing at, 21.8% globally, and again with high disparity across regions.<sup>79</sup> Also here two opposing trends can be identified; on the one hand high income countries the coverage and generosity of unemployment schemes has increased, on the other, in the light of austerity governments have opted to reduce the coverage, level and duration of benefits.<sup>80</sup> **The ITUC advocates for universal unemployment protection for all workers and stresses the need to extend coverage to excluded categories of workers, including those in the informal sector.**

<sup>75</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 1.

<sup>76</sup> Behrendt, C. 2017. “Can graduation approaches contribute to building social protection floors?”, in *Policy in Focus*, Vol. 14, No. 2, pp. 33–35.; ILO (International labour Office). 2011b. *Growth, employment and decent work in the least developed countries*, Report for the Fourth UN Conference on Least Developed Countries, Istanbul, 9–13 May 2011 (Geneva).

<sup>77</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, p.XXIX.

<sup>78</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 2.

<sup>79</sup> *Ibid.*

<sup>80</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 3.



As for those with disabilities, globally only 27.8% of workers are effectively covered by disability schemes, with large disparity between countries. Eastern Europe has almost universal coverage, whereas in Asia and the Pacific only 9.4% of workers are covered.<sup>81</sup> There is a positive development towards more comprehensive social security systems, however also here the detrimental pressure of austerity measures is felt.

For those in old age, the ILO reports that 68% of the global working population is effectively covered by some type of old age protection and there is an overall trend of moving towards more universal old age protection, especially in less mature pension systems.. However, again here we find great disparity between countries, with some countries having a coverage rate of almost 100% and the coverage rate of low-income countries around 20%.<sup>82</sup> Furthermore, the replacement rates of old age pensions are often not adequate. For instance, in Chile the replacement rates of pensions are below 40%.<sup>83</sup> **Unfortunately, in the absence of adequate and comprehensive public pensions, occupational and private pensions have become increasingly important in some countries.<sup>84</sup> This is a concerning development, since the state, not the market, should play a primary role in delivering social protection.**

**Moreover, there is a worrying trend in retrenchment of public pensions in some countries.<sup>85</sup>** According to the ILO Social Protection Monitor, from January to December 2017, at least 15 countries increased the retirement age, eight contracted coverage, five modified the calculation formula, three reduced budgetary allocations for pensions, three privatized or introduced individual accounts, three reduced benefit levels, two rationalized and narrowed programs or benefits, and one froze the indexation of pension benefits.<sup>86</sup>

30. Has the effectiveness and efficiency of the combination of benefits and schemes been assessed in terms of extending coverage and reducing poverty, vulnerability and social exclusion [Paragraph 9]? If not, would your government like the ILO to carry out such an assessment?

There is a wide body of evidence on the positive benefits of combining social security, social assistance and social services in terms of extending coverage and reducing poverty.<sup>87</sup> In general, the ITUC advocates for a comprehensive mix of these instruments.

31. Please indicate the gaps in, and barriers to, protection which may have been identified and what measures have been considered to enhance the delivery of BIS [Paragraph 14(b) and (c)].

Only 29% of the world population is covered by comprehensive social security systems.<sup>88</sup> The ITUC calls for attention to the gaps in social protection coverage, which are often the result of high levels of informal employment ( $\pm 50\%$  worldwide).<sup>89</sup> Workers in the informal sector, typically, are not enrolled in contributory schemes, but are often not eligible for assistance target specifically to the poor either. This leaves them to be the “missing middle.”<sup>90</sup> **Horizontal extension of coverage is necessary to protect those groups that are still excluded from current social protection schemes, for example by extending benefits to informal workers or workers on atypical contracts. At the same time, vertical extension is needed to expand the adequacy and comprehensiveness of social security systems by providing more types of protection.**

The table below sets out the global coverage gaps in some key areas of social protection, along with some of the main barriers to universal coverage.

Benefit type	Global effective coverage gap	Comment
Unemployment Benefits	78% <sup>91</sup>	Informal workers and workers in non-standard forms of employment tend to be more at risk of exclusion from

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<sup>81</sup> *Ibid.*

<sup>82</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 4.

<sup>83</sup> OECD (2015) [Pensions at a Glance](#)

<sup>84</sup> OECD (2015). Pension Markets in Focus: <http://www.oecd.org/daf/fin/private-pensions/Pension-Markets-in-Focus-2015.pdf>

<sup>85</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 4.

<sup>86</sup> ILO (2017) [ILO Social Protection Monitor 2017](#)

<sup>87</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 1.

<sup>88</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 7.

