



International
Labour
Organization

Progress Report – Togo

01/12/2022 – 31/08/2023

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

Project Code GLO/21/34/MUL



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

Admin Unit: ILO Country Office for Côte d'Ivoire, Benin, Burkina Faso, Mali, Niger and Togo (CO-Abidjan)

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

Linkages:

ILO Strategic Policy Outcome: Outcome 8: Comprehensive and sustainable social protection for all

ILO Country Programme Outcome: TGO126

Sustainable Development Goal: SDG 1: End poverty in all its forms everywhere

Preparation and Review

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1. Country context

The current social protection system in Togo is characterized by limited coverage and a low level of public expenditure on social protection. According to ILO estimates (WSPR, 2020), only 23 per cent of Togo's population is covered by at least one social protection cash benefit. Despite the legislative and institutional reforms undertaken to extend social protection to all categories, workers in the informal and rural economy are not yet effectively covered by the general social security system and only 4.5 per cent of the population benefit from social health insurance.

This low coverage is explained in particular by the difficulties that the country faces in putting in place a coherent strategy for public financing of social protection to cover especially the most vulnerable populations. Social protection expenditure represents only 1.1 per cent of the country's GDP.

To address this coverage deficit, the Government prioritized the extension of social protection in its National Development Plan (PND 2018-2022), under strategic axis 3 entitled "Consolidating social development and strengthening the mechanisms of inclusion". In particular, the government roadmap has set a target of 60% of the population protected by universal health coverage scheme by 2025. In this context, a law on universal health insurance has been adopted.

The extension of social protection is also a priority of the Decent Work Country Programme 2019 - 2022, in particular priority 2 on "Strengthening and extending social protection". The Government, through the ministry responsible for universal access to health care, requested technical assistance from the ILO to support the operationalization of the law on universal health insurance.

Furthermore, Togo is one of the five countries selected for a collaboration between the ILO and the IMF. In this context, the ILO is currently participating in Article IV consultations between the Government and the IMF and the negotiation of an Extended Credit Facility (ECF) programme. Sustainable financing of social protection programmes is an important component of these consultations.

The project has supported Togo in improving its capacity to increase financing for social protection through: (i) analytical work to identify options for increasing fiscal space for social protection; (ii) capacity building for all actors, including the social partners, on the financing of social protection; and (iii) solid social dialogue to promote adequate financial allocations to social protection, in particular to meet the expectation of 60% coverage by universal health coverage.

The direct beneficiaries of the intervention in Togo are the Ministry in charge of Labour, the Ministry in charge of Universal Health Coverage, the Ministry of Economy and Finance, the National Organization for the Implementation of Universal Health Coverage, the National Council for the Promotion of Social Protection, and the workers' and employers' organizations.

The final beneficiaries are the vulnerable groups, in particular workers in the informal and rural economy.

2. Progress report

Outcome 1: Togo has improved its national knowledge base and capacities to inform social protection financing

The project was implemented in the context of negotiations between the Government and the IMF for the signing of an Extended Credit Facility agreement, in collaboration with the ILO. One important focus of these discussions was to reach agreement on a definition of social spending, including social protection. The finalization of this discussion on social spending was very necessary to the project's activities concerning

fiscal space and the development of a strategy for financing social protection. The project supported the discussion and the finding of a consensus on the definition of social spending.

The various actors involved in the financing of social protection were trained and participated in the dialogue on different financing options. A report was produced describing those options and the volume of financing that can be mobilized.

Output 1. A strategy for financing social protection based on innovative internal financing validated by national stakeholders

Activity 1.1 Support the Ministry of Labour in restructuring the social protection technical working group

Following discussions with the Ministry of Labour and other key stakeholders, the National Social Protection Committee was revitalized and held a meeting in October 2022. The Committee includes representatives from the Government, social partners and development partners.

