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Independent Mid-term Evaluation of the second phase of the ILO Global Flagship Programme on Building Social Protection Floors for All (2021–2025)

Type of Evaluation: Project

Evaluation timing: Mid-term

Evaluation nature: Independent

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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► List of Acronyms

| | |
|-----------------------|---|
| ABND | Assessment Based National dialogue |
| ACTEMP | Bureau for Employers' Activities |
| ACTRAV | Bureau for Workers' Activities |
| <u>AEB</u> | Association des employeurs du Burundi |
| ALMP | Active Labour Market Policies |
| AU | African Union |
| AZIEA | Alliance for Zambian Informal Economy Associations |
| BIT | International Labour Office |
| <u>CARICOM</u> | Caribbean Community |
| CBA | Collective Bargaining Agreement |
| CBO | Community Based Organization |
| CESTRAR | Centrale des syndicats des travailleurs du Rwanda |
| CIPRES | Inter-African Conference on Social Security |
| CMU | Couverture maladie universelle |
| CNAMU | National Universal Health Insurance Fund |
| CNEI | National Council for the Informal Economy |
| CNPB | National Employers' Council of Burkina |
| CNTB | National Confederation of Burkina Workers |
| CO | Country Office |
| CODI | Core Diagnostic Instrument |
| COFIL | RSPC Steering Committee (Senegal) |
| <u>COSYBU</u> | Confédération syndicale du Burundi |
| COVID-19 | Coronavirus Disease |
| CPO | Country Programme Outcomes |
| CSO | Civil Society Organization |
| CSPR | Civil Society for Poverty Reduction |
| CSS | Caisse de Sécurité Sociale |
| DAC | OECD's Development Assistance Committee |
| DGPS | Directorate-General for Social Protection |
| DWCP | Decent Work Country Programme |
| DWR | Decent Work Results |
| DWT | Decent Work Team |
| DWUZ | Domestic Workers Union of Zambia |
| ECAM | Employer Consultative Association of Malawi |
| EU | European Union |
| EVAL | ILO Evaluation Office |
| FAO | Food and Agriculture Organization |
| FCDO | Foreign, Commonwealth and Development Office |
| FEBUTRA | Fédération Burundaise des Travailleurs de l'Agriculture |
| FNPS | National Social Protection Fund |
| <u>GCC</u> | Gulf Cooperation Council |
| GDP | Gross Domestic Product |

| | |
|----------------------------|--|
| GFP | Global Flagship Programme |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| GSO | General Statistics Office |
| GTAC | Global Tripartite Advisory Committee |
| GTT | Global Technical Team |
| HIMO | High Labour Intensive |
| HQ | Headquarter |
| IFI | International Financial Institution |
| ILO | International Labour Organization |
| IMF | International Monetary Fund |
| INSBU | Institut National de la Statistique du Burundi |
| IOE | International Organization of Employers |
| IPEC | International Programme on the Elimination of Child Labour |
| IPM | Institut de prévoyance Maladie |
| IPRES | Institut de Prévoyance Retraite du Sénégal |
| ITC-ILO | International Training Centre of the ILO |
| ITUC | International Trade Union Confederation |
| KII | Key Informant Interview |
| MCDSS | Ministry of Community Development and Social Services |
| MCTU | Malawi Congress of Trade Union |
| MFPTPS | Ministry of Public Service, Labour and Social Protection |
| MIFOTRA | Ministry of Public Service and Labour |
| MINALOC | Ministry of Local Government |
| MINECOFIN | Ministry of Finance and Economic Planning |
| MINICOM | Ministry of Trade and Industry |
| MJPEJ | Ministry of Youth for the promotion of youth entrepreneurship |
| MLB | Maternity Leave Benefits |
| MLSS | Ministry of Labour and Social Security |
| MOLISA | Ministry of Labour – Invalids and Social Affairs |
| MPSARD | Master Plan for Social Assistance Reform and Development |
| MPSIR | Vietnam Master Plan on Social Insurance Reform |
| MSNAS | Mutuelle Sociale Nationale des Artisans du Sénégal |
| NAPSA | National Pensions Scheme Authority |
| NGO | Non-Governmental Organization |
| NHIMA | National Health Insurance Management Authority |
| NST | The National Strategy for Transformation |
| OECD | Organization for Economic Cooperation and Development |
| OP | Older Persons |
| OPT | Occupied Palestinian Territory |
| OSH | Occupational Safety and Health |
| P&B | Programme and Budget |
| P4H | Global Network for Health Financing and Social Health Protection |
| PFM | Public Finance Management |
| PIA | Pensions Insurance Authority |
| PIR | Programme Implementation Report |
| PNBSF | Programme national des bourses de sécurité familiale |

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|-----------------------------------|---|
| PRSPD | Poverty Reduction and Social Protection Department |
| PSF | Private Sector Federation |
| PwD | Persons with Disabilities |
| RAMS | Mutual Health Support Network |
| RBSA | Regular Budget Supplementary Account |
| RDB | Rwanda Development Board |
| REC | Regional Economic Community |
| RHA | Rwanda Housing Authority |
| RMT | Results Monitoring Tool |
| RSPC | Régime simplifié pour le petit contribuable |
| RSSB | Rwanda Social Security Board |
| SDG | Sustainable Development Goal(s) |
| SEN-CSU | Agence sénégalaise pour la couverture sanitaire universelle |
| SEP/CNPS | Secretariat Exécutif Permanent/Commission nationale de protection sociale |
| SHP | Social Health Protection |
| SOCPRO | Universal Social Protection department (ILO) |
| SP&PFM | Social Protection and Public Finance Management |
| SP-CNPS | Permanent Secretariat of the National Council for Social Protection |
| SPF-I | United Nations Social Protection Floors Initiative |
| SPIAC-B | Social Protection Inter-Agency Cooperation Board |
| SP-PER | Social Protection Public Expenditure Review |
| SPSWG | Social Protection Sector Working Group |
| ToC | Theory of Change |
| ToR | Terms of Reference |
| TSF | Technical Support Facility |
| TWG | Technical Working Group |
| UCBs/qUCBs | Universal or Quasi-Universal Child Benefits |
| UEMOA | Union économique et monétaire ouest-africaine |
| UHC | Universal Health Coverage |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNEG | United Nations Evaluation Group |
| UNICEF | United Nations Children Fund |
| UNSDCF | UN Sustainable Development Cooperation Framework |
| UNSG | United Nations Secretary-General |
| US\$ | United States dollar |
| USP | Universal Social Protection |
| USP2030 | Global Partnership for Universal Social Protection to Achieve the SDG |
| VCCI | Vietnam Chamber of Commerce and Industry |
| VUP | Vision Umurenge Programme |
| VWU | Vietnam Women Union |
| WB | World Bank |
| WCFCB | Workers Compensation Fund Control Board |
| WFP | World Food Programme |
| WHO | World Health Organization |

| | |
|-----------------|---|
| XBTC | Extra-Budgetary Technical Cooperation |
| ZAMAST | Zambia Micro and Small Traders Foundation Cooperative |
| ZANAMACA | Zambia National Marketeers Association |
| ZCTU | Zambia Congress of Trade Unions |
| ZFE | Zambia Federation of Employers |

► Executive Summary

The ILO's Global Flagship Programme (GFP) on [Building Social Protection Floors for All](#), initiated in 2016, supports the development and implementation of social protection systems guided by ILO's social security standards. The second phase (2021-2025) aims to establish social protection floors in 50 countries, advance knowledge in 16 thematic areas, and strengthen strategic partnerships both nationally and globally. Its strategy has the ambition of increasing legal coverage for an additional 20 million people; increase effective coverage for an additional 30 million people; and improve protection for an additional 10 million people. It focuses on three pillars: in-country support, thematic support, and strategic partnerships. The Programme's management involves a dedicated team, led by the ILO's Universal Social Protection Department (SOCPRO), who provide part-time support to the Flagship Programme, supported by a high-level advisory committee (Global Tripartite Advisory Committee, GTAC) and a Global Technical Team (GTT). The GFP operates through multiple development cooperation projects and funding modalities, ensuring flexible and efficient administration. Regular monitoring, annual reporting, and independent evaluations maintain transparency and continuous improvement (see the dedicated [Results Monitoring Tool](#)).

The **midterm evaluation** of the GFP, of the GFP (covering the period from August 2021 to April 2024) aims to assess the implementation status of the second phase and provide feedback for Programme improvement. It reviews the relevance, coherence, effectiveness, efficiency, sustainability, and impact of the GFP. It incorporates gender equality, human rights, and the SDGs as cross-cutting themes and evaluates the Programme's flexibility and capacity to address emerging needs. Conducted between March and August 2024 (see Appendix 3), the evaluation employed various methods, including desk literature reviews, semi-structured interviews with 123 stakeholders (62% male) (Appendix 4), an online [survey](#), and a validation workshop with key stakeholders. Consultations addressed key questions related to the evaluation criteria and the achievement of the outcomes/objectives of the project (Appendix 2). The evaluation was managed by Mr. Ritash Sarna, with support from an international evaluator and eight national consultants. The primary users of this evaluation include ILO staff, constituents, funding partners, and development partners.

Findings and Conclusions

The evaluation **findings** are presented according to the evaluation questions. The evaluation has also drawn Lessons Learned and Emerging Good Practices.

Relevance and coherence

Conclusion 1. The second phase of the GFP **strongly aligns with the ILO's mandate** related to the Policy Outcome on Social Protection, the Decent Work Agenda, and the ILO's Development Cooperation Strategy. The GFP adheres to key ILO conventions and recommendations, contributes to Sustainable Development Goals (SDGs), particularly targets 1.3 and 3.8. and synergizes with other ILO policy outcomes. However, coordination with the Global Accelerator for Jobs and Social Protection for Just Transitions requires further clarification on how it is processed and dissemination among staff to avoid overlaps and ensure efficient resource use.

Conclusion 2. The GFP **responds effectively to the recommendations from the ILO field operations and structure and Development Cooperation review** by providing a coherent structure for ILO interventions, employing a results-based management approach, enhancing

capacity development, knowledge management, and results monitoring frameworks. Challenges remain in funding and complementarity with the Global Accelerator, and in visibility and communication of the GFP's strategic importance to donors, constituents, and partners. Additionally, better regional dialogue and thematic exchanges are needed to address specific regional needs. The GFP's flexible structure allows responsiveness to emerging needs, but ongoing efforts are required to avoid overlaps and ensure efficient coordination.

Conclusion 3. The GFP is **well-aligned with international social protection trends** and development frameworks, effectively adapting to emerging priorities like the COVID-19 crisis, climate change, and the informal economy, maintaining high alignment with the SDGs, UN initiatives, the multilateral system, and global partnerships. It supports gender equality, non-discrimination, and the inclusion of people with disabilities, in line with the SDGs. However, limited human resources hinder the full realization of its goals, particularly in in-country support and emerging areas of expertise. While the GFP's work on climate change and Just Transitions is comprehensive, additional resources are needed for greater impact. Addressing prolonged conflicts remains a challenge, and sustained efforts are required for effective communication and knowledge-sharing.

Effectiveness

Conclusion 4. The GFP has made **significant progress toward its objectives** between January 2021 and March 2023, achieving 105 institutional changes across 40 countries and extending social protection to 31.3 million people, surpassing initial targets, nearly doubling the initially set ambitions for Step 1, and targets for Steps 2 and 3 were successfully achieved. The second phase focused on social protection floors in 50 countries and resulted in notable achievements, including the [ratification of Convention No. 102](#) by seven countries. Despite strong performance, improvements are needed in reporting clarity and coordination, as current reports lack detailed disaggregation and more easily searchable results in the RMT. Addressing these areas will further solidify the GFP's impact and ensure that it continues to meet and exceed its ambitious objectives and outputs. Midterm evaluations show satisfactory results, with high execution rates and efficient fund utilization. Addressing reporting and coordination issues will enhance the GFP's overall impact.

Conclusion 5: The GFP has **significantly contributed to and benefited from cross-country policy and technical advice**, particularly through South-South collaboration, enhancing learning and best practices. Examples include Uzbekistan learning from Uruguay's monotax system and Rwanda's Programme design benefiting from cross-country advice. Emerging areas like climate change, gender-responsive protection, and coverage for informal workers highlight the need for stronger ILO technical capacities in these areas. Given the large informal sector globally, more effort is required in social protection for informal workers, alongside gender-responsive systems within social protection policy, as seen in Viet Nam and Rwanda. High levels of informality are a major reason why developing countries lack adequate domestic resources, emphasizing the need for increased effort and priority in this area, as well as the need to work on integrated policy approaches, for example, the Global Accelerator. The GFP's adaptability to new challenges ensures its continued success and impact on global social protection systems.

Efficiency

Conclusion 6. The GFP has shown **significant cost-effectiveness** through integrated resource management and strategic partnerships, achieving a 70% financial execution rate and a 61% expenditure rate by the end of 2023. In countries like Viet Nam and Zambia, the GFP combined field missions with partnerships to reduce costs while meeting objectives. The use of XBTC allocations has been pivotal in building capacity for social protection financing, leading to larger

projects, such as in Senegal, where the project supported stakeholders in their efforts to reallocate fuel subsidies to family allowances. However, the GFP faces bureaucratic challenges, including delays in operations and coordination issues, with staffing shortages at the country level adding complexity. Addressing these challenges is essential for improving operational efficiency.

Conclusion 7: The GFP has **established strong partnerships** at national, regional, and interagency levels, contributing significantly to its objectives. National collaborations with governments, trade unions, employers, and UN agencies have been crucial, while regional partnerships have enhanced social protection policies. Although bureaucratic challenges slow activity implementation, improving communication and administrative processes could enhance effectiveness. Strategic partnerships with NGOs, academia, and UN agencies have supported knowledge sharing and capacity building. Strengthening these partnerships will ensure continued progress in promoting sustainable social protection systems worldwide.

Effectiveness of management arrangements

Conclusion 8: The GFP **management arrangements receive political, technical, and administrative support** from ILO, its constituents, and donors, though the adequacy varies. Donor funding is crucial for both pooled and individual projects, while ILO constituents provide the institutional backing needed for implementation. However, the Technical Support Facility lacks sufficient country-level senior management and coordination, as most staff are not based in-country. The aim of the TSF is to support country-level work with punctual expertise in specific technical areas only and not country-level senior management and country-level work coordination, which is the purview of the country offices. The Global Accelerator, while facilitating thematic approaches and activity implementation in areas common to the GFP, introduces challenges – which can be an opportunity – when collaborating with institutions outside the ILO's typical partners (labour ministries, social security bodies, ministries overlooking social protection and health, and with workers and employers' organizations), as other UN agencies have their own constituencies.

Conclusion 9: The GFP's **administrative and financing arrangements show both strengths and areas for improvement**. Efficient resource use is supported by multidonor setups and streamlined processes. While the GFP is vital for building national social protection systems, a potential shift in donor funding to the Global Accelerator risks financial instability. Though funding is secure until 2025, expanded partnerships with private sector entities require continuity for improved sustainability. Promising partnerships with development banks and successful collaborations, such as with the EU and Swiss cooperation to P4H, should be replicated. Continuous evaluation, sustainable funding, and improved communication with donors are key to maintaining financial stability and avoiding overlaps with the Global Accelerator.

Sustainability and impact

Conclusion 10. The GFP has a **strong focus on results and impacts** by embedding social protection in national legal frameworks to ensure long-term commitments from governments. Strategic communication helps build public support for social protection. Partnerships, like the one with the IMF on social protection financing, show promise for sustainability. However, the Programme must continue enhancing its focus on the long-term financial and operational sustainability of social protection systems. Developing comprehensive sustainability strategies and exit plans for time-limited projects is crucial, complementing them with other on-going and future projects. Increased visibility through public events and communication can further strengthen the Programme's sustainability.

Conclusion 11: Tripartite involvement, a key aspect of the GFP, enhances sustainability by engaging governments, employers, and workers in social protection system design and

implementation. This inclusive approach has led to stronger policies, as seen in Uzbekistan and Rwanda. However, inconsistent participation and the need for earlier involvement of social partners remain challenges. Improving engagement and capacity-building will further strengthen the GFP's sustainability and impact.

Cross-cutting policy drivers on ILO project evaluation

Gender issues assessment

The GFP increasingly integrates gender approaches, activities, and gender-related result monitoring, with gender-disaggregated reporting and a dedicated budget in phase 2 for gender data visibility. The mid-term evaluation highlights significant contributions to addressing gender and inclusion issues. Despite progress in raising awareness, challenges and inequalities remain in GFP-implementing countries. Ongoing efforts are needed to ensure inclusivity stays central and that the Programme benefits everyone, regardless of gender, age, or disability status.

Tripartite issues assessment

The assessment of tripartite issues shows strong ILO integration with government efforts in the GFP and engagement of social partners. Employers' and Workers' organizations are involved through focal points at ILO HQ and country levels but seek more clarity about the GFP and its connection to the Global Accelerator.

International Labour Standards Assessment

The assessment of international labour standards (ILS) confirms the GFP's continued alignment with ILO's Decent Work principles, with no further issues noted. The GFP promotes and adheres to international labour standards.

Environmental sustainability

The GFP has expanded its focus to include environmental sustainability, aligning more closely with ILO's work in this area.

Capacity Development

Capacity development at all levels is a core principle of ILO's GFP, and the midterm evaluation confirms that the Programme has improved capabilities.