<sup>89</sup> *Ibid.*

<sup>90</sup> *Ibid.*

<sup>91</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 3.



		unemployment protection schemes due to difficulty compiling contributions. <sup>92</sup>
Pensions	32% <sup>93</sup>	Low-income countries tend to struggle most with pension coverage, for different reasons including high levels of informality and low contributory capacity. <sup>94</sup>
Child/family benefits	65% <sup>95</sup>	Some reasons for low coverage can include inexistence of child/family benefits, strict eligibility criteria and an increasing reliance on contribution-based schemes. <sup>96</sup>
Maternity benefits	58,9% <sup>97</sup>	Low coverage is largely caused by the reliance on contributory schemes, to which, in some countries, only a minority of women contribute. This is in part due to the high levels of informal employment among women. <sup>98</sup>
Employment injury insurance	No international estimation	Coverage rates vary significantly from country to country, but are especially low in low-income countries. In a number of countries injured workers or their families need to prove that the employer was at fault before qualifying for any benefits. <sup>99</sup>
Healthcare	56% in rural areas 22% in urban areas <sup>100</sup>	Coverage is especially low in rural areas due to inadequate infrastructure and for (elderly) people in need of long term care as such services are underdeveloped or inexistent in many countries. Long term care is also often excluded from health insurance. <sup>101</sup>
Disability benefits	72,2% <sup>102</sup>	Many countries only have contributory schemes, which are not adequate for covering informal workers and children. Schemes that rely on means tests often lead to poverty and employment traps and they do not take into account the extra costs of living with a disability. <sup>103</sup>
Social assistance	±75% <sup>104</sup>	Only one in four people considered ‘vulnerable’ receive non-contributory social assistance. <sup>105</sup> This is in part due to social assistance schemes being non-existent or very underdeveloped in most countries. Other causes are strict means-tests and administrative obstacles.

32. Is the minimum level of BIS for children sufficient to ensure access to nutrition, education, care and any other necessary goods and services (please specify which) [Paragraph 5(b)]?

As mentioned in the answer to question 25, **both the coverage and the adequacy of programmes targeted towards children are often seriously lacking**.<sup>106</sup> The level of the benefits must be related to the actual cost of raising a child<sup>107</sup>, however, the ITUC is dismayed to note that many children worldwide still do not enjoy basic income security. In fact, in the European Union alone, 21,1% of children are at risk of poverty.<sup>108</sup> It is therefore highly necessary to extend both the coverage and the

<sup>92</sup> *Ibid.*

<sup>93</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 4.

<sup>106</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 2.

<sup>107</sup> ILO (International Labour Office). 2011. Social security and the rule of law: General survey concerning social security instruments in the light of the 2008 Declaration on Social Justice for a Fair Globalization, Report III (Part 1B), International Labour Conference, 100th Session, Geneva, 2011 (Geneva).

adequacy of social assistance programmes that protect children from poverty and social exclusion in the most vulnerable period of their lives.

33. How is provision of BIS for children coordinated with other policies that enhance education, literacy, vocational training, skills and employability [Paragraph 10(c)]?

The answer to this question should be nationally specific, but in principle the ITUC calls for effective coordination of income support benefits with quality social services and education, in order to maximise their social and labour market outcomes later on.

## B. ESSENTIAL HEALTH CARE

34. How is the notion of “essential health care” (or equivalent notion of minimum national set of health care services) defined in national laws or regulations [Paragraph 5(a)]?

- (a) What types of care are included in the basic package for children, persons in active age and older persons? Does it include maternity care?
- (b) Is it regularly reviewed with “tripartite participation of representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned” [Paragraph 8(c) and (d)]?

(a) **The ITUC recommends ILO Conventions 102 and 130 as well as Recommendation 134 and 165 as a useful framework for determining what is to be included in a basic healthcare package.** This should be at least preventative care, general practitioner care, specialist care, essential pharmaceutical supplies, pre- and post-natal maternity care, hospitalising when necessary, dental care, medical rehabilitation and long term care.

**The ITUC, furthermore, notes that the definition of ‘essential health services’ promoted by the World Bank is not sufficient,** as it is understood as antenatal care, basic treatment for malaria, HIV and tuberculosis, and checks for high blood pressure, focussed on people in extreme poverty. It is a limited concept of essential health care, with a highly-targeted – not universal- policy. (b) It is important for the contents of the basic health care package to be reviewed regularly with consultation and participation of all

<sup>96</sup> *Ibid.*

<sup>97</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 3.

<sup>98</sup> *Ibid.*

<sup>99</sup> *Ibid.*

<sup>100</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 5.

<sup>101</sup> *Ibid.*

<sup>102</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 3.

<sup>103</sup> *Ibid.*

<sup>104</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 7.

<sup>105</sup> *Ibid.*

<sup>106</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 2.

<sup>107</sup> ILO (International Labour Office). 2011. Social security and the rule of law: General survey concerning social security instruments in the light of the 2008 Declaration on Social Justice for a Fair Globalization, Report III (Part 1B), International Labour Conference, 100th Session, Geneva, 2011 (Geneva).

<sup>108</sup> UNICEF (United Nations International Children’s Emergency Fund). 2016. The State of the World’s Children 2016: A fair chance for every child (New York).

relevant organisations concerned. Regrettably, a number of governments, such as those of Australia and Greece, have decided to reduce the package of health services in an attempt to suppress government spending.<sup>109</sup>

35. Please supply data on coverage and nature of benefits, schemes, social services and other public programmes delivering essential health care for children, persons in active age and older persons (table 4).