The project supported the National Social Protection Committee to develop and validate regulatory tests for implementing the universal health insurance law, during a workshop held in May 2022. The workshop brought together 35 participants including 13 women. Three regulatory tests were discussed and validated: (i) Organization of the Health Insurance Fund; (ii) Partnerships between the Health Insurance Fund and health service providers; and (iii) The Regulatory Committee. This also enabled the Government to adopt the statutes of the Health Insurance Fund as well as a basket of benefits of the universal health insurance. As a result, regulatory tests in line with ILO principles were adopted by the Government in October 2022.

Activity 1.2 Organize a training workshop on sustainable financing approaches for social protection

In 2023, options for financing social protection and universal health insurance were prepared and presented as part of a training workshop held by the ILO and the Ministry in charge of universal health coverage, from 7 to 9 June 2023 in Lomé.



Training workshop held by the ILO and the Ministry in charge of Universal Health Coverage scheme, from 7 to 9 June 2023 in Lomé.

This training workshop on sustainable financing for social protection, in particular for Universal Health Insurance, brought together 43 actors from the Government and employers' and workers' organizations.

These participants formed the technical group set up to support the process of studying budgetary options for financing social protection. With the team established, an upstream dialogue was conducted on budgetary options using a tool proposed by the ILO.

Recommendations were put forward for sustaining the social dialogue around these issues. The level of engagement achieved under this project should lead to a coherent national social protection strategy as well as the establishment of a fund for the extension of social protection and improved governance.

Activity 1.3 Determine the roles and contributions of each member of the technical working group in the social protection financing analysis process

An exchange of information session with members of the technical working group was organized to clarify the contribution of each member to the process of determining social protection financing options. The team then took part in training on “Monitoring SDG 1.3 and other social protection indicators through the Social Security Survey” (45 in the distance session and 26 in the face-to-face session), held at ITCILO in Abidjan from 30 May to 2 June 2023. After the training session, the members also participated in the collection of data intended for use in producing social protection indicators linked to SDG 1 as well as in the study on financing options for social protection.



Training “Monitoring SDG 1.3 and other social protection indicators through the Social Security Survey”, Abidjan, 30 May to 2 June 2023.

Output 2. A report analysing budget allocation and public spending on social protection is validated

The ILO supported the discussion on the definition of social spending, including social protection expenditures and a consensus was reached in September 2022. A joint IMF and ILO mission held consultations with line ministries, including the Ministry of Finance, social protection institutions and social partners. Budget allocations and public social expenditure were analysed on the basis of data collected from the Ministry of Economy and Finance and other institutions.

The report of the study on budgetary options for increasing the financing of social protection was then submitted to the Government. This study proposes the budgetary options to be retained and the volume of resources that can be mobilized over 10 years.

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

¹ This is a self-assessment.

Summary of outcome(s)

OUTCOME ACHIEVEMENT ²				
Indicator	Baseline (before project start)	Indicator Milestone (compare planned against actual)	Target (end-of-project goal)	Immediate Outcome Summary
Outcome 1: Togo has improved its national knowledge base and capacities to inform social protection financing				
Regulatory texts adopted	0	10	12	Result achieved: target met
People trained in social protection financing	0	45	43	
Study report on financing options	0	1	1	

► Gender and non-discrimination

Not available.

² Based on the M&E plan.

3. Collaboration and partnerships

The ILO is an active member of the National Social Protection Working Group. In the framework of this project, the ILO collaborated with other UN agencies, the IMF and the World Bank to agree a definition of social spending.

4. Main challenges and corrective actions

The main challenges were the availability of data and its levels of disaggregation, as well as achieving consensus on the expenditures to be considered. However, the resource persons trained in social protection financing facilitated the data collection phase. The other challenge to date was organizing dialogue on the proposals submitted, with a view to their operationalization.

5. Summary and outlook

The discussions between the Government of Togo and the IMF were an opportunity for the ILO to engage with the Ministry of Finance on social protection financing issues. The results of their analysis of budgetary options provide a tool for facilitating dialogue and decision-making on the financing of medical assistance for the benefit of vulnerable populations.