Lessons learned and good practice

LL1. Survey insights for future phases. A 2020 survey in 56 countries informed the second phase of the GFP, and a similar approach could guide phase 3, ensuring the Programme evolves based on global feedback.

LL2. Enhancing focus on knowledge goods. The ILO should enhance its focus on knowledge products by improving the integration and relevance of data portals and platforms, aligning them with thematic areas and the Decent Work focus.

GP 1. Gender and vulnerability data utilization. Gender and vulnerability data have helped address gender and inclusion issues, but continued efforts are needed to ensure all individuals benefit equally, regardless of gender, age, or disability status.

Recommendations

Relevance and coherence

Recommendation 1. Enhance coordination and clarity between the GFP and the Global Accelerator through joint planning workshops and meetings to define roles and avoid overlaps. Develop a coordination framework outlining how the two initiatives will complement each other without duplicating efforts. Regular stakeholder meetings should be held to discuss progress and collaboration. Expected outcomes include clearer roles, more efficient resource use, reduced redundancy, and stronger collaboration, leading to more effective social protection systems.

| Addressed to | Priority | Resources | Timing |
|---|----------|-----------|------------|
| ILO Headquarters; GFP and Global Accelerator management teams; Donors and national partners | High | Medium | Short-term |

Recommendation 2. Strengthen engagement with social partners and civil society for relevance and visibility by expanding tailored capacity-building Programmes for workers' and employers' organizations, focusing on policy advocacy and participation in social protection dialogues. Increase inclusive consultations and promote national and regional social protection forums for ongoing dialogue and collaboration. Expected outcomes include greater involvement and ownership by social partners, enhanced capacity for contributing to social protection policy, and stronger, more inclusive forums for sustainable social protection systems.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|------------|
| ILO field offices; National governments; Workers' and employers' organizations | Medium | Medium | Short-term |

Effectiveness

Recommendation 3: Expand the GFP to more countries while reducing and consolidating thematic areas with those of the Global Accelerator. Conduct strategic assessments to prioritize countries most in need and streamline the thematic focus on impactful areas like universal and gender-responsive social protection. Establish clear and improved collaboration between the GFP and Global Accelerator to avoid duplication and enhance resource efficiency. Expected outcomes include greater global social protection coverage, more focused and effective thematic areas, and improved coordination between the GFP and Global Accelerator.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|-------------|
| ILO Headquarters and GFP management; National governments and social partners; Donors and development partners | Medium | Low | Medium-term |

Recommendation 4: Develop a contextualized mechanism for policy influence and capacity building tailored to the specific needs of participating countries. This includes tools for engaging decision-makers, building technical capacity in emerging areas like digital economy inclusion and green jobs, and offering ongoing professional development. Enhance the Results Monitoring Tool to document lessons learned and share best practices. Establish forums for experience sharing among tripartite partners and conduct regular needs assessments. Expected outcomes include stronger policy influence, increased technical capacity, better documentation of learnings, and improved collaboration among tripartite partners, leading to more sustainable social protection systems.

| Addressed to | Priority | Resource | Timing |
|---|----------|-------------|-------------|
| ILO regional and country offices; TSF; National governments and social partners | Medium | Medium-high | Medium-term |

Recommendation 5. Strengthen technical capacities in emerging thematic areas through South-South collaboration by forming specialized working groups on topics like climate change, gender-responsive social protection, and disability inclusion. Facilitate regular South-South learning exchanges and document best practices. Develop targeted capacity-building Programmes, including training and workshops tailored to countries facing challenges like high informality and gender-specific vulnerabilities. Expected outcomes include improved technical capacities, greater sharing of innovative solutions, and strengthened South-South collaboration, fostering a cohesive network of countries advancing social protection goals.

| Addressed to | Priority | Resource | Timing |
|---|----------|----------|------------|
| ILO regional and country offices; TSF; National governments and social partners | Medium | Medium | Short-term |

Efficiency

Recommendation 6. Enhance operational efficiency by reducing bureaucratic hurdles and streamlining administrative processes. Simplify procedures by reviewing and eliminating unnecessary steps, developing faster approval processes, and implementing digital tools for automating tasks like project tracking and reporting. Integrate the Results Monitoring Tool with other systems for better data management and ensure regular updates from country offices. Create clear communication channels for project managers to access updates and submit reports easily. Expected outcomes include reduced project delays, increased reporting accuracy through automation, and improved communication, resulting in higher operational efficiency.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|------------|
| ILO Headquarters and GFP management; National and regional offices; IT departments | High | Medium | Short-term |

Recommendation 7. Strengthen strategic partnerships and enhance engagement strategies by developing a partnership strategy with clear goals and roles for collaborations with key stakeholders. Establish regular forums and feedback mechanisms to improve communication and address challenges. Focus on capacity building and knowledge sharing through workshops and training for partners. Expected outcomes include stronger, more strategic partnerships, improved collaboration and communication, and increased partner capacity, leading to better advocacy, resource efficiency, and Programme sustainability.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|-------------|
| GFP management; National and regional offices; Training and development team | Medium | Medium | Medium-term |

Effectiveness of management arrangements

Recommendation 8. Improve communication and coordination across all levels of the GFP by establishing a centralized digital platform for real-time updates and regular newsletters or virtual meetings. Re-launch knowledge-sharing initiatives like KISS Cafés, organize webinars on emerging issues, and schedule coordination meetings between HQ, regional, and country offices to review progress and align strategies. Engage in knowledge sharing with other flagships to

foster collaboration. Expected outcomes include improved communication, enhanced collaboration, efficient coordination of activities, and better sharing of best practices.

| Addressed to | Priority | Resource | Timing |
|---|----------|----------|------------|
| ILO Headquarters; Regional and country offices; GFP management team | High | Medium | Short-term |

Recommendation 9. Strengthen financial and administrative sustainability of the GFP by securing sustainable funding, particularly for phase 3, through a dedicated fundraising strategy targeting long-term funding bodies and exploring innovative mechanisms like public-private partnerships. Clarify roles and responsibilities by reviewing the GFP and Global Accelerator to avoid overlaps and capture joint funding. Optimize resource allocation by reassessing human and financial needs and exploring Junior Professional Officer (JPO) hires. Expected outcomes include greater financial stability, clearer roles for efficient Programme implementation, and better resource allocation to meet objectives without overburdening staff or funds.

| Addressed to | Priority | Resource | Timing |
|---|----------|----------|-------------|
| GFP management team; ILO Headquarters; DWTs, regional and country offices; Donors | Medium | Medium | Medium-term |

Sustainability and impact

Recommendation 10. Enhance tripartite involvement and ownership for sustainability by engaging social partners early in design and planning through workshops and regular feedback mechanisms. Improve capacity building for social partners with regular training on policy advocacy, social dialogue, and technical aspects of social protection, using tailored materials. Strengthen tripartite forums at national and regional levels for better collaboration and monitoring, providing logistical support to ensure their effectiveness. Expected outcomes include increased ownership from social partners, enhanced capacity for advocacy, and stronger tripartite forums for sustained collaboration and problem-solving.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|-------------|
| ILO Headquarters and regional offices; National governments; Social partners (Employers' and Workers' Organizations) | Medium | Medium | Medium-term |

Recommendation 11. Strengthen financial and operational sustainability of social protection projects through the GFP by developing sustainability strategies, including risk assessments, financial planning, and robust exit strategies for time-limited projects to ensure lasting benefits. Increase GFP visibility through public events, newsletters, and social media, while sharing success stories and lessons at annual conferences. Secure long-term funding by diversifying sources, engaging development banks and private sector partners, and exploring innovative mechanisms like social impact bonds. Expected outcomes include sustainable project benefits, increased public and stakeholder support, and secured long-term funding for social protection initiatives.

| Addressed to | Priority | Resource | Timing |
|---|----------|-------------|-------------|
| GFP management team; ILO Headquarters; National governments and social partners | Medium | Medium-high | Medium-term |

► Introduction

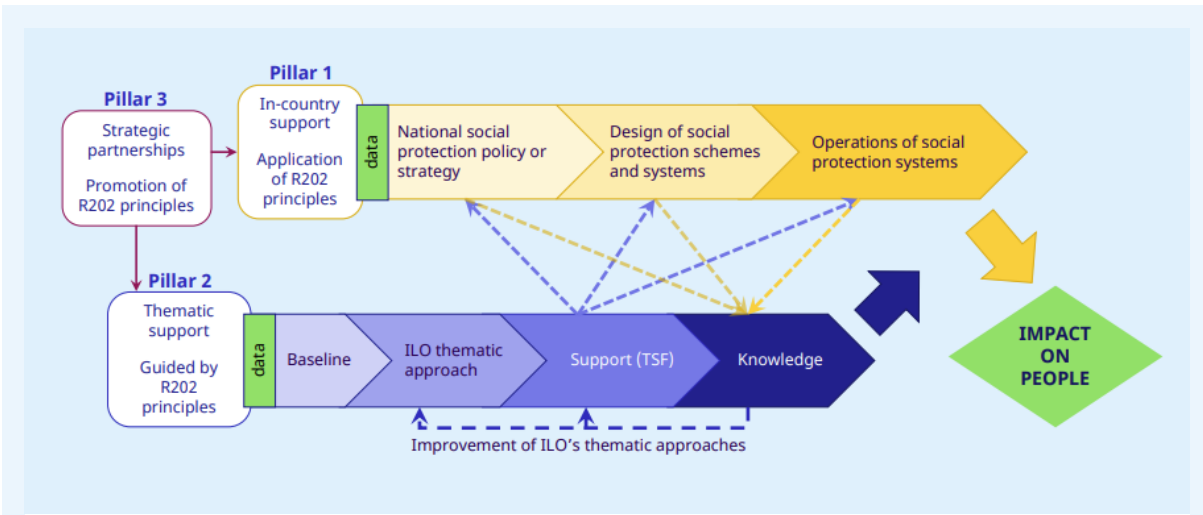
1. This report presents the mid-term independent evaluation of the second phase (2021-2025) of the International Labour Organization's (ILO) Global Flagship Programme (GFP) on *Building Social Protection Floors for All*. The evaluation assesses the implementation status of the GFP, reviewing its achievements, lessons learned, and providing recommendations to enhance the Programme's effectiveness and sustainability for the remaining period. Conducted in alignment with ILO evaluation policies and international standards, this evaluation aims to inform organizational learning and strategic planning, ensuring the GFP continues to make significant progress in building comprehensive, adequate, and sustainable social protection systems across its target countries through the continued implementation of the project in its second half.

► 1. Programme background

Summary of the Programme's purpose, logic, structure, and objectives

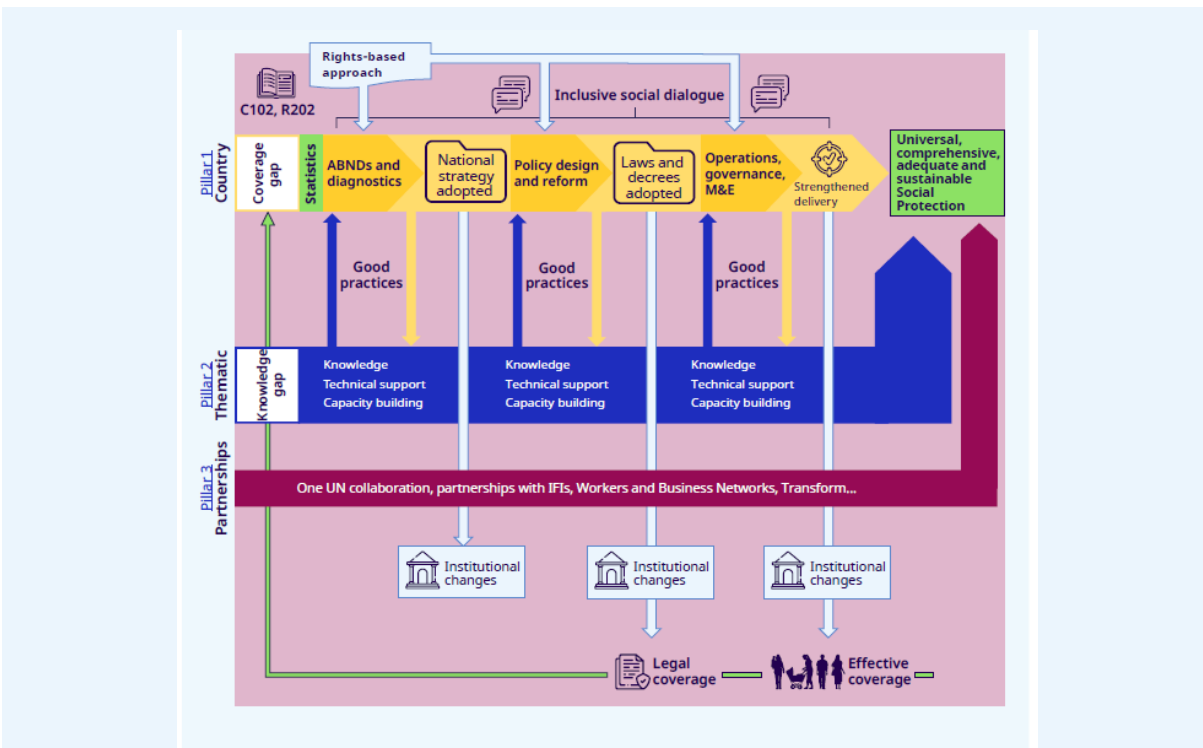
2. The ILO's Global Flagship Programme (GFP) on Building Social Protection Floors for All, launched in early 2016, supports the implementation of social protection systems including floors, guided by ILO's social security standards. During its first phase (2016-2021) it supported 21 countries in building sustainable and robust social protection systems and improved the social protection coverage for 25 million people. Under the second phase, launched in October 2021, the Programme's **objective** is to make social protection floors a reality in 50 target countries, to develop knowledge across 16 thematic areas, and to strengthen strategic partnerships at national and global levels.
3. The ILO's [*Global Flagship Programme on Building Social Protection Floors for All*](#) **seeks to** realize the universal rights to social security and an adequate standard of living (Universal Declaration of Human Rights, Articles 22 and 25). Anchored in ILO standards, the Global Flagship Programme proposes concrete measures and activities to support ILO Member States in designing and implementing universal, comprehensive, adequate, and sustainable national social protection systems including floors and make the right to social security a reality for everyone in target countries. Social protection floors guarantee access to essential health care for all residents; social protection for all children; support to all people of working age in case of unemployment, maternity, disability, and work injury; and pensions for all older persons.
4. Within the framework of ILO's mandate on Universal social protection for all, based on the international social security standards, inclusive social dialogue, ILO's Decent Work Agenda, and the Decent Work Country Programmes (DWCP), the Programme has the ambition of increasing legal coverage for an additional 20 million people; increase effective coverage for an additional 30 million people; and improve protection for an additional 10 million people (people will be covered for a wider range of risks and/or have higher levels of benefits).
5. The Global Flagship Programme is essential to help the ILO contribute to the goals set out in the **2030 Agenda for Sustainable Development**. The GFP aims at achieving **SDGs** on social protection, notably SDG targets 1.3 and 3.8.
6. The Programme also supports the implementation of the ILO's **Social Protection Floors Recommendation**, 2012 (No. 202) as well as the **Social Security (Minimum Standards) Convention**, 1952 (No. 102) and its up-to-date social security standards. The ILO further recognises social protection as a priority in its Programme and Budget documents (Outcome 8 in 2020-2021 and 2022-2023 and Outcome 7 in 2024-25).
7. The GFP also aims at contributing to the achievement of the goal set by the UN Secretary-General, in launching the **Global Accelerator on Jobs and Social Protection for Just Transitions** on 28 September 2021, to lift 146 million people out of poverty by 2030 as a result of investments in governance, social protection, the green economy and digitalization.
8. The **theory of change** of the Global Flagship Programme is illustrated in figures 1 and 2.

► Figure 1. Theory of Change of the GFP



Source: Project document.

► Figure 2. Theory Of Change of the Flagship Programme



Source: Project document.

9. The [strategy of the second phase of the Global Flagship Programme](#) is built around **three pillars** (see Appendix 11. GFP Pillars):

- Pillar 1 – In-country support: aimed at supporting 50 countries in building their national social protection systems and achieving Universal Social Protection, following a step-by-step approach.

- Pillar 2 – Thematic support: aimed at supporting countries through 16 specific technical areas. Eight areas contribute to extending social protection coverage to the whole population throughout their lives, while the remaining eight areas focus on building robust and sustainable social protection systems.
- Pillar 3 – Strategic partnerships: aimed at developing strategic partnerships at country, regional and global levels to multiply impacts achieved under Pillar 1 and Pillar 2.