**Currently coverage differs from country to country, but there is an especially strong divide between urban and rural areas, with 83% of people living in rural African areas being excluded from legal**

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<sup>109</sup> World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals, International Labour Office – Geneva: ILO, 2017, Chapter 5, pp. 115-117.

healthcare coverage contrasted by 61% of the urban population.<sup>110</sup> Especially older persons suffer from a lack of long term care, with legal coverage being low (48%), but effective coverage even lower due to a global workforce shortage of 13.6 million. This leads to many ‘volunteer’ workers (mostly women) that exit the formal labour market in order to take care of elderly or long-term ill relatives.<sup>111</sup>

**The ITUC is glad to note that there is a global trend to expand access to health care and increase the number of health care professionals.** Not only does this contribute to achieving SDG 3 by increasing the quality and accessibility of healthcare, it also advances SDG 8 by providing decent work and contributing to sustainable economic growth. **However, ITUC is alarmed by the threat to this trend of austerity measures and lending conditionality of international financial institutions that pressure governments to diminish the coverage and quality of healthcare provisions to reach short-term budgetary goals.** Trends in some countries towards healthcare privatisation are also having negative impacts on the financial accessibility of these services.

36. Have the effectiveness and efficiency of this combination been assessed by the “criteria of availability, accessibility, acceptability and quality” [Paragraph 5(a)]? (Please see note at the end of the questionnaire.)

If not, would your government like the ILO to assist you in carrying out such an assessment?

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

37. What gaps in coverage and barriers to protection have been identified, in particular for the population in rural and remote regions, the informal economy, disadvantaged groups and persons with special needs? What measures have been considered to enhance the delivery of essential health care to as many people as possible [Paragraphs 3(a) and (e), 15 and 16]?

**Within some countries, there is large variation in health care access between regions and certain population groups.** Globally, in rural areas on average 56% of people do not have access to health care as opposed to 22% in urban areas. This is in part due to lacking infrastructure.<sup>112</sup> Frail and elderly people in need of long term care have been shown to be particularly disadvantaged, as the costs of such care are often not covered by health insurance.<sup>113</sup> Unmet medical needs have also been linked to costs, distance and waiting lists.<sup>114</sup> Finally, workers in the **informal economy** are more at risk of not having access to health care services as they are less likely to be covered by contributory-based health insurance.<sup>115</sup>

38. Are the national rules concerning financing of the cost of essential health care, and in particular those imposing cost-sharing by the beneficiaries, so designed as to avoid hardship and prevent an increased risk of poverty for persons in need of health care [Paragraph 8(a)]?

Health care is financed in a variety of different ways across countries, including through general tax revenue, (private) insurance, mutual aid organisations or a combination of those. Generally, the share of out-of-pocket health expenses is much higher in rural areas than in urban ones.<sup>116</sup> Worldwide, more than 100 million people are pushed into poverty by out-of-pocket health costs.<sup>117</sup> **The ITUC stresses that any model of financing**

<sup>110</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 5.

<sup>111</sup> *Ibid.*

<sup>112</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 5.

<sup>113</sup> *Ibid.*

<sup>116</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 5.

<sup>117</sup> Tracking universal health coverage: 2017 global monitoring report. World Health Organization and International Bank for Reconstruction and Development / The World Bank; 2017: <http://documents.worldbank.org/curated/en/640121513095868125/pdf/122029-WP-REVISED-PUBLIC.pdf>

**should not place undue financial burden on people that would inhibit their access to essential health care, and the state has a primary responsibility of ensuring that this does not happen.**

39. Are prices of goods and services comprising essential health care subject to government supervision, regulation, tax incentives or subsidies so as to make them accessible to persons of small means [Paragraphs 3(e) and (h), and 8(a)]?

The ITUC has decided not to respond to this question, as it requires a nationally specific answer. We advise you to consult the responses of our affiliates for this question.

40. Is prenatal and postnatal medical care provided free of charge for the most vulnerable and under what conditions [Paragraph 8(a)]? If not, has a feasibility study been carried out for this purpose?

Access to prenatal and postnatal care is strongly linked to access to general health care and shows the same divide between rural and urban areas.<sup>118</sup> About two thirds of mothers worldwide receive prenatal care by a medical professional, but figures range from 94% in the Americas to 54% in Africa.<sup>119</sup> In more than half of the births in Africa, no skilled personnel is present.<sup>120</sup> **The ITUC stresses the importance of adequate and universal medical care for (expectant) mothers, especially those considered the most ‘vulnerable’, as this has been proven to significantly reduce the rates of maternal and child mortality.**<sup>121</sup>

## V. STANDARDS-RELATED ACTION AND TECHNICAL COOPERATION

41. Recommendation No. 202 calls on countries to consider ratifying, as early as national circumstances allow, the Social Security (Minimum Standards) Convention, 1952 (No. 102), or other ILO social security Conventions setting out more advanced standards to guide the development of comprehensive social security systems [Paragraphs 17 and 18]. Would your country consider such ratification and in what time frame?

**The ITUC notes with regret that only 55 countries have ratified C102 since its adoption. For higher-level social security instruments, ratification rates are even lower** – with only 24 countries having implemented C121 on employment injury benefits, 34 countries having ratified C183 on maternity protection, 17 countries having ratified C128 on old-age benefits, 16 countries having ratified C130 on medical care and sickness benefits, and 8 countries having ratified the C168 on unemployment benefits.

ITUC affiliates have been very active in promoting ratification of Convention 102 and associated higher-level social security instruments. Unions in Argentina and the Dominican Republic mobilised to promote the ratification of C102, which their governments have recently done in the last two years. A strong ratification campaign by unions is currently going on in Chile.

**The ITUC nevertheless believes that the ILO should do more to raise awareness of these instruments with governments and promote ratification. Ratification of C102 should be more systematically included in Decent Work Country Programmes with the necessary ILO technical assistance to member states to help them ratify. Ratification should also be an important feature of the ILO Flagship Programme on social protection, where the ILO provides technical support to governments for**

<sup>116</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 5.

<sup>117</sup> Tracking universal health coverage: 2017 global monitoring report. World Health Organization and International Bank for Reconstruction and Development / The World Bank; 2017:  
<http://documents.worldbank.org/curated/en/640121513095868125/pdf/122029-WP-REVISED-PUBLIC.pdf>

<sup>118</sup> *World Social Protection Report 2017-2019: Universal social protection to achieve the Sustainable Development Goals*, International Labour Office – Geneva: ILO, 2017, Chapter 3.

<sup>119</sup> *Ibid.*

<sup>120</sup> *Ibid.*

<sup>121</sup> *Ibid.*

planning reforms. The ILO could moreover envisage more public awareness activities on the benefits of their instruments as well as organise or support tripartite dialogues on the subject of ratification.

42. What suggestions would your country wish to make concerning possible standards-related action to be taken by the ILO, including possible consolidation of up-to-date social security Conventions and Recommendations?

**The ITUC and its affiliates believe that ILO social security instruments – in particular Convention 102 and Recommendation 202 - provide a good foundational framework for states to develop adequate, comprehensive social protection systems.** Convention 102 provides a solid basis for minimum standards on social security, albeit largely focused on contributory benefits. The Recommendation complements C102 by setting out a framework for basic social security guarantees regardless of contribution requirements. The other social security instruments provide higher-level protections for specific benefits/services. Overall, these different instruments are complementary and mutually reinforcing, and the ITUC believes that a consolidation of existing instruments would not be desirable.

**That being said, the current standards allow for numerous exceptions and partial ratification with far reaching implications in practice often leading to fragmented, underdeveloped social protection systems and/or the exclusion of large sections of the workforce.** Given that large majority of the world's population is still lacking access to comprehensive social protection, the ILO should make it a priority to work more closely with governments to achieve the full ratification and application of the existing Conventions as well as implementation of Recommendation 202.

The ILO should promote greater ratification and implementation of existing standards through its **Decent Work Country Programmes** and its activities within the **ILO Flagship Programme for Social Protection** –as well as through providing **technical assistance** to support the implementation of these standards. The ILO could also undertake **greater awareness-raising activities** to promote these standards.

43. Please identify any obstacles impeding or delaying implementation of Recommendation No. 202 and indicate any measures taken or envisaged to overcome these obstacles.

As indicated in the response to question 6, **significant financing challenges - due to demographic ageing, insufficiently progressive taxation, tax evasion and illicit financial flows - are impeding many states' abilities to expand social protection systems.**

Moreover, **policy advice and lending conditionalities from international organisations and international financial institutions have also put pressure on some states to reduce the adequacy or coverage of their social protection systems, going against the principles of Recommendation 202.** This was, for instance, the case in Mongolia and Kyrgyzstan, where the IMF recently compelled these countries to reduce the coverage of child benefits that had been universal<sup>122</sup>. Moreover, in Nicaragua, the IMF recommended to cut benefits by as much as 20% - although this reform ultimately did not take place after largescale public opposition.

44. Have there been any requests for policy support or technical cooperation provided by the ILO and what has been the effect of ILO assistance? What are your country's needs in terms of future policy advisory support and technical cooperation to give effect to the objectives of Recommendation No. 202? How could the ILO best support country efforts in the horizontal and vertical extension of social security? Would your country wish to undertake, in cooperation with the ILO, a process of Assessment-Based National Dialogue on Policy Options in Social Protection?

While this question is very nationally-specific, **in general the ITUC views the ILO's technical support provided through its flagship programme as extremely helpful** in helping countries identify shortcomings in their social protection systems, facilitating social dialogue on social protection, and providing advice on the reform process. The ITUC considers in particular the technical support provided by the ILO in Cambodia very helpful in the setup of the recent National Social Security Fund – although takes note that there are still significant coverage gaps in access to social security.