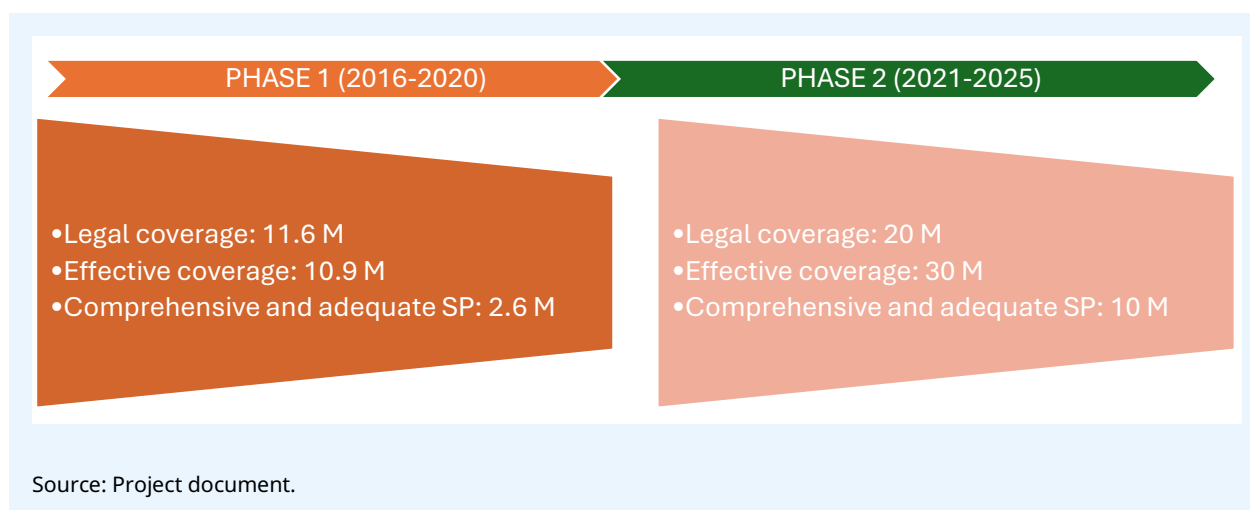
10. The expected **outcomes** of the project in the current phase are:

- **Pillar 1:** Universal access to comprehensive, adequate and sustainable social protection systems that are gender responsive, disability-inclusive and adapted to developments in the world of work in 50 countries.
- **Pillar 2:** Increased evidence of successful approaches to building universal, comprehensive, adequate, and sustainable social protection systems that are gender responsive, disability-inclusive and adapted to developments in the world of work and aligned with international social security standards.
- **Pillar 3:** Increased impact of ILO social security standards in the multilateral system and increased capacities of social partners in supporting the development of universal social protection.

Overview of the present situation of the Programme

11. This section provides an overview of the present situation of the Programme and briefly describes the contributions and role of ILO, Programme partners and other stakeholders. The GFP is implemented in phases of five-years each and is currently in its second phase. The Programme's scope and focus has evolved in terms of priorities and objectives of the two phases.
12. Programme indicators and reporting on indicators are found in the [Results Monitoring Tool](#). The GFP has been built on the **results achieved during the previous phase**. Overall, ambitions have been set higher, to reach more people, to achieve more institutional changes and to work in more thematic areas (Figure 3).

► **Figure 3. Ambitions 2016–2025¹**



¹ Achievements in 10 reporting countries (2020); ambition based on country plans (2021).

Programme implementation structure and management

13. The Global Flagship Programme provides an umbrella framework that guides and supports specific country interventions. The country projects feed back into the global component and are essential to generate practical knowledge and facilitate cross-country exchanges.
14. The Global Flagship Programme is managed by a dedicated **management team**, headed by the Deputy Director of the ILO's Universal Social Protection Department (SOCPRO), and composed of dedicated regular budget and development cooperation staff members at headquarters and regional offices and in decent work teams, who provide part-time support to the Flagship Programme. This management team receives guidance from two high-level committees:²
 - A Global Tripartite Advisory Committee (**GTAC**), composed of beneficiary and donor government representatives and workers' and employers' representatives which provides recommendations on the strategy and implementation of the Programme.³
 - A **Development Partners Group**, which is a consultative forum to discuss the Global Flagship Programme's orientations. The Group also reviews the Programme's achievements and supports resource mobilization. It is composed of representatives of donor countries, private donors, foundations, and government representatives that contribute financially to the Programme.
15. The Global Flagship Programme is implemented by the Global Technical Team (GTT), which comprises social protection specialists and experts working at country, regional and headquarters levels. The Global Technical Team (GTT), including country teams and experts, provides technical advisory support to constituents, synthesizes lessons learned and shares experiences across countries and regions. This creates a virtuous cycle of knowledge generation, sharing, application, evaluation, and adjustment, benefiting ILO constituents at all levels and supporting progress towards universal social protection and the Sustainable Development Goals (SDGs). The Technical Support Facility (TSF) is part of the GTT and complements country teams by providing timely and high-quality support on strengthening different areas of social protection in line with ILO standards, developing advocacy work, research and partnerships at global level. It is composed of experts who are entirely dedicated to supporting ILO staff and their constituents at country level. Other ILO Departments such as PARTNERSHIPS, FINANCE, and the Evaluation Office (EVAL) provide support in mobilizing and Programmementing resources as well as evaluating results and impact. In addition, some Flagship Projects are implemented as components of larger projects that are jointly implemented with other ILO Departments and branches/units (e.g., LABADMIN/OSH)⁴ or with other UN agencies (e.g., UN SDG fund projects).
16. In line with the recommendations of the final independent evaluation of the 1st phase of the Global Flagship Programme, a **multi-donor project was established** for the Global Flagship Programme. The aim was to streamline the administration and management and provide more flexibility for achieving the objectives of the Programme by having one project which combined funding from various donors. Thus, the multidonor GLO/21/34/MUL project was

² Additional governance arrangements and steering mechanisms might exist for individual projects, especially for larger projects (e.g., EC INTPA project).

³ The GTAC is composed of 12 nominated members: 4 government representatives from countries where the Global Flagship Programme is being implemented, 4 government representatives from development partner countries, 2 representatives from the Employers' Group and 2 representatives from the Workers' Group. It convenes annually.

⁴ Since June 2024, it is called the Occupational Safety and Health and Working Environment (OSHE) branch.

set-up with two modalities for financing, namely pooled (1 -Belgium and Luxembourg) and not-pooled (2 -GIZ and IrishAid).

17. The Global Flagship Programme includes a constellation of **development cooperation projects** that follow the Programmemeing structure of the Flagship but can be partially or entirely decentralized. Three different modalities exist to support the Global Flagship Programme through voluntary contributions: (1) pooled funding, (2) contributions that are aligned with the reporting, monitoring and evaluation frameworks of the Global Flagship Programme but with individual financial reporting and (3) contributions with separate financial and narrative reporting.
18. The ILO Development [Cooperation Dashboard](#) lists, between 2021 and 2024, 154 projects under the GFP on social protection. The full list of projects for the 2021-2023 period indicates that out of the 137 social protection projects, 14 are categorized as multidonor Programme (GLO/21/34MUL) funding.⁵
19. The ILO contributes to the Global Flagship Programme through **support provided by regular budget staff** (for projects managed at Headquarters (HQ) and in the field) in the areas of resource mobilization, the development of partnerships, internal and external communication, and management of the Global Flagship Programme, oversight of projects, monitoring and evaluation using the [Results Monitoring Tool](#) and so on. The ILO also contributes through regular budget staff who provide technical backstopping to projects by providing their knowledge and checking policy coherence on specific areas of specialization.
20. The Flagship Programme on Building Social Protection Floors for All focuses on strong **country-level support**, provided by regional specialists and technical experts based in countries, and complemented by guidance from headquarters staff. This support fosters practical knowledge on building inclusive social protection systems.

Monitoring and evaluation

21. The [Results Monitoring Tool](#) is a key development of the Global Flagship Programme and allows monitoring progress, including results and impact, across projects, Global Flagship Programme countries and thematic areas, and across time. These results are accessible directly or through the digital map of countries which includes for each country, the social protection situation, priorities of the government and tripartite partners, ILO projects, results and impact, key resources, news and videos, future partnership opportunities and the ILO contact persons in charge of ILO's social protection portfolio for this country. Similar dynamic thematic pages have been developed.
22. Regular **Annual reports** provide updates on all achievements under the global component of the Global Flagship Programme and at country level.⁶ The [independent evaluation of the first phase of the ILO Global Flagship Programme \(2016-2020\)](#), as well as an **evaluability assessment** of the GFP second phase measurement framework are available. An Evaluability Assessment of the second phase of the Global Flagship Programme was completed in September 2022 and the recommendations were discussed among the implementing partners, leading to the amendment of the results framework. The first annual report of the second phase of the Global Flagship Programme is available for the period 2021-2022 and the Annual report for 2023 has been recently released. Additional reporting, monitoring and [evaluations of the ILO's work on social protection](#) are available for specific individual projects.

⁵ Flagship Projects 2021-2023, ILO internal data.

⁶ They can be accessed at: <https://www.social-protection.org/gimi/ProjectResources.action?id=3120>

► 2. Evaluation background

Purpose and scope of the evaluation

23. The evaluation's Terms of Reference (ToR) and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, are strongly linked to the findings of the evaluation and provide clear guidance to stakeholders on how they can address them.
24. The mid-term independent evaluation follows the [ILO evaluation policy](#). The evaluation complies with evaluation norms and standards and follows ethical safeguards, all as specified in ILO's evaluation procedures and [UNICEF's draft revised Evaluation policy](#). The evaluation is conducted in the context of **criteria and approaches** for international development assistance as established by the [OECD/DAC Evaluation Quality Standard](#); the United Nations Evaluation Group ([UNEG](#)) [Code of Conduct for Evaluation in the UN System](#); the [UNEG Ethical Guidelines for Evaluation](#); and the OECD/DAC [Glossary of key terms in evaluation and results-based management](#). In particular, this evaluation follows the [ILO policy guidelines for results-based evaluation](#); and the [Checklist 3 Preparing the inception report](#); [Checklist 4 Validating methodologies](#); and [Checklist 5 Preparing the evaluation report](#).
25. In accordance with the ILO evaluation policy, the monitoring and evaluation plan of the Global Flagship Programme and the signed agreements for which contributions are aligned with the flagship's monitoring and evaluation framework, the Global Flagship Programme is subject to an independent mid-term evaluation and a final evaluation.⁷ This evaluation report concerns the **independent mid-term evaluation**.
26. The evaluation takes into consideration previous evaluations and reports, namely the [independent final evaluation of the first phase of the ILO Global Flagship Programme \(2016-2020\)](#) of 2021. Recommendations from this evaluation for the second phase were:
 - to **refine the theory of change and the results measurement framework** based on the lessons learned from the first phase and the new challenges that need to be addressed in the second phase;
 - to **increase the visibility and understanding of the Global Flagship Programme** by improving ownership among ILO staff and constituents, improving communication on policy directions and concrete results, clarifying the thematic and geographic scope of the Global Flagship Programme and strengthening the linkages with country and thematic projects;
 - to **better explain the Global Flagship Programme's linkage to the ILO Programme and budget** and how it will contribute to the International Labour Conference's 2021 conclusions and framework for action in its second phase;
 - to **build capacities across the Global Technical Team**, including for specialized areas of work (for example health, financing, informal economy and so on); project management, partnership development and resource mobilization; using the [Results Monitoring Tool](#) for evidence-based communication and knowledge-sharing; further mainstreaming the Global Flagship Programme in individual projects at country level;
 - to increase the sustainability of the Global Flagship Programme by **leveraging existing projects** to develop larger and longer-term partnerships and developing pooled funding

⁷ Furthermore, [guidance](#) provided by the ILO Governing Body mentions that individual projects will cluster their evaluations with the Global Flagship Programme evaluation.

mechanisms, and to further engage development partners through structured funding dialogues and specific networks, which should be properly resourced to achieve results and impact.

27. The overall **purpose** of the independent evaluation is to promote accountability and strengthen learning and project management among the ILO and key stakeholders. The main purpose is to provide feedback on the implementation status of the second phase of the Global Flagship Programme (2021 – 2025) at midterm, take stock of achievements and lessons learned so far, and provide guidance and recommendations to inform Programme improvement and organizational learning for the remaining period of its implementation, as well as provide input for the final evaluation as relevant.
28. The specific **objectives** of the independent mid-term evaluation are the following:
 - provide feedback on the implementation status, by assessing whether the Global Flagship Programme is going to achieve the objectives set out for the second phase and whether its strategy (including the 3-pillar approach, governance structure, etc.) is relevant for the achievement of these objectives;
 - contribute to organizational learning and to provide recommendations to the ILO and its constituents that can strengthen strategic and operational planning, management processes, ways of working and analytical capacities of the project teams and partners at all levels during the remaining Programme implementation period as well as to ensure the sustainability of the Programme outcomes;
 - take stock of the results achieved so far to inform the independent final evaluation;
 - identify lessons learned and good practices that will help to inform the remaining cycle of the Global Flagship Programme, in addition to informing other ILO flagship Programmes;
 - assess the flexibility, the capacity of the Global Flagship Programme to respond to emerging needs; and its role in ILO visibility/branding in social protection.
29. The **scope** of the independent mid-term evaluation includes a review and assessment of the relevance, coherence, effectiveness, efficiency, sustainability, and impact of the second phase of the Global Flagship Programme from its inception on 1 August 2021 to 30 April 2024.
30. The evaluation integrates gender **equality as cross-cutting concerns** throughout its deliverables and process. It is in line with EVAL [Guidance note No. 4](#) and [Guidance Note No. 7](#) to ensure integrating gender equality and non-discrimination in monitoring and evaluation and stakeholder participation. A gender equality perspective implies (i) applying gender analysis by involving both men and women in consultation and evaluation's analysis, (ii) inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) inclusion of qualitative methods and use of mix of methodologies, (v) forming a gender-balanced team, and (vi) assessing outcomes to improve lives of women and men. Thus, analysis of gender-related concerns will be based on the [ILO-EVAL Guidelines on Considering Gender in Monitoring and Evaluation of Projects](#). Furthermore, it pays attention to ILO cross-cutting themes related to social dialogue, tripartism, just transition to environmental sustainability and international labour standards. Other key evaluation dimensions include Human Rights (HR), the SDGs (relevant SDGs and indicators and the principle of *no one left behind*). The HR perspective in the evaluation means (i) linking the process to people, (ii) setting tools and approaches appropriate for collecting data; (iii) set-up processes of broader involvement of stakeholders, and (iv) enhance access of the evaluation results and process to all stakeholders.

31. The evaluation is **managed** by a certified ILO evaluation manager, Mr Ritash Sarna (sarna@ilo.org), to whom the international evaluator reports directly. The Universal Social Protection Department (SOCPRO) of the International Labour Office in Geneva handled all contractual arrangements with the evaluation team and provided logistical and other assistance as required. In coordination with the ILO evaluation manager, the international evaluator identified and collaborated with eight national evaluation consultants who supported the evaluation at country level. Under the guidance of the international evaluator, national evaluation consultants were responsible for the implementation of data collection activities and initial analysis at country level. The international evaluator was responsible for coordinating with national evaluation consultants and had ultimate responsibility for ensuring that the evaluation meets the requirements specified in the ToR.

Clients of the evaluation and/or who will use the evaluation findings

32. The primary **users** of the evaluation are:
- (a) ILO staff (in social protection department, GTT on social protection, regional/country office, ILO senior management and relevant departments and branches (e.g. PARTNERSHIPS, EVAL, PROGRAMME, LabAdmin/OSH, Better work, Enterprises, Migrant, WorkQuality, etc.);
 - (b) ILO constituents (government representatives, workers' and employers' organizations at country and global levels);
 - (c) Current and potential funding partners (e.g. EU, Luxembourg, Ireland, Belgium, France, Germany, UN SDG, development banks) and other bilateral and multilateral development partners in the more than 50 countries where the Programme is implemented; and
 - (d) Development partners (e.g. United Nations agencies, CSOs, private sector enterprises).

Dates, events, and operation sequence of the evaluation

33. The evaluation took place between March and August 2024. The evaluation **timeline** describes the activities and outputs of the three evaluation phases: Inception, Data Collection, and Reporting. The different activities and associated outputs are presented in the evaluation **timeline** (Appendix 3).



▶ 3. Evaluation criteria and questions

Evaluation questions

- 34.** In line with the results-based approach applied by the ILO, the evaluation focuses on identifying and analysing Programme results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/objectives using the mainly, but not only, indicators in the logical frameworks to evaluate the Project, Programme and Country components. The main questions relate to the relevance of the Global Flagship Programme (project, country, and thematic and Programme components) as a coherent structure for ILO interventions to increase ILO's contribution to the SDGs on social protection, to communicate on ILO's contribution and to increase ILO's capacities for mobilizing resources in the area of social protection.
- 35.** The evaluation covers six main criteria according to [OECD/DAC](#):
- (1) Relevance:** was the strategy (4 pillars + 3 step approach) relevant, understood and applied by the management team and individual projects (country, regional and global), as well as donors and ILO constituents?
 - (2) Coherence:** The compatibility of the Global Flagship Programme with other interventions in a country, sector, or institution (ILO).
 - (3) Effectiveness:** has the Global Flagship Programme achieved the intended results in terms of policy changes (and financing to implement these policies) and impact on people? Has the Global Flagship Programme used knowledge development and partnerships to increase its impact? Can the Global Flagship Programme consolidate results and impact and provide a clear picture of ILO's contribution to the SDGs on social protection?
 - (4) Efficiency:** was the management, coordination, communication, and governance efficient to achieve the intended results?
 - (5) Sustainability:** to what extent are the achievements sustainable and based on national ownership?
 - (6) Impact:** The extent to which the Global Flagship Programme has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

The list of questions, indicators and methods is presented in the Evaluation Matrix / data collection worksheet (Appendix 2).

► 4. Evaluation methodology

Evaluation approach

36. The evaluation adopts a theory-based evaluation approach to understand what works and why by examining the Programme theory and causal chain from inputs to outcomes and impact. It draws from both empirical and document review information to analyze the GFP's contribution towards relevance, coherence, efficiency, effectiveness, impact, and sustainability. The evaluation embraces a utilization-focused approach by involving key stakeholders to ensure the findings meet their needs and facilitate their utilization.
37. The evaluation approach and methodology were designed to provide a comprehensive analysis of the GFP, ensuring stakeholder involvement, rigorous data collection and analysis, and adherence to ethical standards. The findings and recommendations aim to improve the GFP's implementation and contribute to its long-term sustainability and effectiveness.
38. The evaluation has three components: a project component – which focuses on interactions between individual country, regional, and global projects and the global Programme component and aims to evaluate how the impact, relevance, and effectiveness of individual projects benefit from being part of a larger global Programme.⁸ It relies on existing project evaluation reports and ILO's P&B implementation reports.⁹ A second one, **Programme component**, that evaluates the Global Flagship Programme in its entirety, focusing on the umbrella strategy and assessing relevance, effectiveness, efficiency, and sustainability. It combines a desk review of key documents with interviews with key stakeholders, including SOCPRO management, ILO social protection specialists, and representatives from ACT/EMP, ACTRAV, IOE, ITUC, development partners, donors, and selected multilateral agencies. And a **country and thematic component**, where the evaluation conducts an in-depth analysis of GFP support in ten countries and three thematic areas (social health protection, social security extension to the informal economy, and social protection financing) (Table 3, Table 4). This component assesses the alignment of the GFP to national policy contexts, continuity, and synergies between ILO social protection interventions.¹⁰ It includes a review of key documents, online and face-to-face interviews with stakeholders, and an analysis of national social protection systems, including floors. The evaluation also focusses on three specific projects and respective countries and thematic areas, which are described on Table 1 below. A detailed outline of the context of the countries under analysis can be found in Appendix 6, describing the main development and social protection aspects.
39. A third **Country and thematic component** links the two first components by doing a more in-depth analysis of the Global Flagship Programme support under the second phase in ten countries covered by projects whose contributions are aligned with the flagship's monitoring and evaluation framework and three thematic focus areas from among the 16 that are the focus of the Global Flagship Programme. This component specifically focuses on the objective of the Flagship Programme to provide a comprehensive and overall framework to guide ILO interventions in support of the development of national social protection systems including floors, and to ensure good complementarity, financing of social protection and synergies between various projects mobilized at country level. This deep dive allows assessing more in detail the alignment of the GFP to the national policy context, the continuity and synergies

⁸ A number of projects are regional or global (e.g. ILO multidonor project and the French funded project).

⁹ ILO [Decent Work Results Dashboards](#).

¹⁰ E.g. creation/extension of fiscal space; development partners investing in national social protection strategies.

between different ILO social protection interventions and views from country-level stakeholders in ten countries. This considers a clustered evaluation approach.

► **Table 1. Projects and Countries Covered**¹¹

| Projects under analysis | Donors | Financing | Dates | Budget | Countries covered and selected for deep dives) |
|--|----------------------------------|----------------------|-------------------------------------|---------|---|
| Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l'économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain 2020–2022 (GLO/20/29/BEL) | Belgium | Pooled financing | 09/2020 – 02/2022 (18 months) | € 2 M | <i>Burkina Faso, Senegal</i> |
| Building Social Protection Floors for All Support to the 2nd phase of the ILO Global Flagship Programme 2022–2025 (GLO/21/34/MUL) | Belgium and Luxembourg | Pooled financing | 16/12/2021 – 31/12/2025 (48 months) | USD 7 M | <i>Burkina Faso, Burundi, Democratic Republic of Congo, Laos PDR, Rwanda, Senegal</i> |
| | Germany (GIZ) ¹ | Non-pooled financing | 01/01/2022 – 30/06/2023 (18 months) | | <i>Colombia, Egypt, Indonesia, Morocco, Timor-Leste, Togo, Uzbekistan</i> |
| Accelerating the Achievement of Universal Social Protection to Leave No One Behind. A Contribution to the Multi-donor Global Flagship Programme: Building Social Protection Floors for All 2022–2025 (GLO/22/31/IRL) | Ireland (Irish Aid) ² | Pooled financing | 11.2022 – 12.2025 (3 years) | € 4.5 M | <i>Malawi, Mozambique, Viet Nam, Zambia (Sierra Leone optional); Regional Coordination and Learning Hub</i> |

Notes: ¹ GIZ award covers three thematic areas, namely Climate Change and social protection, Digital Transformation of social protection and Financing of social protection. The project 'Accelerating progress on SDG target 1.3 – Social protection systems and measures for all' (1/1/2022-30/06/2023) targeted financing option, greener economies and IT solutions, and the formalisation of the informal economy. ² Outcomes and Outputs are set forward for each country under the Programme and for the Coordination and Learning Hub supported. Logical framework developed for each.

Data collection methods

40. Several **methods** were used to collect information to inform each component of the Global Flagship Programme. The evaluation is mostly qualitative but also included quantitative descriptive information on the GFP and its projects, which is available in the Results Monitoring Tool and other ILO reports. Methods used include an **exhaustive desk review** of background documents, **individual face-to-face and online interviews with key informants, case studies, a survey, and a stakeholder workshop**. The Global Flagship Programme was evaluated through the lens of a diverse range of stakeholders that participate in and are intended to benefit from the Programme's interventions. The international evaluator was supported by eight national evaluators in face-to-face data collection in all countries of focus.

¹¹ The 10 countries for the deep dive had to include the 4-5 (countries) of the multidonor Programme GLO/21/34/MUL (including one country of GLO/20/29/BEL), 2-3 countries of the GIZ project and 3 countries of the IrishAid project and one country possibly under another project covered by the Global Flagship Programme.

41. The evaluation was implemented through a consultative and transparent approach and made use of the following methods, further detailed below:
- (a) Desk literature review.
 - (b) Semi-structured interviews with key informants and stakeholders.
 - (c) Direct observation during field visits.
 - (d) Validation workshop on preliminary findings, conclusions, and recommendations with key stakeholders at the end of the fieldwork and draft report submission, including tripartite partners, implementation agencies, ILO relevant officers and donors.
42. The continuous **desk review** analysed Programme and other documentation, including the approved logical framework, the Global Flagship Programme documents, previous evaluations and synthesis reviews; results frameworks, and Theory of Change; annual progress reports; management procedures and guidelines; and other relevant documents (see Bibliography). The initial desk review suggested several initial findings that in turn pointed to additional or fine-tuned evaluation questions. The desk review included briefing interviews with the project team at the inception phase. Further documental reviews were then conducted throughout the evaluation, as needed.
43. **Interviews** with as many and wide-ranging stakeholders as possible were undertaken to successfully inform the evaluation. Interviews conducted during the field missions in-country (April July) and online were 123 (62% male), including with ILO staff, and other stakeholders (Appendix 4). Semi-structured interview guideline(s) have been developed in line with the evaluation questions to provide consistency and comparative analysis (Appendix 7). Data collection instruments are aligned to ILO/EVAL [Checklist 4 Validating methodologies](#). The interview guides were submitted to the evaluation manager for review with the Inception Report. Interviews with stakeholders were scheduled by designated project staff, both at HQ and at country level.
44. The evaluators interviewed relevant stakeholders such as Programme and project staff, and members of various committees and technical working groups under the GFP, as well as Programme/project beneficiaries. During a first phase, meetings were held with the ILO – the evaluation manager and team, and with the Programme team. In the second phase, consultations were conducted with HQ and the country stakeholders directly involved in the implementation of the projects/Programme. A purposive non-random **sampling** was employed to select the interviewees. The selection of the participants was based on the availability of the key informant and their full/high understanding of the projects/Programme. An indicative list of persons sampled for interviews has been developed by the evaluation team in consultation with the project management at the inception stage and updated throughout the evaluation.
45. The interviews for the project and Programme components, as well as the regional work were conducted by the team leader using IT tools (Zoom, Microsoft Teams, Google Meet, e-mails, etc.), focusing on the GTAC members: country representatives (3 out of the 7 in the Committee),¹² donors (3 of the 5, both online/email and in-country), employers (1 of 2) and workers representatives (1 of 2), and ILO staff (6 out of 9). Additional interviews conducted by the team leader were with the GFP management team (4), TSF experts for thematic areas at headquarters (Financing Social Protection, Social Health Protection, Extension of social protection to workers in the informal economy, Building rights-based social protection systems, Unemployment protection, Social protection and climate change), project

¹² One led by the team leader (Uzbekistan), and the other two (Senegal and Indonesia) by the national consultants.

managers of the three projects under analysis; six regional Decent Work Teams/COs (Dakar, Beirut, Pretoria, Bangkok, New Delhi, and Lima); and ILO departments – PARTNERSHIPS, Assistant Director-General (ADG/JSP), Bureau for Workers' Activities (ACTRAV), and Bureau for Employers' Activities (ACT/EMP). The interviews in the framework of the country component were held in an individual face-to-face format or in focus groups, led by the national consultants. The set of interviews in all countries included ILO staff, government officials of key ministries, workers and employers' representatives, and donors. The full lists of interviews are found in Appendix 4.

46. A **survey** was administered to selected stakeholders (see Appendix 8) in an effort to ensure that many have the opportunity to share their experiences if they were unable to participate in a direct interview. The online survey was developed and administered and managed by the international evaluator, focusing on evaluation criteria of Effectiveness and Sustainability and impact.
47. At the end of data collection, the national evaluators provided a **debriefing** session to the team leader. A full report was submitted to the team leader and shared with the evaluation team based on reporting templates provided by the international evaluator, that included: (a) a review of relevant country-level documentation; (b) a list and summary of the interviews conducted in-country; (c) a short evidence-based analysis per evaluation question.
48. A **validation workshop** was held after in-country data collection and submission of the first draft evaluation report to discuss the preliminary findings, conclusions, and recommendations, and collect feedback from participants to be integrated into the final report. The virtual meeting with stakeholders was a one-and-a-half-hour workshop held on 29 August 2024 organized by SOCPRO and moderated by the ILO Evaluation Manager. Participants included members of the GTAC, donors and development partners as well as key ILO representatives. Country consultants also participated in the validation workshop. The workshop agenda can be found in Appendix 5.

Sampling procedures

49. Selected **case studies** informed the country component and provided the evaluation with deep dives into geographically and thematically representative examples. This implied a document review and face-to-face interviews with ILO staff and national constituents and partners conducted by the national evaluators. Interviews were scheduled in advance in coordination with SOCPRO staff in HQ and with the designated ILO expert at the country level.
50. The selection and sampling of the 10 case studies and three thematic areas was based on the following criteria:
 - (a) Countries of the multidonor Global Flagship Programme distributed as per the ToR;
 - (b) Regional distribution – more African countries, matching the Programme's weight in the continent (52 per cent);
 - (c) Linkages to the Global Accelerator;
 - (d) Thematic coverage of the GFP areas.

The ToR for the evaluation specified the number of sample countries that would be selected from each project. The final selection (Table 1) was made together with the evaluation team and CO's.

51. The three selected thematic areas are:

- Expansion of social health protection (three countries);
- Extension of social security to workers in the informal economy (five countries);
- Financing social protection (two countries).

The selection criteria for the deep dives are further described in Appendix 6.

52. A purposive non-random **sampling was employed to select the interviewees, based on a stakeholder assessment conducted at the inception stage. The selection of the participants was based on the availability of the key informant and full understanding of the Programme and the GFP.**

Data analysis and deliverables

53. Data collected during field missions and through remote interviews was organised using information tables (Appendix 4). The analysis which is presented in the evaluation report applied the DAC criteria. The evaluator **synthesized the description of findings, drawn conclusions and recommendations, using a shared data table (Appendix 9). The findings were informed by the empirical evidence that emerges from document reviews, and interviews. The evaluation team used a thematic analysis which was guided by each of the DAC criteria.**

54. All findings were appropriately analysed and triangulated against the evaluation's methodology. Evaluation findings determine the potential of cross-learning of what could be replicated in other countries and in other ILO flagship Programmes. Recommendations focus on improving the Flagship Programmes' relevance, design, effectiveness, efficiency, coherence, impact and sustainability for its remaining implementation period. The evaluation coherently and logically triangulated all data collection methods. Recommendations stem from the evaluation's findings and conclusions. Considering this is a mid-term evaluation, it aims at being constructive and forward-looking. The report provides findings and recommendations derived from evidence and observation and also identifies good practices/good models of intervention that have the potential for replication and/or scaling.

Methodological limitations and bias mitigation

55. There are some methodological and logistical limitations to the mid-term evaluation. Firstly, the **sample size of the key informants, which were interviewed is small, compared to the total stakeholders of the Programme. For instance, evaluators could not reach some stakeholders that are mentioned in the Programme document, such as the stakeholders of global partnerships, Global Accelerator managers or participating UN partners, among others. The views of the selected interviewed institutions or departments are then not representative of the entire departments participating in the GFP. The evaluation team then used as many documental sources as possible to compensate for the limited interview sampling and used the survey data to gather information from a higher number of stakeholders. Despite the statistically non-representative number of stakeholders participating in the evaluation process, it was, however, satisfactory in terms of the quality of the information they have provided and allowed the assessment of the GFP progress and the formulation of recommendations for improvement.**

56. Secondly, there was a **slow response rate. During the time of data collection, evaluators experienced difficulties in securing interviews with sampled institutions, and experienced disconnects between the HQ, regional and national offices in terms of communication,**

preparation of the missions and attribution of responsibilities. The study was meant to be a rapid analysis, but it took time to schedule interviews and set an efficient agenda for the data collection in-country. In most cases, this demanded the extension of the consultants' contracts. The strategy used to mitigate these limitations was based on re-scheduling of interviews and online meetings adapted to availability. The [survey](#), which was distributed to informants from the 10 countries under analysis who were not interviewed, received a very low response rate. Consequently, the data from this survey was not included in this evaluation and data triangulation from other sources was employed.

57. Furthermore, the **scope and quality of data** only allowed for a limited comparative analysis given the significantly high number of different countries analyzed within the evaluation timeline, where the Programme is at different stages of implementation. In some countries, the information was more updated, complete and available. The evaluator, together with country consultants, sought to have access to a balanced amount of quality information from all the countries under deeper analysis.
58. On the other hand, the evaluation had to deal with **rotation of project staff**, which had implications for data collection as some project staff was no longer employed by the ILO or at the same department by the time of interviews and data collection. Others, in some cases, were not enough involved in the implementation of the Programme and asked consultants for more information about it. The evaluator, together with country consultants, sought to consult with the relevant stakeholders and key informants, even if they have left the organization/department. Moreover, triangulation of both qualitative information collected through the interviews and desk review helped reconstruct the developments of the Programme.
59. Finally, **language issues** posed challenges to the exchange of information between the evaluation team and the consultants in charge of data collection in the different world regions. To minimize this constraint, the lead evaluator shared with all consultants standardised data collection tools, data analysis tools and reporting templates in English and made sure, after a briefing session, that all were understood and easily used by the consultants in order to harmonise the quality of the information and reduce the risks of misunderstandings of concepts and of what was expected.

Norms, standards and ethical safeguards

60. The evaluator finalised and submitted the evaluation report to the evaluation manager in line with EVAL [Checklist 4.2 Preparing the evaluation report](#). The report addresses all comments sent to the draft version and/or provide explanations why comments were not taken into account. A summary of the report, a data annex and the lessons learned and good practices fact sheets from the Programme are submitted as well. The quality of the report was assessed against ILO/EVAL's [Checklist 6 Rating the quality of evaluation reports](#). The report also follows ILO templates for the Executive summary, Lessons learned and Good practices.
61. Ownership of data from the evaluation rests jointly with the ILO and the evaluator. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
62. The evaluation observed utmost confidentiality related to sensitive information and feedback elicited throughout the evaluation process. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners and stakeholders, the Programme staff was generally not present during interviews. However,

Programme staff may have been part of virtual and/or in-country meetings with the international evaluator and national evaluators to make introductions whenever necessary, to facilitate the evaluation process and to make respondents feel comfortable. The international evaluator and national consultants followed the standard [ILO Code of Conduct](#) which has been carefully read and signed. In upholding the ethical standards for evaluations, the evaluators explained the purpose of the evaluation study. A **letter of introduction** was developed and dispatched to all the sampled interviewees. In reporting the data, confidentiality of information and anonymity is preserved.

► 5. Findings

63. A summary of evaluation findings is presented below in Appendix 14.
64. Findings are grouped in evaluation criteria of Relevance and Coherence, Efficiency, Effectiveness, and Sustainability and Impact. They provide examples, quotations from documentation and consultations held. Based on these findings, the mid-term evaluation drew the following conclusions, which in turn served as the basis for the recommendations.

Relevance and Coherence

65. This section examined the relevance of the Programme's design and implementation strategies in relation to the ILO and UN policy frameworks. It also examined the Programme's degree of coherence vis-à-vis the national and international development frameworks, including the United Nations Sustainable Development Cooperation Framework (UNSDCF), DWCP outcomes, ILO Country Programme Outcomes (CPOs) and SDGs and their targets and whether the Programme is aligned to, or consistent with and support of government projects, interventions, and Programmes in the country. It follows the sequence of the evaluation questions (Appendix 2).