<sup>122</sup> See for instance Development Pathways article on this here: <http://www.developmentpathways.co.uk/resources/mongolia-kyrgyzsg-child-benefits/>



**In the ITUC's view, the ILO could also do more to provide targeted policy advisory support to governments in order to counter ill-founded advice given by international financial institutions to retrench social protection and to promote greater coherence between international organisations on social protection.**

45. If your country is a federal State, please indicate:

- (a) whether, under the constitutional system, the provisions of this Recommendation are regarded by the federal government as appropriate for federal action or for action, in whole or in part, by the constituent states, provinces or cantons;
- (b) whether it has been possible to make any arrangements within the federal State with a view to promoting coordinated action to give effect to all or some of the provisions of Recommendation No. 202; please give a general indication of any results achieved through such action.

As this question is very specific to national policies, the ITUC has not answered this question but rather invites the ILO to refer directly to the General Survey responses of its affiliates.

46. Please indicate the representative organizations of employers and workers to which copies of the present report have been communicated in accordance with article 23, paragraph 2, of the Constitution of the ILO. Please state whether you have received from the organizations of employers and workers concerned any observations concerning the effect given, or to be given, to Recommendation No. 202. If so, please communicate a copy of the observations received together with any comments that you may consider useful.

The ITUC unfortunately does not have a comprehensive overview of which governments consulted unions on their responses to the questionnaires, nor which governments communicated their replies to unions. However **upon generally enquiring with union leaders and union social protection experts on whether they had been consulted by their respective governments or received a copy of their governments' replies, the overwhelming response had been no.**

## TABLES TO QUESTIONS 30 AND 35

*Note: THE ITUC has not prepared a response within the below tables given that they are very nationally specific. We instead invite the ILO to consult the responses of our affiliates.*

COMBINATION OF BENEFITS, SCHEMES AND POLICIES PROVIDING BASIC SOCIAL SECURITY  
GUARANTEES, WHICH ARE DEEMED TO FORM PART OF THE NATIONAL SOCIAL PROTECTION FLOOR

**Table 1. Benefits, schemes and policies providing basic income security for children aged 0–15/...**

**Table 2. Benefits, schemes and policies providing basic income security for persons in active age (15–65)**

**Table 3. Benefits, schemes and policies providing basic income security for older persons aged 65+**

**Table 4. Benefits, schemes and policies providing essential health care**

In each table, please enter into the cell corresponding to the type of benefit and scheme/policy providing basic income security or essential health care ONLY the exact name of the benefit which forms part of the national social protection floor. All other information about each benefit thus entered into the table shall be provided separately following the template below:

1. Name of the benefit/guarantee
2. Categories of persons protected and qualifying conditions
3. Guaranteed minimum amount(s) of cash benefit or quantity of benefit in kind (for each category of persons protected)
4. Average number of persons actually receiving such minimum amounts or quantity of benefit
5. Total number (or estimate) of persons covered by the corresponding scheme/programme
6. Total expenditure spent annually on the scheme/programme, including cost of administration and delivery of benefits



**Table 1. Benefits, schemes and policies providing basic income security for children aged 0–15/...**

<b>Benefits, schemes and policies</b>	<b>Child cash benefits</b>	<b>Cash benefits to families with children</b>	<b>Orphans' (survivors') benefits</b>	<b>Benefits in kind (food, clothing, holidays, etc.)</b>	<b>Other benefits and guarantees</b>	<b>Vulnerable, disadvantaged groups – abandoned, homeless children</b>	<b>Children with special needs, disabled children</b>
Universal							
Social insurance							
Social assistance, housing allowance, GMI							
Social safety nets, targeted anti-poverty programmes							
Social policy: services, care, education							
Fiscal policy: negative income tax, tax incentives, etc.							
Employment policy: public works, employment support, vocational training, etc.							
Economic policy: SME, micro-credit, regional development, etc.							
Other public policies providing social benefits (e.g. youth and sports, family planning, etc.)							
Schemes supported by international donors and NGOs							

**Table 2. Benefits, schemes and policies providing basic income security for persons in active age (15–65 years old)**

Benefits, schemes and policies	Maternity/ paternity	Sickness	Disability	Employment injury	Widow/ widower (survivors' benefit)	Unemployment	Other benefits and guarantees	Benefits to vulnerable and disadvantaged groups	Benefits to persons with special needs
Universal									
Social insurance									
Social assistance, housing allowance, GMI									
Social safety nets, targeted anti-poverty programmes									
Social policy: services, care, education									
Fiscal policy: negative income tax, tax incentives, etc.									
Employment policy: public works, employment support, vocational training, etc.									
Economic policy: SME, micro-credit, regional development, etc.									
Other public policies providing social benefits									
Schemes supported by international donors and NGOs									