Questions regarding relevance and coherence: was the strategy (four pillars + three step approach) relevant, understood and applied by the management team and individual projects (country, regional and global), as well as donors and ILO constituents?

The compatibility of the Flagship Programme with other interventions in a country, sector or institution (ILO).

How does the second phase of the Flagship Programme (GFP) link to the **ILO's mandate** related to the Policy Outcome on Social Protection, the Decent Work Agenda, the ILO's Development Cooperation Strategy, the SDGs and relevant targets? Does the GFP create synergies and encourage collaborative work with other policy outcomes of the ILO? How does the GFP interface with the **Global Accelerator** on Jobs and Social Protection for Just Transitions?

66. The level of alignment of the Programme to ILO's mandate and to the GFP is strong, reflecting a commitment to universal social protection and just transitions. This alignment is evident in the GFP's design and implementation, which follows ILO conventions and recommendations and supports the development of sustainable social protection systems.
67. The ILO's **mandate** for universal social protection is primarily implemented through the ratification and application of its social security standards, including Conventions and Recommendations such as the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the Social Protection Floors Recommendation 2012 (No. 202). The Flagship Programme aligns with this mandate by supporting Member States in achieving comprehensive social protection systems. Support provided through the Flagship Programme is also guided by ILO Conventions and Recommendations related to other policy areas, especially the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205).¹³ GFP countries whose national legislation and practice is assessed vis-à-vis the principles and parameters set out in up-to date ILO social security standards were Ecuador, Jordan, Surinam (in 2022); Ghana, Lao PDR, Tanzania (in 2023);

¹³ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021-2025](#).

Indonesia, Egypt, Timor-Leste, Viet Nam started before 2024 but are still ongoing the process; for standard C183, Uzbekistan was assessed in 2023.¹⁴

- 68.** In the first phase of the GFP, the ILO's Programme and Budget had defined in 2016 Outcome 3 – Creating and Extending Social Protection Floors (including the flagship Programme) – which built on the area of critical importance and guidance provided by the Governing Body in March 2015 and was in the core of ILO's **Policy Outcome on Social Protection**. It focused on efforts to make social protection floors a national reality worldwide in the context of Recommendation No. 202 and the Plan of Action endorsed by the Governing Body in 2012. The GFP supported the Outcome 3 strategy and aimed to provide ILO's Office with a coherent structure through which to mobilize and channel resources for social protection. It aimed to contribute to providing better access to social protection and to serve as an engagement platform for the achievement of SDG target 1.3., following the orientation set for the first phase.¹⁵ In the second phase, guided by the ILO Centenary Declaration for the Future of Work adopted by the International Labour Conference in June 2019, the Programme of work and results framework for the bienniums 2020–2021 and 2022–2023 derived from this declaration proposed eight policy outcomes, among them Outcome 8 – Comprehensive and sustainable social protection for all.¹⁶ The Programme and budget for 2024–2025 placed Universal Social Protection under Outcome 7, setting three Outputs as well, slightly reformulated (see Appendix 12).
- 69.** The **Decent Work Agenda** integrates social protection with other areas of work, such as employment creation, social protection, rights at work, and social dialogue. At the country level, the Agenda is implemented through member state-owned Decent Work Country Programmes, which are designed and executed through social dialogue and support from the GFP. The Flagship Programme supports primarily ILO constituents – governments and employers' and workers' representatives – and brings together a large number of other key actors, such as development partners, academia, businesses and civil society. It offers a platform for South–South learning and collaboration that can inspire countries and development partners and share solutions on specific aspects of policy design and implementation.¹⁷
- 70.** The GFP aligns with the **ILO's 2021-2025 Development Cooperation Strategy**, which focuses on services to constituents, partnerships for policy coherence, partnerships for funding, and efficiency, decent work results, and transparency.¹⁸ The GFP supports these goals by offering a platform for South-South learning and collaboration and by mobilizing resources for social protection. The list of thematic areas for the GFP was identified based on the priorities under outcome 8 of the ILO's Programme and Budget 2020–21 and 2022–23.¹⁹
- 71.** The Programme is linked to **ILO Country Programme Outcomes** (CPOs), and at regional level, the Programme is found to be coherent namely by mobilizing the regional offices and

¹⁴ Interview with Luisa Carmona and Monica Vinueza Flores (TSF, Building rights-based social protection systems), 27/05/2024.

¹⁵ ILO (2016): [Outcome 3: Creating and extending social protection floors \(including the flagship Programme\)](#). Governing Body 328th Session, Geneva, 27 October – 10 November 2016. GB.328/POL/1.

¹⁶ ILO (2020): [Programme and Budget for the Biennium 2020–21](#).

¹⁷ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021–2025](#).

¹⁸ ILO (2020): [ILO Development Cooperation Strategy 2020–25](#). Policy Development Section, Development Cooperation Segment. 12 Oct. 2020 (GB.340/POL/6).

¹⁹ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021–2025](#).

in the case of Africa by being aligned to the Africa regional Social Protection strategy. Before the start of the second phase, the GTT identified the main collaborations with other departments: Statistics, Enterprises, and Migrant, and occasionally Inwork, Employment, and Research. Collaboration with ACT/EMP and ACTRAV was generally rather limited, with the latter being more dependable than the former.²⁰

72. The GFP contributes to achieving the **Sustainable Development Goals (SDGs)**, particularly SDG target 1.3, which aims for substantial coverage of the poor and vulnerable through national social protection systems by 2030. The GFP also supports SDG target 3.8, emphasizing universal health coverage and access to quality essential health services. The ILO's contribution to other goals and SDG targets²¹ is also measured, although not across all projects.²²
73. The GFP promotes **synergies with other ILO policy outcomes** by leveraging the comprehensive nature of the Decent Work Agenda. For example, it collaborates on policies related to employment, labour markets, and transitions from informal to formal economies. This integrated approach ensures that social protection measures are sustainable and relevant across different policy areas.
74. In his report entitled [Our Common Agenda](#) the UN Secretary-General emphasized the importance of universal social protection and the urgency of closing the financing gap through domestic resource mobilization efforts and international solidarity, and launched the idea of a **Global Accelerator on Jobs and Social Protection for Just Transitions** that will support countries in building universal social protection systems. Previous UN initiatives on social protection existed before the launching of the Global Accelerator, such as the Social Protection Inter-Agency Cooperation Board **SPIAC-B** (includes UN agencies, development partners and social partners) and the [USP2030](#). The GFP has contributed to the formulation and design of the Global Accelerator, which aims to mobilize funding for universal social protection and job creation. While there are concerns about potential overlaps and funding competition between the GFP and the Global Accelerator, the GFP continues to play a critical role at the country level, especially in integrating social protection within broader development strategies. The GFP aims at supporting Member States in achieving universal social protection by supporting the development of universal, comprehensive and adequate social protection systems that are sustainable and adapted to today's world of work and the challenges ahead.²³ Thus, it supports the strengthening of the national institutional basis for social protection and the extension of social protection required to achieve the outcomes of the Global Accelerator. The Global Accelerator showed that it is possible to work with different ministries (not just labour), different donors and different UN agencies (interview with ILO staff, 23/05/2024). While in the first phase of the GFP mobilization of funding was significant, in the second phase much of these efforts have been channelled to the Global Accelerator, while the GFP continued to operate on the existing and already secured funding and offices of non-Global Accelerator pathfinder countries individually are also mobilizing other resources. However, 'there is a need for clarification on the link between the GFP and

²⁰ Global Flagship Programme 1st Phase Review (2016-2020): Global Technical Team Interviews 2020, Version 1.0, 28 May 2021.

²¹ SDG targets 1.a, 1.b, 5.4, 8.5 (Social protection is identified as a means to achieve decent work targets), 10.4, 13.2, 16.3, 16.6, 16.7, 17.1, 17.2, 17.3 and 17.6. Social protection is further identified as a means to achieve decent work targets, specifically target 8.5 and 8.b but also targets 1.1, 1.2, 3.c, 5.4 and 10.4.

²² ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021–2025](#).

²³ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021–2025](#).

the Global Accelerator. Same with the priority action Programmes (PAP)²⁴ (interview with ILO staff, 23/05/2024). Donors and stakeholders emphasize the importance of creating synergies and maintaining distinct identities for the GFP and the Global Accelerator to optimize their impact on global social protection systems. Luxembourg, for instance, has ‘strongly encouraged the ILO to avoid duplications between the GFP and the Global Accelerator and to create synergies between the two initiatives’, as the Global Accelerator gained more visibility than the GFP and this could deviate funding from the GFP to the Global Accelerator (interview with donors, 06/2024). Donors consulted as well as references collected in the consultations point to the idea that donors are in general more inclined to financing the Global Accelerator than the GFP as it involves UN partners working in a concerted way, potentializing social protection work and visibility. Currently, the main funders of the Global Accelerator are Spain, Germany (BMZ), Belgium, France and Republic of Korea. Belgium, Luxembourg, Ireland and the GIZ are likely to move their social protection funding to the Global Accelerator, as mentioned in consultations for this mid-term evaluation. Part of the European Union funding for social protection is also likely to be assigned to the Global Accelerator, as mentioned in the consultations as well. Countries to remain funding the GFP are Norway, Portugal, Japan, Luxembourg (with a focus on country-level activities in Africa), and France (Ministry of Labour). So far, no new donors have been identified. The implications of the expected reduced funding to the GFP are, first of all, less resources for staff and for activities alike.

- 75.** As the GFP moves into its third phase, it faces challenges related to funding and coordination with the Global Accelerator. There is a need to clarify the linkages between the two initiatives to avoid duplication and ensure efficient use of resources. The Global Accelerator should not be just another layer (interview with Donor, 11/07/2024). Adjustments may imply re-selecting countries among those covered by the GFP and Global accelerator by, for example, dropping those that did not perform well, such as Sierra Leone or Sudan, or not increasing the number of countries covered, as it has been the tendency from phase 1 to phase 2. Also, re-selecting thematic areas globally or in specific regions when they are less relevant (interview ILO staff, 23/5/2024). This combination of Programmes at the same time managed by ILO exclusively and by ILO with other UN agencies and partners has happened before, for example with ILO’s International Programme on the Elimination of Child Labour (IPEC) that since its start in 1992 has been integrating new aspects to the combat to child labour, such as age cohorts, types of labour, or partnerships to become the IPEC+ Global Flagship Programme.²⁵ On the other hand, ILO’s work with constituents, namely governments, within the GFP is concentrated in labour ministries and social security institutions in most cases, which can be challenging for thematic areas’ work, for instance climate change or digitalisation that require partnerships with environment or technologies’ ministries, even if re-formulated as cross-cutting areas. Within the Global Accelerator, as more core ministries are mobilized, the thematic approach to this ‘non-labour’ areas is facilitated (interview with ILO staff, 24/05/2024).
- 76.** The Global Accelerator is not to replace the GFP as the latter is ILO identity and the Accelerator is UN. Linkages between the GFP and the Accelerator are at country level – 16 out of the 50 countries of the GFP (32%) are included in the Accelerator (see [pathfinder](#)

²⁴ Four priority action Programme – transitions from the informal to the formal economy; just transitions towards environmentally sustainable economies and societies; decent work in supply chains; and decent work for crisis response – have been proposed in the [2023 Director General’s Programme and Budget Proposals](#).

²⁵ Van Daalen, E. & Hanson, K. (2019) [The ILO’s Shifts in Child Labour Policy: Regulation and Abolition](#). International Development Policy: 133-150.

[countries](#)) and thematic areas (see Table 4).²⁶ The GFP supports the strengthening of the national institutional basis for social protection and the extension of social protection required to achieve the outcomes of the Global Accelerator. However, in some countries, even for ILO staff, it is difficult to distinguish what is under the GFP (interview with ILO staff, 6/06/2024) and not and what is under the Global Accelerator. 'The GFP is just a name, impossible to differentiate from the activities' (interview with ILO staff, 18/06/2024). 'Most of the times, there is no need to mention the GFP [in work at country-level] because it would only make it more confusing; it is more abstract' (interview with ILO staff, 19/06/2024).

77. In some countries where projects have recently ended, the work on social protection continues through the Global Accelerator. For example, Uzbekistan's GIZ funded project ended in 2023 but since then the country is developing its work as a Global Accelerator pathfinder country, confirmed by the national senate in 2023 and within a new GIZ funding (2022–2025) not linked to the GFP (interview with ILO staff, 31/05/2024).

To what extent does the GFP respond to the main **recommendations of the ILO field operations and structure and Development Cooperation review**? Does its strategy provide a **coherent structure** for ILO interventions, **flexibility and responding swiftly to country demands** and for mobilizing **resources** in the area of social protection? Have **interventions been relevant** in view of the criteria for identifying and formulating ILO Flagship Programmes?

78. The GFP aligns significantly with the recommendations from the ILO **field operations and structure and Development Cooperation review**.²⁷ It provides a coherent structure for ILO interventions, characterized by a clear framework that is flexible and responsive to country demands. This structure is achieved through the adoption of a results-based management approach and the establishment of dedicated roles, such as Area Office Directors, DWT Directors, Technical Department Directors, National Coordinators, and Programme Officers. This setup ensures a well-coordinated approach to delivering services at the country level.
79. The GFP responds to the recommendations (1) for identification of countries with similar service requirements, independently of the region they are in by complementing the regional approach with a more global and cross-regional approach based on well-chosen differentiation criteria to identify groups of countries with similar needs for ILO support. The GFP has for this purpose defined thematic areas. As for the need of Improved Management Systems and Working Methods (2) the GFP has developed its Programmement applying a results-based management (RBM) approach. As for recommendation 3, the GFP has organized general management and staff development by assigning dedicated Area Office Directors, DWT Directors, Technical Department Directors, National Coordinators and Programme Officers. Knowledge management and sharing was further developed with the development of the Results Monitoring Tool (Recommendation 4). In terms of Capacity development services (Recommendation 5), the GFP has centred the support on the Technical Support Facility specifically created. Regarding Technical cooperation and resource mobilization (Recommendation 6), the GFP has focused substantially on resource mobilization by integrating funding through projects, pooled unearmarked funding and regular budget. In particular, the Programme has developed co-financing modalities where regular budget and voluntary funds are pooled towards a common objective. The GFP itself is a larger Programme, as recommended. Recommendation 7 pointed to more Efficient Structures to Serve Constituents and the GFP clearly defined Roles, Responsibilities and

²⁶ The most recent report on the Global Accelerator lists only 15 countries: not including Guinea. ILO (2024): [Global Accelerator on Jobs and Social Protection for Just Transitions First Progress Report](#). January 2023 - April 2024.

²⁷ ILO (2014): [ILO field operations and structure and Development Cooperation review](#).

Accountability in its design, organized the TSF and the GTT in such way as to mobilize HQ, Regional and CO resources for common activities and objectives and aligned to the new geographic coverage arrangements.²⁸

- 80.** The GFP strategy provides a **coherent structure** for ILO interventions, flexibility and responding swiftly to country demands and for mobilizing resources. It is coherently drafted to respond to the COVID pandemic effects, building on earlier success, arranged in such way that addresses country specific needs, responds to specific thematic issues depending on the context(s), and mobilized relevant partnerships that contribute to 'building social protection systems [comprehensively] from A to Z'.²⁹ Based on its presence in countries, the strategy builds on recurrent discussions with constituents and daily work, which allows the approaches to adapt to the changing world of work and to ensure that social protection systems are responsive to new and emerging challenges. By being present on the field, namely through the GTT, which the GFP has contributed to create/reinforce, ILO's strategy aimed at providing a more timely response to ILO constituents' needs, combined with additional specialized expertise provided by regional specialists and experts at headquarters; and within the UN country teams' joint work.³⁰ The GTT is composed of 140 staff, most of them hired by projects under the GFP. Without the GFP, the GTT would be limited to the 14 regular budget specialists at regional level. The GFP was relevant and timely for certain countries, such as Uzbekistan, supporting the country to develop social protection mechanisms and institutions; advocating, for instance, in changes to the legislation on remote work during COVID-19, or in providing coherence at country level (interview with ILO staff, 31/05/2024).
- 81.** The GFP has been successful in **mobilizing resources** for social protection by integrating funding from various sources, including projects, pooled unearmarked funding, and the regular budget. The Programme has also developed co-financing modalities that pool resources towards common objectives. Despite challenges posed by the Global Accelerator, the GFP continues to secure funding and provide substantial support for social protection initiatives.
- 82.** The interventions under the GFP are relevant and align with the **criteria for identifying and formulating ILO Flagship Programmes**. These criteria include fulfilling the needs expressed by constituents, developing their capacities, addressing multiple Programme and budget outcomes, combining conceptual leadership with effective field implementation, and producing sustainable results. The GFP meets these criteria through its targeted support and strategic alignment with ILO and national priorities. Following the March 2013 [ILO Field Operations & Structure and Technical Cooperation Review](#) conclusion on the significant advantages of larger development cooperation Programmes – although keeping smaller relevant projects – the criteria defined for the Flagship Programmes were that they 'fulfil the needs expressed by constituents, develop constituents' capacities, address multiple Programme and budget outcomes, combine conceptual leadership at the global level with effective implementation in the field, provide the potential for scaling up, replication, resource integration and resource mobilization, and produce sustainable results'. The Director-General decided in February 2015 to designate the Social Protection Floor as one of

²⁸ ILO (2014): [ILO field operations and structure and Development Cooperation review](#).

²⁹ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021–2025](#).

³⁰ ILO (2021) [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021-2025](#).

the five GFP.³¹ Developments of the GFP and the Flagships Programmes in general call for a reassessment of their relevance and pertinence. When created, the Flagships were already Programmes ‘in practice’ (interview with ILO staff, 30/05/2024), although not specifically the case of social protection. The most recent P&B (2024–2025) proposes four Priority Action Programmes ‘to enhance Office-wide coordination and as entry points for leveraging partnerships and cooperation’ in support of the Global Coalition for Social Justice: transitions from the informal to the formal economy; just transitions towards environmentally sustainable economies and societies; decent work in supply chains; and decent work for crisis response.³² The maintenance of Flagship Programmes could make this redundant, although the Flagship Programmes rely on donor project funding and the priority action Programmes are initiatives aimed at improved coordination.

- 83.** At **country level**, stakeholders in **Rwanda** recognize the relevance of the ILO social protection Programme and all key informants consulted confirmed the alignment of Programme intended goals with the country needs in social security and protection. The Programme supported the Rwandan government in the mid-term review process of the National Strategy for Transformation (NST), specifically looking at the Social Protection Sector Strategic Plan. In addition, the Programme tailored its support to government priorities which focused on: (1) support to the implementation of the recommendations from the 2020 actuarial study report on pension and occupational hazard schemes; (2) the revision of the maternity leave scheme; (3) technical support to the extension of Ejo Heza a long-term saving scheme with membership available to the whole population and its potential linkages to the contributory scheme; and also (4) the revision of the National Social Security Policy from 2009.³³
- 84.** In **Senegal**, the GFP supports the UN's SDGs and aligns with the ILO's social protection agenda reinforced by Recommendation No. 202 on social protection floors. The Programme aims to achieve systematization and universality of social protection, starting with extending health coverage to informal economy workers through the Simplified Social Security Scheme (RSPC) that offers sickness, maternity, occupational accident, disease, and old-age insurance benefits. The RSPC is a contributory scheme that will gradually expand to cover more social risks. Given the predominantly informal economy in Senegal, pilot projects are crucial to tailor the approach to the country's specific context. The project builds on existing social protection measures and aligns with Senegal's National Social Protection Strategy (SNPS). The initiative involves various state structures, including the Ministries of Labor, Economy, Finance and Budget, and other relevant ministries. It is developed in collaboration with institutions like the Conseil national du patronat (CNP) and workers' unions through the Confédération des syndicats autonomes du Sénégal (CSA). The Ministry of Labor and Social Security worked with all stakeholders to conceptualize the scheme, ensuring it aligns with the priorities of the Direction de la protection sociale (DPS). To facilitate the affiliation of informal economy workers to the RSPC and their transition to the formal sector, the Council of Ministers adopted incentive measures as part of the scheme's implementation. “The Programme is particularly relevant because it enables countries to adopt a structured approach, by establishing their social protection floor, which corresponds to the minimum social that all countries should put in place, before moving on to higher stages and extending social protection vertically” (interview with ILO, 13/06/2024).
- 85.** In **Viet Nam**, the GFP has effectively responded to the main recommendations of the ILO field operations and structure and Development Cooperation review by: (i) aligning with strategic

³¹ ILO (2015): [The ILO's global flagship Programme](#), Governing Body, 325th Session, Geneva, 29 Oct. – 12 Nov. 2015.

³² ILO (2024): [Programme and Budget for the Biennium 2024-2025](#).

³³ Consultations with key informants, review of the Programme Progress Annual Reports for 2022 and 2023.

priorities (aligning its activities with Viet Nam's national social protection policies and priorities, particularly the Party's Resolution on reforming social policies for the 2023–2030 period, thereby ensuring coherence with ILO's strategic priorities; (ii) capacity building (focusing on capacity-building initiatives, such as training on gender-responsive social protection and workshops for National Assembly delegates, which address the need for enhanced local capacity and sustainability of interventions; (iii) policy development (supporting the development of Party Resolution 42 and the revision of the social insurance law, demonstrating responsiveness to national policy needs and contributing to systemic social protection reforms.³⁴

86. In [Zambia](#), the GFP is crucial for enhancing social protection schemes, particularly by expanding coverage to the informal economy. It offers specialized technical support through the TRANSFORM Programme to the Ministry of Labour and Social Security (MLSS) and the Ministry of Community Development (MCD), aiding in the implementation of social services and policy reforms, including the development of a national social protection strategy (interview with ILO staff, 04/06/2024). At various levels, the GFP contributes to achieving SDGs 1 and 8, aligns with ILO's global social protection objectives, and supports Zambia's National Development Plans (NDP). Its initiatives are demand-driven and fit within the government's development agenda, focusing on capacity building for stakeholders and strengthening advocacy efforts through collaboration with civil society organizations. The GFP has also been instrumental in extending health coverage to vulnerable groups through the National Health Insurance Management Authority (NHIMA) and improving social protection for informal workers via partnerships with entities like ZANAMACA: "As ZANAMACA, social protection for our members (marketeters) has been a challenge and we have not had any law and will from government to cover the informal sector" (interview with Workers representative, 11/06/2024). Despite some rigidity and slow response times, the GFP remains a strategic and critical partner in advancing universal social protection in Zambia.
87. In [Burkina Faso](#), the Ministry of Social Protection chairs the project steering committee, which regularly consults to make necessary adjustments to align with government priorities. Three new activities were added to the project work plan: introducing the physician advisory mechanism, developing a procedures manual, and conducting an actuarial study. The actuarial study, initially planned for phase 1 by CNAMU, was postponed by the Director-General due to insufficient data at healthcare centres. Additionally, the Steering Committee's reports often include measures or suggestions sent to the ILO's regional experts for approval.

How does the Programme's objectives and design **fit with ongoing international (or other) trends in social protection**? How does the GFP link to the **SDGs, delivery as One UN and UN reform, SPIAC-B, UN SPF Initiative, USP2030, UN Socio economic response to COVID 19, Addis Ababa Agenda, FFD discussions, the humanitarian/development nexus, COP21 to COP25, the 2021 UN initiative on Jobs and Social Protection for Just Transitions**, etc.? How was the GFP able to **adjust** to new developments and emerging priorities?

88. Both the alignment and coherence to **national and international development frameworks** were found to be high, as stated in the Programme documents and corroborated by the interviews conducted. The Programme is aligned with trends in social protection, the SDGs, and the mentioned initiatives and has been adjusted, where possible and relevant, to new developments and emerging priorities.

³⁴ ILO (2023): Flagship Programme: Viet Nam Annual Progress Country report.

89. The GFP design **aligns with ongoing international trends** in social protection, as emphasized by the World Social Protection Report of 2021.³⁵ This report highlighted the role of social protection in mitigating the effects of the COVID-19 pandemic, particularly for vulnerable populations. It pointed out that despite progress, social protection coverage remains insufficient, with significant inequalities. The GFP addresses these trends by focusing on universal or quasi-universal child benefits (UCBs/qUCBs) in several countries, supporting the nine areas of social security risks identified in Convention No. 102 (health, sickness, maternity, unemployment, old-age, survivorship, invalidity, employment injury, child/family) and social assistance. For example, the GFP supports universal health coverage initiatives in Senegal through the Simplified Social Security Scheme (RSPC), which extends health coverage to informal economy workers. Unemployment and cash transfer were critical during the pandemic.³⁶
90. The second phase of the Programme was designed in a context of important funding for social protection provided to the ILO and projects it participated in, as well as regional initiatives:
- The Social Protection and Public Finance Management ([SP&PFM](#)) thematic flagship Programme of the European Union in partnership with the ILO, UNICEF and the Global Coalition for Social Protection Floors, aimed at strengthening social protection systems in 24 countries and ensure sustainable financing while improving public finance management (2019–2023, EUR 22.9 million);
 - The [Joint UN SDG Fund for Integrated Social Protection](#) (2019–2022, Committed Funds: USD 100.6 million, 35 Joint Programmes);
 - The [Africa Regional Social Protection Strategy](#) (2021–2025).
91. The GFP contributes to **SDG 1.3** (implementing social protection systems and measures for all) and **SDG 3.8** (achieving universal health coverage). It aligns with the United Nations Development Framework, including the 2030 Agenda for Sustainable Development and the United Nations Strategic Cooperation Framework (**UNSCF**). The GFP supports the UN's integrated approach to delivering services and Programmes, emphasizing coherence and collaboration across UN agencies. It aligns with the UN's '**Delivering as One**' initiative to enhance efficiency and effectiveness.
92. The GFP aligns with the **Social Protection Inter-Agency Cooperation Board (SPIAC-B)** and the **UN Social Protection Floors Initiative**. The GFP strategy reaffirms collaboration with various UN entities and international financial institutions to promote social security standards and develop financing mechanisms for social protection. The GFP is actively involved in the Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (**USP2030**), where the ILO co-chairs efforts to enhance global social protection coverage. The conclusions of the 109th session in 2021 of the International Labour Conference identified three areas for action, one of them being ILO taking an active steering role in global partnerships such as the SPIAC-B and the [USP2030](#). The GFP strategy (2021) reaffirms the collaboration with the UN system, international financial institutions (IFIs – the IMF and World Bank, in particular), the European Union, employers' and workers' organizations, civil society organizations and academia, through country, regional and global partnerships, as well as by further promoting international social security standards in strategies, partnerships and Programmes. Also, to initiate and engage in discussions on concrete proposals for a new international financing mechanism, such as a Global Fund for Social Protection. The GFP strategy envisages expanding and adapting the [TRANSFORM](#)

³⁵ ILO (2021): [World Social Protection Report 2020–22](#).

³⁶ ILO (2022): [Social protection responses to the COVID-19 crisis: Country responses and policy considerations](#).

initiative to the countries of the Middle East and North Africa, francophone Africa and Asia. Through the GFP, ILO also aims at playing a key role in the Global Network for Health Financing and Social Health Protection ([P4H](#)), the Global Action Plan for Healthy Lives and Well-being for All/Sustainable Financing for Health Accelerator([GAP/SFHA](#)), [UHC 2030](#) and the [UN Social Protection Floors Initiative](#). The GFP is particularly concerned with financing of social protection – therefore aligned with the [Addis Ababa Agenda](#) and [Financing for Development discussions](#) – and with social protection and climate change issues, and so aligned with the COP21 to COP25 concerns. The ILO participates in relevant UN climate change conferences under the UNFCCC, participated on the Solidarity and Just Transition Silesia Declaration at COP24, on the Supporting Conditions for a Just Transition Internationally at COP26, and played an active role at COP27.³⁷ The GFP also aligns with the **Addis Ababa Action Agenda** and **Financing for Development** (FFD) discussions, focusing on sustainable financing for social protection systems.

93. The GFP aligns with the **UN initiative on Jobs and Social Protection for Just Transitions** by participating and taking a leading role in the Global Accelerator for Jobs and Social Protection for Just Transitions.³⁸ This initiative aims to create decent jobs and extend social protection coverage, focusing on green, digital, and care economies. The GFP is aligned to the pillars set for the Global Accelerator – developing social protection systems, their financing and mobilizing cooperations and synergies.³⁹ Among the several partnerships envisaged by the GFP are also the Global Business Network for Social Protection Floors, which it sought to reactivate but was finally discontinued in 2022 (except for the Francophone network) because ILO considered the direction taken did not serve ILO’s mandate and objectives. The GFP also partners with the Social Protection, Freedom and Justice for Workers Network, and the Global Coalition for Social Protection Floors.
94. The GFP has been responsive to the socioeconomic impacts of the **COVID-19** pandemic by adapting its Programmes to address emerging needs, such as supporting legislative changes for remote work in Uzbekistan during the pandemic. Most of the projects that were on-going during the COVID-19 crisis reProgrammed some of their activities to meet the pressing demands of countries to address the health and socio-economic effects due to the pandemic and even new projects were designed to support countries dealing with the impacts.⁴⁰
95. **Adjustment to new developments** and emerging priorities fostered by the Programme’s coherent structure and flexibility, recurrent discussions and field presence, and by collaborations and partnerships. The GFP’s structure and functioning are coherent, linking global, regional, and country-level priorities. This coherence allows for timely adjustments to new developments and emerging priorities. For instance, the GFP’s second phase was designed to respond to the significant funding and thematic priorities provided by partners like the European Union and the Joint UN SDG Fund, implying the respective global partnerships (table 2).

³⁷ ILO (2023): [Achieving a just transition towards environmentally sustainable economies and societies for all](#). Geneva: ILO.

³⁸ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021-2025](#).

³⁹ [Global Accelerator on Jobs and Social Protection for Just Transitions](#). June 2023.

⁴⁰ For example, see EU (2024) [Independent evaluation of the SP&PFM project in Kosovo](#); ILO (2022) Independent evaluation of the IrishAid Programme; Independent evaluation of the France financed project GLO/20/59/FRA (2023).

► **Table 2. Thematic areas and specific partnerships**

| | |
|---|--|
| Social Health | <p>P4H Network: The Global Network for Health Financing and Social Health Protection</p> <p>openIMIS initiative: Open-source information system platform for social health protection</p> <p>UHC 2030: International Partnership for Universal Health Care</p> <p>Sparks Network: International interdisciplinary research network on health and social health protection for poverty-related diseases with prominent social determinants and consequences</p> <p>Working for health (W4H): A joint ILO-WHO-OECD Programme to expand and transform the health and social workforce to drive inclusive economic growth and achieve the Sustainable Development Goals</p> <p>Global Action Plan for Healthy Lives and Well-being for All/Sustainable Financing for Health Accelerator(GAP/SFHA)</p> <p>Work in SHP is also conducted with the CONNECT multi-stakeholder network of public institutions and non-for profit organizations in Asia Pacific region</p> |
| Informal Economy | <p>USP2030: in 2016, the World Bank and the International Labour Organization jointly initiated the Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals to transform the SDG Agenda's vision of universal social protection into reality. USP2030 has grown into a worldwide alliance which brings together governments, international and regional organizations, social partners and civil society organizations.¹</p> <p>FAO-ILO Partnership: the overall goal of the collaboration is to promote sustainable agriculture and rural development, with particular attention to improving rural livelihoods; supporting decent work and employment creation; and promoting gender equality in rural areas.</p> <p>ILO WIEGO partnership: Social Protection for Informal Workers</p> |
| Financing | <p>Addis Ababa Agenda and FFD discussions.</p> <p>The partnership with the IMF for data on social protection expenditure.²</p> <p>The Social Protection Inter-Agency Cooperation Board (SPIAC-B) co-lead by the ILO and WB.</p> |
| <p>Notes: ¹ The initiative covers broader areas of ILO's work, beyond the informal economy. ² Developing social protection policies, and identifying fiscal space with International Financial Institutions.</p> <p>Source: Social Health Protection Service offer.</p> | |

96. The thematic areas are all interlinked and depend in many aspects of the results and development of the others. For example, the extension of social protection to the informal economy links with social health protection as this is a key element to lead informal operators to contribute to social protection (interview with ILO staff, 30/05/2024). Within the thematic areas, collaborations and partnerships are also mobilized by bilateral arrangements and smaller projects.
97. The Programme builds on recurrent discussions with constituents and daily work in the field, allowing it to **adapt** to the changing world of work and new challenges. This continuous engagement ensures that social protection systems remain relevant and effective. The GFP's ability to adjust also stems from its extensive network of collaborations and partnerships. These include bilateral arrangements and smaller projects that contribute to the overall objectives of the GFP. For example, in Rwanda, the GFP tailored its support to government priorities in social security and protection, aligning with the National Strategy for Transformation (NST). In contexts like the Occupied Palestinian Territories (OPT), the GFP

strengthens coherence between humanitarian and development activities, ensuring a responsive social protection sector during crises.⁴¹

98. Many of the partnerships established by or in which the ILO through the GFP is participating in were established before the Programme. The result over the years is the coexistence of numerous partnerships and platforms for collaboration in social protection and related areas, with some less active or even 'not existing in reality' (interview with ILO staff, 30/05/2024). It is therefore necessary to re-assess the levels of activity and dynamism of the various partnerships. The high number of partnerships also implies that a high number of meetings, reporting, contributions have to be done to effectively participate in the fora, which represents additional efforts and workload to the social protection staff.

How does the GFP interface with **other international initiatives and partners**? Is the Programme **perceived as having a specific ILO identity** (e.g. through the promotion of ILO conventions, recommendations, principles...), to what extent is this **attractive to donors and partners**, and how does the Programme manage to **avoid duplications and foster synergies** with other partners' interventions (including as part of the UN Development Cooperation Frameworks / reformed UN at the country level)?