**Table 3. Benefits, schemes and policies providing basic income security for older persons aged 65+**

Benefits, schemes and policies	Main old-age pension	Supplementary provisions	Benefits for advanced age (80+)	Other benefits and guarantees, benefits in kind	Benefits to vulnerable, disadvantaged groups	Benefits to persons with special needs
Universal						
Social insurance						
Social assistance, housing allowance, GMI						
Social safety nets, targeted anti-poverty programmes						
Social policy: services, care, education						
Fiscal policy: negative income tax, tax incentives, etc.						
Employment policy: public works, employment support, vocational training, etc.						
Economic policy: SME, micro-credit, regional development, etc.						
Other public policies providing social benefits (e.g. healthy ageing, gender equality, etc.)						
Schemes supported by international donors and NGOs						

**Table 4. Benefits, schemes and policies providing essential health care**

Benefits, schemes and policies	Emergency health care	Preventive care, vaccination	Maternity care	Health care to children (0–15 years)	Health care to adults (15–65 years)	Health care to older persons (65+ years)	Medicines and in-kind benefits	Vulnerable, disadvantaged groups	Persons with special needs
Universal									
Social insurance									
Social assistance, housing allowance, GMI									
Social safety nets, targeted anti-poverty programmes									
Social policy: services, care, education									
Fiscal policy: negative income tax, tax incentives, etc.									
Employment policy: public works, employment support, vocational training, etc.									
Economic policy: SME, micro-credit, regional development, etc.									
Other public policies providing social benefits (e.g. youth, sports, family planning, gender equality, etc.)									
Schemes supported by international donors and NGOs									

NOTE: During the preparatory work, it was agreed to use, with respect to the notion of essential health care, wording consistent with the agreed definition set out in general comment No. 14 (2000) regarding the right to the highest attainable standard of health (Article 12 of the International Covenant on Economic, Social and Cultural Rights).

**(a) Availability.** Functioning public health and health-care facilities, goods and services, as well as programmes, have to be available in sufficient quantity within the State party. The precise nature of the facilities, goods and services will vary depending on numerous factors, including the State party's level of development. They will include, however, the underlying determinants of health, such as safe and potable drinking water and adequate sanitation facilities, hospitals, clinics and other health-related buildings, trained medical and professional personnel receiving domestically competitive salaries, and essential drugs, as defined by the WHO Action Programme on Essential Drugs.

**(b) Accessibility.** Health facilities, goods and services have to be accessible to everyone without discrimination, within the jurisdiction of the State party. Accessibility has four overlapping dimensions: (i) non-discrimination: health facilities, goods and services must be accessible to all, especially the most vulnerable or marginalized sections of the population, in law and in fact, without discrimination on any of the prohibited grounds; (ii) physical accessibility: health facilities, goods and services must be within safe physical reach for all sections of the population, especially vulnerable or marginalized groups, such as ethnic minorities and indigenous populations, women, children, adolescents, older persons, persons with disabilities and persons with HIV/AIDS. Accessibility also implies that medical services and underlying determinants of health, such as safe and potable water and adequate sanitation facilities, are within safe physical reach, including in rural areas. Accessibility further includes adequate access to buildings for persons with disabilities; (iii) economic accessibility (affordability): health facilities, goods and services must be affordable for all. Payment for health-care services, as well as services related to the underlying determinants of health, has to be based on the principle of equity, ensuring that these services, whether privately or publicly provided, are affordable for all, including socially disadvantaged groups. Equity demands that poorer households should not be disproportionately burdened with health expenses as compared to richer households; (iv) information accessibility: accessibility includes the right to seek, receive and impart information and ideas concerning health issues. However, accessibility of information should not impair the right to have personal health data treated with confidentiality.

**(c) Acceptability.** All health facilities, goods and services must be respectful of medical ethics and culturally appropriate, i.e. respectful of the culture of individuals, minorities, peoples and communities, sensitive to gender and life cycle requirements, as well as being designed to respect confidentiality and improve the health status of those concerned.

**(d) Quality.** As well as being culturally acceptable, health facilities, goods and services must also be scientifically and medically appropriate and of good quality. This requires, inter alia, skilled medical personnel, scientifically approved and unexpired drugs and hospital equipment, safe and potable water, and adequate sanitation.

**RECOMMENDATION CONCERNING NATIONAL FLOORS  
OF SOCIAL PROTECTION**

The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its 101st Session on 30 May 2012, and

Reaffirming that the right to social security is a human right, and

Acknowledging that the right to social security is, along with promoting employment, an economic and social necessity for development and progress, and

Recognizing that social security is an important tool to prevent and reduce poverty, inequality, social exclusion and social insecurity, to promote equal opportunity and gender and racial equality, and to support the transition from informal to formal employment, and

Considering that social security is an investment in people that empowers them to adjust to changes in the economy and in the labour market, and that social security systems act as automatic social and economic stabilizers, help stimulate aggregate demand in times of crisis and beyond, and help support a transition to a more sustainable economy, and

Considering that the prioritization of policies aimed at sustainable long-term growth associated with social inclusion helps overcome extreme poverty and reduces social inequalities and differences within and among regions, and