99. In the UN and among other development partners, the space of social protection is 'a very crowded one' (interview with ILO staff, 20/06/2024), which demands from ILO to, on the one hand, grasp the opportunity to work together with the other partners and, simultaneously, consolidate its leadership, especially regarding its normative role and mandate. Before the start of the second phase, the GTT identified the main collaborations with external partners: despite country specific, UNICEF and UN WOMEN were generally strong partners within the UN system, whereas collaboration with the World Bank and UNDP could vary (UNHCR, AfDB, IMF and UNFPA were also important ones). Among donors, the EC INTPA Programme was a key partnership to develop the second phase of the GFP.⁴² The GFP Pillar 3 – Partnerships for Success – aims at increased impact of ILO social security standards in the multilateral system and increased capacities of social partners in supporting the development of universal social protection.
100. The GFP **interfaces with a wide range of international initiatives and partners** through its strategic alignment and collaborations:
- UN initiatives and multilateral system: the GFP aligns with the UN Social Protection Floors Initiative, the Joint SDG Fund, and USP2030, reinforcing ILO's role in defining common frameworks for social protection within the UN system; it collaborates with key UN agencies like UNICEF, UN WOMEN, and UNDP, and other institutions such as the World Bank, IMF, and AfDB. For instance, the GFP initiated collaboration with the IMF in four pilot countries: Iraq, Mozambique, Togo, and Uzbekistan.⁴³
 - Development cooperation frameworks: at the country level, the GFP aligns with the UN Sustainable Development Cooperation Framework (UNSDCF) and contributes to the Common Country Analysis. This alignment ensures that the GFP's efforts complement those of other UN agencies and development partners, fostering a cohesive approach to social protection. In Senegal, for example, the GFP collaborates with the EU, Belgium,

⁴¹ ILO, UNICEF and OXFAM (2022): [Strengthening nexus coherence and responsiveness of the Palestinian social protection sector](#).

⁴² Global Flagship Programme 1st Phase Review (2016-2020): Global Technical Team Interviews 2020, Version 1.0, 28 May 2021.

⁴³ Project Document Annex 2: 'Accelerating progress on SDG target 1.3 – Social protection systems and measures for all' GLO 21/34 MUL, GIZ Signed Amendment (81277967, 23 Feb. 2022).

French government, and other agencies to support the National Social Protection Strategy and related projects, demonstrating synergy and avoiding duplication.

- Regional and global partnerships: the GFP engages in partnerships with international financial institutions to promote sustainable financing for social protection and participates in initiatives like the Global Accelerator on Jobs and Social Protection for Just Transitions. The Programme collaborates with regional strategies, such as the Africa Regional Social Protection Strategy, and global networks like the Social Protection, Freedom and Justice for Workers Network.⁴⁴

101. The GFP develops an **ILO Identity** by promoting ILO conventions and principles. The GFP is strongly associated with promoting ILO conventions, recommendations, and principles, enhancing its credibility. This focus on ILO standards reinforces the Programme's identity and attractiveness to donors and partners. The Programme's emphasis on comprehensive social protection reforms, policy development, and capacity building distinguishes it from simpler projects and underscores the ILO's normative role. In daily work, however, the GFP is not always present as a recurrent reference: 'we just do our work and report as Flagship, it is ILO's internal talking' (interview with ILO staff, 07/06/2024). The GFP is seen as an aggregator that helps guiding social protection work of the ILO at international, regional and country levels, and is helpful for resource mobilization. The GFP is not always perceived as the key agglutinating Programme of ILO on Social Protection. Often, all flagships are perceived as 'intertwined with ILO Programme and Budget (P&B), making it difficult to distinguish the Flagship from the specific P&B Outcome. They are substantially the same. However, the notion of GFP continues to exist in the ILO language, and administratively within the Office. (Interview with ILO staff, 26/06/2024).

102. Donors and partners find the GFP attractive due to its alignment with their thematic priorities and its strategic approach to social protection. The GFP's integrated and systemic approach to social protection aligns well with the broader objectives of development cooperation strategies. Examples include the SP&PFM project, funded by the European Union, which was implemented jointly by the ILO, UNICEF, and the Global Coalition for Social Protection Floors, which support the GFP's goals. The theory of change of the ILO's global flagship Programme applies naturally to the IrishAid-ILO 2023–2027 partnership Programme, showing how both Programme and project are interlinked and aligned.⁴⁵ The sub-projects (IrishAid, Belgium and Luxembourg, and GIZ funded) rest under the GFP multi-donor project, with Belgium and Luxembourg having pooled funding to simultaneously align with bilateral Programmes and the ILO work on social protection at global and at country levels, to avoid duplications and foster synergies. In all the countries of the Partnership Programme, the ILO is a leading partner in UN Country Team Working Groups on social protection, which through coordinated support can achieve more sustainable results. During the negotiations of the current strategic partnership framework in 2021, the ILO informed Luxembourg of the achievements and objectives of GFP, which eventually led to Luxembourg's support to the second phase and potentially will lead to a next strategic partnership framework and funding after 2025 (interviews with donors).

103. The Programme aims at **avoiding duplications and fostering synergies** through coordination with UN development cooperation frameworks. The GFP actively participates in the UN Development Cooperation Frameworks, ensuring its interventions are coordinated

⁴⁴ ILO (2021): [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021-2025](#).

⁴⁵ Project Document 'Accelerating the Achievement of Universal Social Protection to Leave No One Behind: a contribution to the multidonor Global Flagship Programme Building social protection floors for all 2022-2025'. GLO 22/31/IRL. Irishaid, 11/10/2022.

with those of other UN agencies. This coordination helps avoid duplications and fosters synergies. In Rwanda, for example, the GFP collaborates with other development partners like UNICEF and WFP to ensure a comprehensive approach to social protection within the UN Country Team's review process. On the other hand, it mobilizes strategic partnerships and project alignment by aligning its activities with bilateral Programmes and the ILO's broader work on social protection at both global and country levels. This alignment helps avoid duplications and ensures that efforts are complementary. In Zambia, for example, the GFP collaborates with entities like NHIMA, NAPSA, and WCFCB to extend social protection to the informal economy. Regular planning and review meetings at regional and country levels further ensure synergy. Finally, the Programme seeks enhanced coordination with international financial institutions (IFIs) like the IMF and World Bank, which are influential in social protection policy and funding: "There is need for enhanced coordination with IFIs as active and influential actors in social protection (from policy coherence and funding perspectives). In addition, IMF and WB have done excellent work on reducing the informal economy, so this should be a key area of collaboration with them" (interview with ILO staff). This collaboration aims to leverage the strengths of each partner and reduce overlap in activities. In Viet Nam, for example, the GFP aligns with broader international initiatives by collaborating with UN agencies and international donors, ensuring complementarity and avoiding redundancy in efforts.

- 104.** At **country level**, the GFP is inseparable from the ILO global work, and often indistinct. The Building Social Protection Floors For all – phase 2 Programme in [Rwanda](#) is well associated by stakeholders with the ILO's mission of promoting social justice through labour rights and decent work. For maximizing the impact, the Programme collaborates and creates synergies with other interventions supported by other development partners in the sector. Those include synergies with the GIZ initiative on Investment for Jobs and with the Government of Belgium (Enabel) portfolio on decent work and social protection. The ILO expertise and perspective complements those by other agencies such as UNICEF and WFP in the UN Country Team's review process of the UN Sustainable Development Cooperation Framework which was guided by the revision of the National Strategy for Transformation. It was reported that ILO's inputs into the Common Country Analysis were crucial to ensure a comprehensive systems perspective on social protection as well as to reflect social protection and decent work challenges are linked to employment.⁴⁶
- 105.** In [Senegal](#), the GIZ-funded project plans to collaborate with IFIs, particularly the IMF resident representative offices, where relevant. In 2022, the ILO began collaborating with the IMF in four pilot countries: Iraq, Mozambique, Togo, and Uzbekistan. In Senegal, the flagship project will complement three other ongoing ILO projects: the EU-financed general review and support for implementing the National Social Protection Strategy, the EC DEVCO-ILO-UNICEF-GCSPF project on social protection and public finance management, and the French government-funded project aiming to provide universal access to social protection and occupational health and safety for informal workers. Strategically, SDG 1 and target 1.3's emphasis on establishing a social protection floor allows various development partners to align their efforts and contribute to different aspects of social protection, such as guarantees for children, the unemployed, the elderly, and universal health coverage. The GFP, while distinct, complements and develops social protection in conjunction with other ILO Programmes and development partners like the EU, FAO, UNICEF, World Bank, and UNDP. The Programme aligns with broader initiatives like the Global Accelerator Programme, which aims to reduce poverty and improve social protection services. The flagship Programme fits seamlessly with other initiatives, such as the Together Towards Labour Reform Programme

⁴⁶ Consultations with key informants, review of the Programme Progress Annual Reports for 2022 and 2023.

and studies linking the RSPC to the National Agency for Universal Health Coverage, avoiding duplication and enhancing overall social protection efforts.

- 106.** In [Viet Nam](#), alignment and complementarity with broader international initiatives and development goals are evident in the collaborations between the GFP with UN agencies (UNICEF, UNFPA, UNDP) and international donors (Irish Aid, Government of Australia). In terms of ILO identity and attractiveness the GFP is strongly associated with promoting ILO conventions and principles, enhancing its credibility and attractiveness to donors and partners. The GFP's status as a Flagship Programme elevates its priorities, emphasizing comprehensive social protection reforms, policy development, and capacity building, distinguishing it from simpler social protection projects. The GFP effectively avoids duplication by participating in the UN Development Cooperation Frameworks, coordinating with partners, and mapping activities to ensure its interventions complement national and international efforts, fostering synergies and a cohesive approach.⁴⁷
- 107.** In [Zambia](#), the GFP enhances social protection through strong coordination and collaboration with internal and external stakeholders. It supports events like the 2023 Social Protection Week and works with the Wider Cooperating Partner Group, aligning efforts with the UN Joint Programme initiative to design contributory schemes and avoid duplication. Regular planning and review meetings at regional and country levels ensure synergy, with the Ministry of Labour and Social Security leading implementation. The GFP collaborates with entities like NHIMA, NAPSA, and WCFCB to extend social protection to the informal economy, conducting joint sensitization and registration campaigns. 'Previous, social institutions like NAPSA, WCFCB and NHIMA would come in the markets without our involvement, and this used to create challenges' (interview with Workers' representative, 11/06/2024). Partnerships with the Global Fund on health and advocacy coalitions with CSOs further reinforce coordinated, evidence-based approaches, leveraging each partner's strengths and reducing overlap in activities. In [Malawi](#), the GFP has supported the development of the national social protection policy, the national social cash transfer strategy and systematic engagement of the civil society organizations in the advocacy on the social protection system. Currently, work is being done to support government in the reform of the national pension system and the establishment of a workers' compensation scheme.
- 108.** In [Burkina Faso](#), the project interacts with various actors through the Health Protection Partners Task Force. Jointly with ThinkWell Institute, the project co-financed activities such as developing a repository for health professionals' acts and medicines nomenclature. Ongoing consultations involve multiple NGOs and PROPER Health. The project collaborates with the World Bank on new Programme formulations and the WHO and engages with the European Union delegation.

Are the Programme's strategic elements (objectives, implementation strategies, targets and indicators) **achievable**? Is the intervention logic realistic and is it based on a **realistic theory of change**? Are the structure of the Programme (3 pillars) and the thematic areas that the Programme has focused on **relevant**, including at country level, effectively integrating the interests of different stakeholders and final beneficiaries of social protection Programmes? Have they allowed the GFP to adjust and **respond to new emerging needs** for support, needs of ILO constituents and national/regional contexts?

- 109.** The **GFP strategic elements**, including its objectives, implementation strategies, targets, and indicators, are considered achievable. The Programme has selected the right partners whose mandates align closely with those of the ILO, enhancing the feasibility of its strategic

⁴⁷ Key informant interviews with government and social partners.

goals. The GFP's structured approach and focused thematic areas ensure that its objectives and targets are realistic and can be met through well-defined strategies and measurable indicators.

110. The **intervention logic** of the GFP is realistic and grounded in a well-articulated theory of change. The Programme's theory of change is based on practical experiences and the long-term expertise of the ILO in areas such as actuarial studies, financing social protection, unemployment, pensions, and social dialogue. This realistic foundation allows the GFP to effectively implement its strategies and achieve its intended outcomes.

111. The **GFP's structure, comprising three pillars and various thematic areas**, is highly relevant at both global and country levels. Among the 16 thematic foci of the GFP, three areas – social health protection, social protection fiscal space, and social protection for the informal economy – address critical areas of social protection. While the work in the area of social health protection was significant in several countries and regions, with numerous health protection-related networks operating social protection fiscal space focused on ministries of finance and financial institutions (interview ILO staff, 29/05/2024), while work on social protection and the informal economy has selected specific aspects for formalization and social protection for countries where they were more relevant (interview with ILO staff, 28/05/2024). However, the match between prominent GFP areas and the Global Accelerator areas is not always straightforward (see table 3).

► **Table 3. GFP and Global Accelerator thematic areas**

| GFP | Global Accelerator Thematic Roadmaps |
|---|---|
| Expanding social health protection towards universal health coverage | |
| Unemployment protection | Unemployment protection and ALMP |
| Old-age pensions | |
| Extending social security to workers in the informal economy and protecting workers in all types of employment | Transition to formality |
| Disability -inclusive social protection systems | Integrated approaches for persons with disabilities |
| Social protection for migrants , refugees and host communities | |
| Just transition to a more environmentally sustainable economy and society | Jobs and just transitions |
| Leveraging social protection to promote gender equality | Care systems and ALMP for women promoting gender equality |
| Inclusive and effective social dialogue | Multilateral cooperation, inter-ministerial collaboration, social dialogue and participation of civil society |
| Building national systems of social protection statistics and monitoring and evaluation frameworks | Financing frameworks |
| Financing social protection | Financing social protection |
| Building rights-based social protection systems | Financing frameworks |
| Financial governance and sustainability – actuarial valuations | Financing frameworks |
| Digital transformation | Digital transformation |
| Adaptation of social protection systems to new and emerging challenges | Social protection in crises contexts, and climate change: adaptive social protection |
| Culture of social protection | |
| | Youth |

- 112.** Regarding social health protection, by prioritizing countries like India, Kenya, Lao PDR, or Viet Nam, among many others,⁴⁸ the GFP supports national health insurance schemes and legislative reforms, ensuring these initiatives are well-integrated with other social protection measures. For example, in Kenya, the ILO supports the National Health Insurance Fund in extending coverage to the informal economy and introducing maternity cash benefits. In India, it is supporting the Ministry of Labour & Employment and the Employees State Insurance Corporation (ESIC) in the strengthening of the country's largest social health protection scheme. Support also took place in Vietnam under a project, funded by Luxembourg until 2022, focusing on social health protection. Sub-thematic areas' relations and collaborative work with other thematic areas is detailed on the [SHP Thematic Area](#) pages. The GFP has also been instrumental in supporting the government of Malawi in the review of the National Social protection Policy, including through capacity building of national practitioners on design and implementation of social protection systems and strengthening engagement of civil society organizations in the policy dialogue on formulation and implementation of social protection, and the development of the M&E system for social protection Programmes.
- 113.** In the area of social protection fiscal space, the Programme focuses on enhancing domestic resource mobilization, broadening the tax base, and engaging with financial institutions to ensure sustainable financing for social protection. Main areas of work include enhancing domestic resource mobilization; broadening the tax and contributory base by extending social protection to informal economy workers; improving synergies between social protection and public finance management (PFM); facilitating the engagement of ILO constituents with ministries of finance and international financial institutions; and mobilizing international financing. Sub-thematic areas' relations and collaborative work with other thematic areas is detailed on the [Financing Thematic Area](#) webpage. Examples of a relevant approach in this thematic area are Uzbekistan, where following the 2019 reforms reducing contribution rates, the extra-budgetary pension fund is increasingly financed through general budget subsidies. In 2021, out of 5.3 per cent of GDP in spending was covered by contributions (3.1 per cent of GDP) and budget transfers (2.1 per cent of GDP). IMF estimates indicate that budget subsidies to the Fund can reach 5 per cent of GDP by 2050.⁴⁹ Another example is Mozambique, where between 2022 and 2023 the government increased fiscal space (budgetary allocation) dedicated to non-contributory social protection Programmes by more than USD 31.3 million).⁵⁰
- 114.** In the thematic area of social protection for the informal economy, it has focused on four main areas and countries – diagnostic of the situation of workers and economic units in the informal economy (for example in Angola, Ethiopia); review of regulatory and policy frameworks and practices (for example in Nepal); priority-setting (for example in Kenya, Uganda); development of integrated policy frameworks (for example in Kyrgyzstan); implementation and monitoring of the informal economy policy (for example in Cambodia). Sub-thematic areas' relations and collaborative work with other thematic areas is detailed on the [Informal Economy Thematic Area](#) webpage. In Malawi, the GFP supported a feasibility study on the extension of social protection to agriculture – informal fisheries sector in partnership with FAO. A policy brief was also developed to support dialogue on coverage extension in Malawi feeding into the review of national social protection policy.

⁴⁸ Full list of countries to be found at the [SHP Thematic Area](#) page.

⁴⁹ IMF (2022): Republic of Uzbekistan Staff Report for the 2022 Article IV Consultation. International Monetary Fund.

⁵⁰ [Social Protection – Results Achieved](#).