Recognizing that the transition to formal employment and the establishment of sustainable social security systems are mutually supportive, and

Recalling that the Declaration of Philadelphia recognizes the solemn obligation of the International Labour Organization to contribute to “achiev[ing] ... the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care”, and

Considering the Universal Declaration of Human Rights, in particular Articles 22 and 25, and the International Covenant on Economic, Social and Cultural Rights, in particular Articles 9, 11 and 12, and

Considering also ILO social security standards, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102), the Income Security Recommendation, 1944 (No. 67), and the Medical Care Recommendation, 1944 (No. 69), and noting that these standards are of continuing relevance and continue to be important references for social security systems, and

Recalling that the ILO Declaration on Social Justice for a Fair Globalization recognizes that “the commitments and efforts of Members and the Organization to implement the ILO’s constitutional mandate, including through international labour standards, and to place full and productive employment and decent work at the centre of economic and social policies, should be based on ... (ii) developing and enhancing measures of social protection ... which are sustainable and adapted to national circumstances, including ... the extension of social security to all”, and

Considering the resolution and Conclusions concerning the recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 100th Session (2011), which recognize the need for a Recommendation complementing existing ILO social security standards and providing guidance to Members in building social protection floors tailored to national circumstances and levels of development, as part of comprehensive social security systems, and

Having decided upon the adoption of certain proposals with regard to social protection floors, which are the subject of the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation;

adopts this fourteenth day of June of the year two thousand and twelve the following Recommendation, which may be cited as the Social Protection Floors Recommendation, 2012.

## I. OBJECTIVES, SCOPE AND PRINCIPLES

1. This Recommendation provides guidance to Members to:

- (a) establish and maintain, as applicable, social protection floors as a fundamental element of their national social security systems; and
- (b) implement social protection floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards.

2. For the purpose of this Recommendation, social protection floors are nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion.

3. Recognizing the overall and primary responsibility of the State in giving effect to this Recommendation, Members should apply the following principles:

- (a) universality of protection, based on social solidarity;
- (b) entitlement to benefits prescribed by national law;
- (c) adequacy and predictability of benefits;
- (d) non-discrimination, gender equality and responsiveness to special needs;
- (e) social inclusion, including of persons in the informal economy;
- (f) respect for the rights and dignity of people covered by the social security guarantees;
- (g) progressive realization, including by setting targets and time frames;
- (h) solidarity in financing while seeking to achieve an optimal balance between the responsibilities and interests among those who finance and benefit from social security schemes;
- (i) consideration of diversity of methods and approaches, including of financing mechanisms and delivery systems;
- (j) transparent, accountable and sound financial management and administration;
- (k) financial, fiscal and economic sustainability with due regard to social justice and equity;
- (l) coherence with social, economic and employment policies;
- (m) coherence across institutions responsible for delivery of social protection;
- (n) high-quality public services that enhance the delivery of social security systems;
- (o) efficiency and accessibility of complaint and appeal procedures;
- (p) regular monitoring of implementation, and periodic evaluation;
- (q) full respect for collective bargaining and freedom of association for all workers; and
- (r) tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.

## II. NATIONAL SOCIAL PROTECTION FLOORS

4. Members should, in accordance with national circumstances, establish as quickly as possible and maintain their social protection floors comprising basic social security guarantees. The guarantees should ensure at a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services defined as necessary at the national level.

5. The social protection floors referred to in Paragraph 4 should comprise at least the following basic social security guarantees:

- (a) access to a nationally defined set of goods and services, constituting essential health care, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality;
- (b) basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services;
- (c) basic income security, at least at a nationally defined minimum level, for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and
- (d) basic income security, at least at a nationally defined minimum level, for older persons.

6. Subject to their existing international obligations, Members should provide the basic social security guarantees referred to in this Recommendation to at least all residents and children, as defined in national laws and regulations.

7. Basic social security guarantees should be established by law. National laws and regulations should specify the range, qualifying conditions and levels of the benefits giving effect to these guarantees. Impartial, transparent, effective, simple, rapid, accessible and inexpensive complaint and appeal procedures should also be specified. Access to complaint and appeal procedures should be free of charge to the applicant. Systems should be in place that enhance compliance with national legal frameworks.

8. When defining the basic social security guarantees, Members should give due consideration to the following:

- (a) persons in need of health care should not face hardship and an increased risk of poverty due to the financial consequences of accessing essential health care. Free prenatal and postnatal medical care for the most vulnerable should also be considered;
- (b) basic income security should allow life in dignity. Nationally defined minimum levels of income may correspond to the monetary value of a set of necessary goods and services, national poverty lines, income thresholds for social assistance or other comparable thresholds established by national law or practice, and may take into account regional differences;
- (c) the levels of basic social security guarantees should be regularly reviewed through a transparent procedure that is established by national laws, regulations or practice, as appropriate; and
- (d) in regard to the establishment and review of the levels of these guarantees, tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned, should be ensured.

9. (1) In providing the basic social security guarantees, Members should consider different approaches with a view to implementing the most effective and efficient combination of benefits and schemes in the national context.

(2) Benefits may include child and family benefits, sickness and health-care benefits, maternity benefits, disability benefits, old-age benefits, survivors' benefits, unemployment benefits and employment guarantees, and employment injury benefits as well as any other social benefits in cash or in kind.

(3) Schemes providing such benefits may include universal benefit schemes, social insurance schemes, social assistance schemes, negative income tax schemes, public employment schemes and employment support schemes.



10. In designing and implementing national social protection floors, Members should:

- (a) combine preventive, promotional and active measures, benefits and social services;
- (b) promote productive economic activity and formal employment through considering policies that include public procurement, government credit provisions, labour inspection, labour market policies and tax incentives, and that promote education, vocational training, productive skills and employability; and
- (c) ensure coordination with other policies that enhance formal employment, income generation, education, literacy, vocational training, skills and employability, that reduce precariousness, and that promote secure work, entrepreneurship and sustainable enterprises within a decent work framework.

11. (1) Members should consider using a variety of different methods to mobilize the necessary resources to ensure financial, fiscal and economic sustainability of national social protection floors, taking into account the contributory capacities of different population groups. Such methods may include, individually or in combination, effective enforcement of tax and contribution obligations, reprioritizing expenditure, or a broader and sufficiently progressive revenue base.

(2) In applying such methods, Members should consider the need to implement measures to prevent fraud, tax evasion and non-payment of contributions.

12. National social protection floors should be financed by national resources. Members whose economic and fiscal capacities are insufficient to implement the guarantees may seek international cooperation and support that complement their own efforts.

### III. NATIONAL STRATEGIES FOR THE EXTENSION OF SOCIAL SECURITY

13. (1) Members should formulate and implement national social security extension strategies, based on national consultations through effective social dialogue and social participation. National strategies should:

- (a) prioritize the implementation of social protection floors as a starting point for countries that do not have a minimum level of social security guarantees, and as a fundamental element of their national social security systems; and
- (b) seek to provide higher levels of protection to as many people as possible, reflecting economic and fiscal capacities of Members, and as soon as possible.

(2) For this purpose, Members should progressively build and maintain comprehensive and adequate social security systems coherent with national policy objectives and seek to coordinate social security policies with other public policies.

14. When formulating and implementing national social security extension strategies, Members should:

- (a) set objectives reflecting national priorities;
- (b) identify gaps in, and barriers to, protection;
- (c) seek to close gaps in protection through appropriate and effectively coordinated schemes, whether contributory or non-contributory, or both, including through the extension of existing contributory schemes to all concerned persons with contributory capacity;
- (d) complement social security with active labour market policies, including vocational training or other measures, as appropriate;
- (e) specify financial requirements and resources as well as the time frame and sequencing for the progressive achievement of the objectives; and
- (f) raise awareness about their social protection floors and their extension strategies, and undertake information programmes, including through social dialogue.

15. Social security extension strategies should apply to persons both in the formal and informal economy and support the growth of formal employment and the reduction of informality, and should be consistent with, and conducive to, the implementation of the social, economic and environmental development plans of Members.

16. Social security extension strategies should ensure support for disadvantaged groups and people with special needs.

17. When building comprehensive social security systems reflecting national objectives, priorities and economic and fiscal capacities, Members should aim to achieve the range and levels of benefits set out in the Social Security (Minimum Standards) Convention, 1952 (No. 102), or in other ILO social security Conventions and Recommendations setting out more advanced standards.

18. Members should consider ratifying, as early as national circumstances allow, the Social Security (Minimum Standards) Convention, 1952 (No. 102). Furthermore, Members should consider ratifying, or giving effect to, as applicable, other ILO social security Conventions and Recommendations setting out more advanced standards.

#### IV. MONITORING

19. Members should monitor progress in implementing social protection floors and achieving other objectives of national social security extension strategies through appropriate nationally defined mechanisms, including tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.

20. Members should regularly convene national consultations to assess progress and discuss policies for the further horizontal and vertical extension of social security.

21. For the purpose of Paragraph 19, Members should regularly collect, compile, analyse and publish an appropriate range of social security data, statistics and indicators, disaggregated, in particular, by gender.

22. In developing or revising the concepts, definitions and methodology used in the production of social security data, statistics and indicators, Members should take into consideration relevant guidance provided by the International Labour Organization, in particular, as appropriate, the resolution concerning the development of social security statistics adopted by the Ninth International Conference of Labour Statisticians.

23. Members should establish a legal framework to secure and protect private individual information contained in their social security data systems.

24. (1) Members are encouraged to exchange information, experiences and expertise on social security strategies, policies and practices among themselves and with the International Labour Office.

(2) In implementing this Recommendation, Members may seek technical assistance from the International Labour Organization and other relevant international organizations in accordance with their respective mandate.