- 115.** The GFP's strategic elements and structure have **allowed it to adjust and respond** to new emerging needs, the needs of ILO constituents, and various national and regional contexts, by adapting to new needs – the GFP has demonstrated flexibility in responding to new areas of demand, such as climate change-focused projects, formalization of the informal economy or the [Protecting Garment Workers from COVID-19](#) project. Also, the new EU funded [Digital Convergence Initiative](#) will work on digitalization and interoperability of social protection systems. The Programme integrates the interests of different stakeholders and final beneficiaries, ensuring its interventions are aligned with national needs and collaborative efforts. For example, in Rwanda, the GFP activities were designed in response to the mid-term evaluation of the National Strategy for Transformation, focusing on pensions, maternity leave, and social dialogue. Finally, by focusing on its relevance to national and regional contexts. The GFP adapts its thematic areas to the specific needs of each country, ensuring that interventions are contextually relevant and effective. For example, in Senegal, the GFP supports the National Social Protection Strategy by contributing to the extension of health coverage to informal workers and integrating social protection measures into national policies.
- 116.** The GFP 16 thematic areas are priorities of the GFP countries but not all request support in all areas – for example, unemployment or climate change are not priorities for all of the 50 countries (interview with ILO staff, 24/05/2024). Most of the new requests for support in new areas come from country-level work. For example, the [climate change-focused project in China](#) is a result of country-level discussions and demand (interview with ILO staff, 24/05/2024). Another area continuously recording an increasing demand for support is the formalization of the informal economy, where the GFP and ILO were focusing on knowledge development – but for a prolonged period of time, since 1988 – but are increasingly working at country levels. Countries tend to progressively recognize and be more aware of the weight of the informal economy and this requires more capacity building from ILO, more activities, supported by the GFP. The acquired importance of the thematic area has led to the development of tools/guides in four different languages and a [dedicated electronic platform](#), but countries have different contexts and different needs and this is demanding from the GFP adapted responses (interview with ILO staff, 28/05/2024). On the other hand, countries respond differently to challenges: 'in Mozambique, the Office is too slow to respond, it is not proactive, which can lower the trust of donors' (interview with Donors, 04/07/2024).
- 117.** Some areas of expertise of the ILO, like social health protection, are not explicitly addressed by the Global Accelerator because they are not linked to employment and jobs only but rather considered a universal right. This could lead to the removal of the area from the work on social protection within a major Programme if the Global Accelerator replaced the GFP (interview with ILO staff, 30/05/2024).
- 118.** A **revision of the thematic areas** of the GFP and Global Accelerator will bring to the fore the continued importance of some of the existing and the need to develop others, given the world context: health, employment and pensions, disability protection, climate change, gender, financing of social protection, social dialogue, digitalization, adaptation of social protection will continue to be central in the GFP and Accelerator, while others can be further developed within the context of the GFP, such as social protection for migrant workers, refugees and their families, green jobs or the conflict/post-conflict social protection needs (interviews with ILO staff, June 2024). The specific arrangements for combining areas within the GFP and the joint work for the GFP and Accelerator will aim at responding to context changes and the optimization of synergies.
- 119.** On the other hand, some topics have been set forward as ILO's 'renewed' concerns. Climate change/just Transitions and social protection was the theme of the [2023 International Labour Conference](#) (ILC) and in the [2024 ILC](#) the themes of protection of workers against biological

hazards in the working environment, the care economy and fundamental principles and rights at work were at the centre of discussions. To develop the work in emergent thematic areas, existing discussions and initiatives such as the joint work with FAO in the Caribbean to integrate social protection in the Nationally determined contributions (NDCs) can be expanded and consolidated to be part of the climate thematic area. Other areas gaining traction are related to green economies and, for example, digital economies, platform workers, demographics (extremely old and extremely young populations in different countries), which will demand ILO's renewed approaches to employment and jobs, and to unemployment resulting of these transitions (interview with ILO staff, 03/06/2024). Emerging areas, that are relevant in some regions more than in others, are for example 'workers in platforms' (such as Uber-like deliveries and transportation) that lack adequate standards for platform industry/work/economies (interview with ILO staff, 07/06/2024).

- 120.** With the development of the Global Accelerator, more effort is required from the ILO – who leads the Accelerator – both in terms of expertise and work. This implies that the efforts put in the GFP thematic work and in the Accelerator will have to be balanced, to overcome the workload and duplications already referred to in many of the interviews conducted for the mid-term evaluation. Some of the areas in the GFP and Global Accelerator are coincident (see table 3), although policy approaches and means of actions are different.
- 121.** At **country level**, adjustments have been made for increased relevance and response to country contexts and needs. In **Burundi**, the GFP adapted to the initiatives already in place, implemented by the social security institutions, to further amplify synergy of the actions (Interview with Government, Burundi, 06/11/2024).
- 122.** In **Rwanda**, proposed Programme activities were designed and adapted to the country context which respond to the findings of 2022 Government midterm evaluation of the National Strategy for Transformation (2018–2024), which highlighted social protection as an area where additional efforts are needed. The Programme also ensured that the pillars of the ILO Decent Work Agenda are reflected in its contribution to the policy development, which focuses on implementation of the recommendations from the 2020 actuarial study report on pensions and occupational hazard schemes; a revision of the maternity leave scheme; technical support to the extension of Ejo Heza, a long-term saving scheme with membership available to the whole population and its potential linkages to the contributory scheme. In addition, the Programme adapted its activities to strengthen the capacity of tripartite constituents for prompting social dialogue as a key priority.⁵¹
- 123.** In **Senegal**, the GFP is adapted to the national context, as it contributes to the realisation of Senegal's National Social Protection Strategy (SNPS) 2015-2035, the reference framework for achieving universal social protection over a twenty-year horizon. The aim of this strategy is to progressively build a universal social protection system, guaranteeing social protection and health coverage throughout life, and progressively offering higher levels of benefits. But while the SNPS defined the base with recommendations, it has not quantified the cost of the base. The flagship Programme was also part of Senegal's Programme Pays de Promotion du Travail Décent (PPTD 2018-2022), which represents the commitments of the government and social partners to promote decent work with the support of the ILO, in particular priority axis 2, which aims to 'strengthen and extend social protection'.⁵²

⁵¹ Consultations with key informants, review of the Programme Progress Annual Reports for 2022 and 2023.

⁵² ILO (2023): Western Africa Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code (GLO/21/34/MUL) Progress Report – 01/01/2023–30/11/2023; Rapport d'Évaluation à mi-parcours interne GLO/20/29/BEL Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l'économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain.

- 124.** In Viet Nam, stakeholders generally agree that the GFP is effective in integrating their interests through robust consultative processes. However, there is a need for more flexibility in financial processes and approvals to better adapt to local partners' needs and emerging challenges. While the GFP does respond to the needs of social partners, there are suggestions for improving the speed of response to changing needs and increasing engagement with civil society within the political context. These improvements would enhance the Programme's relevance and adaptability to new priorities (interviews with VCCI, 07/06/2024; MOLISA, 05/07/2024; VWU, 07/06/2024; and ILO staff, 05/06/2024).
- 125.** In the OPT, social protection projects started in 2020 to respond to the Palestinian Authority establishment of social protection as a national priority at UN General Assembly in 2018 and to address Persons with Disabilities (PwD) and Older Persons (OP), who are amongst the most disadvantaged groups in the country.⁵³ The subsequent social protection project in the country of 2022 focused instead on supporting women's cooperatives to respond to poverty, its higher impact on women and to food security issues generated by the Ukraine conflict worldwide and in OPT in particular.⁵⁴ The challenges faced regionally have been multiplied after 7 October 2023 and most likely will demand a reversion to emergency approaches.

Projects in the OPT – 2020-2024

| | 2020 | 2021 | 2022 | 2023 | 2024 |
|--|------|------|------|------|------|
| ILO, UNICEF, WFP (Joint SDG Fund) <i>Towards a universal and holistic social protection floor for persons with disabilities (PwD) and older persons (OP) in the State of Palestine Joint Programme</i> | ■ | ■ | | | |
| ILO, WFP (Joint SDG Fund) <i>Strengthening livelihoods and social protection in response to rising food prices, rising energy prices and tightening financial controls</i> | | | ■ | | |
| ILO (EU-funding) <i>Strengthening nexus coherence and responsiveness of the Palestinian social protection sector</i> | | ■ | ■ | ■ | |
| ILO, UNICEF, Oxfam implementing (EU funding) <i>Strengthening nexus coherence and responsiveness of the Palestinian social protection sector</i> | | | ■ | ■ | ■ |

- 126.** Prior to the COVID-19 crisis, both poverty and extreme poverty had increased throughout the territory since 2011.⁵⁵ Social protection initiatives were essentially financed by tax Programmes, with budgets subjected to recurrent fiscal crises. In 2021, ILO, the UNICEF and Oxfam, together with government, other UN agencies and humanitarian partners started to prepare a project on addressing the fragmentation of Programmemeing, including at the humanitarian-development nexus, and increasing the capacity of the government and its partners to quickly leverage social transfers (cash and in-kind) in efforts to respond to emerging needs across Palestinian society. The fast degradation of the conflict situation in the country has pushed the project back again into an emergency/humanitarian effort. ILO's current Decent Work Programme (DWP) 2023–2025 in the OPT continues to be focused on expanding access to employment and economic opportunities, social services, social protection – including to children⁵⁶ – and more rights-based, accountable governance institutions and processes. However, since the outbreak of war in October 2023, it has developed an Emergency Response Plan, that complements the DWP, to address emergency

⁵³ ILO, UNICEF, WFP (2020): *Towards a universal and holistic social protection floor for persons with disabilities (PwD) and older persons (OP) in the State of Palestine Joint Programme*. Project document.

⁵⁴ ILO, WFP (2022): *Strengthening livelihoods and social protection in response to rising food prices, rising energy prices and tightening financial controls*. Project document.

⁵⁵ ILO (2021): *On the road to universal social protection: A social protection floor assessment in the Occupied Palestinian Territory*. Regional Office for Arab States. International Labour Organization.

⁵⁶ ILO (2014): [Providing care through the social and solidarity economy - Occupied Palestinian Territory](#).

relief and recovery related to the conflict.⁵⁷ So far, the achievements of improved coordination fostered by the Nexus Programme⁵⁸ allowed coordination to persist and progress in the context of the unfolding humanitarian crisis, with humanitarian and development actors maintaining dialogue throughout the crisis.

- 127.** In [Zambia](#), the GFP is considered highly relevant at both regional and country levels, addressing the extension of social protection to the informal sector, a key priority for Zambia's social partners and government. It focuses on covering vulnerable groups through social cash transfers and schemes like NHIMA health insurance and NAPSA pensions: 'For example, here in Zambia the focus is to cover the vulnerable groups who are not protected, and this has been done through social cash transfer and extension of other social protection schemes to the informal economy' (interview with ILO staff, 29/05/2024). By integrating diverse stakeholder interests, including those of people with disabilities and informal worker associations, the GFP ensures its initiatives are aligned with national needs and collaborative efforts. Although the ILO's response to new or emerging issues can be slow, the GFP effectively incorporates stakeholder interests, reducing conflicts and fostering synergy among ministries, social protection authorities, labour unions, and CSOs. In [Malawi](#), the GFP has prioritized clarifying social security opportunities in workplaces and ensuring adequate occupational safety and health (OSH) initiatives in both formal and informal labour sectors. Additionally, the GFP has supported the country's Decent Work policy agenda by embedding social protection systems within all formal and informal work settings, particularly for vulnerable groups like fishing communities, as promoted by the FAO. The Programme has adapted to support new policies aimed at strengthening social insurance through the pension system. The Reserve Bank of Malawi, with support from the ILO and the GFP promoted access to social protection, especially for the informal sector. Through the GFP, the government has reached out to the ultra-poor with social protection initiatives, aligning with Malawi Vision 2063, which aims for an inclusive and wealthy nation that leaves no one behind. In response to increased vulnerability over the past five years, exacerbated by COVID-19 and climate disasters like Cyclones Fred, Gombe, and Idai, the government, through the GFP, has facilitated the creation of productive livelihoods for affected vulnerable communities. Moreover, the GFP has contributed to broadening the fiscal space for social protection. The government has refocused its support toward this sector to ensure sustainability beyond donor support.
- 128.** Challenges faced by the thematic approach are different. For example, the financing social protection area must deal with the quality of existing data in the different country contexts. However, in general all areas are dependent on political engagement and political definition regarding social protection – this both from the donors' side and the countries' side. For instance, recent changes in government of funding countries provided positive signs for further investments in social protection (interview with Donor, 11/07/2024). Contextual and especially political changes are also impacting on some activities and efforts for implementation. For example, in Uzbekistan, the placement of the National Agency under the presidency was preceded by 'three times changes of the heads of the department of social protection at the ministry of finance (now ministry of finance and economy) in only six months' (interview with ILO staff, 31/05/2023). This has even caused employment data to be lost for the period 2021–2022 due to the transition.

⁵⁷ ILO (2024): [Occupied Palestinian Territories](#).

⁵⁸ Strengthening nexus coherence and responsiveness in the Palestinian social protection sector.

How do individual projects link to the GFP?

- (a) Is there a specific reference to the GFP in the project document?
- (b) Which of the key elements of the GFP are a component of the project (3-step approach at country level, cross-country policy advice, development of practical tools, creating/ extending partnerships)?
- (c) Is the Flagship Programme more than the sum of the individual projects?

129. Individual projects are generally aligned with the GFP, but **explicit references** to the GFP in project documents are inconsistent. For example, the ILO-IrishAid Partnership Programme explicitly mentions its alignment with the GFP in its project documents, highlighting its adherence to the GFP's vision and results framework. However, other projects, such as the three social protection projects in the Occupied Palestinian Territories (OPT) and the Strengthening Nexus Coherence and Responsiveness of the Palestinian Social Protection Sector project, do not directly reference the GFP despite covering relevant areas. As the GFP is not always perceived as the key agglutinating Programme of ILO on Social Protection, individual projects 'tend to not mention the Flagship either in the project documents or on daily work references, documents, or even publications.' (Interview with ILO staff).

130. Key elements of the GFP are integrated and mobilized into various projects, though the emphasis may vary. Projects often follow the 3-step approach at country level structured in selected countries to ensure comprehensive social protection. For example, the ILO-IrishAid Partnership Programme implements a 3-step approach in specific countries, as clearly stated in its project document. Also, projects frequently involve providing cross-country policy advice that benefits multiple countries. Another key element of the GFP through the IrishAid project in Zambia is the support to the Coordination and Learning Hub to contribute to setting up the regional technical support facility on social protection in Africa.⁵⁹ The development of practical tools is also present, with many projects contributing to developing practical tools for social protection implementation. For example, in Kenya, the ILO supports the National Health Insurance Fund with actuarial analysis for the introduction of a maternity cash benefit. Finally, projects emphasize forming and extending partnerships with various stakeholders. For example, the GFP collaborates with UNICEF, UN WOMEN, World Bank, and other institutions on social protection initiatives.

131. The GFP is indeed **more than the sum of its individual projects**, as it provides a comprehensive framework and strategic direction that integrates various efforts into a cohesive whole; a significant share of staff resources is allocated to it; and pooled funding has been mobilized for common goals. While individual projects contribute significantly, the GFP's overarching structure and strategy ensure that these efforts are aligned towards common goals and standards. The GFP's pillars and thematic areas ensure that projects are not isolated but part of a larger, integrated effort towards improving global social protection systems. The pooled funding mechanism in Senegal of the multidonor project is an example, as it enables coordinated support from multiple donors, ensuring comprehensive and sustained interventions. Moreover, the GFP's alignment with ILO's normative work and policy focus ensures long-term impact beyond immediate project outcomes. For example, despite the completion of specific projects in Uzbekistan, ongoing work in social protection continues under the GFP's strategic framework. Finally, the GFP fosters synergies and avoids

⁵⁹ Project Document "Accelerating the Achievement of Universal Social Protection to Leave No One Behind: a contribution to the multidonor Global Flagship Programme Building social protection floors for all 2022-2025". GLO 22/31/IRL. Irishaid, 11/10/2022.

duplication by ensuring that projects are well-coordinated with existing efforts and other international initiatives.

- 132.** There are, however, several aspects to take into consideration regarding the relation of projects with the Programme. There is a need for better visibility, presentation and communication of the GFP to donors, constituents, and partners to ensure they are aware of the Programme and its strategic importance. The need to improve how the GFP was presented to donors, constituents, and partners, as they were mainly unaware of what the Programme was (interviews at global, regional and country levels in all countries under analysis). On the other hand, improved coordination is required to avoid overlaps and ensure donors are regularly informed about activities and plans. For example, donors and project funders refer that they do not meet or are regularly informed about each other's plans or activities taking place. However, during the 2nd phase of the GFP one meeting took place on 7 October 2021 and another one on 24 March 2023. Some have mentioned that the 'ILO does not convene any meetings or provide information on the Programmes and projects, that could be overlapping' (interview with Donor, 08/07/2024). There is also a recognized need for enhanced regional dialogue and thematic exchanges, driven by specific regional needs and interests. Also, there is a recognized need for improved regional dialogue and exchanges, without necessarily being coordinated by HQ. These need to be based in thematics that are common, for instance 'platform work' is now a concern for the DWT in New Delhi but is also relevant for other regions, namely Southeast Asia or China (interview with ILO staff, 07/06/2024). Advantages of the pooled funding of the GFP's multidonor project are mentioned. In [Senegal](#), 'this Programme makes it possible to receive funds from several technical and financial partners who can directly support the country within the framework of bilateral cooperation, we can also have donors who will pour funds quite simply to support the flagship Programme globally in its interventions and to accompany all the countries which wish it to set up bases of social protection to reinforce their capacities to help them in the concrete installation of the Programmes' (interview with ILO, 13/06/2024).

To what extent does **the design of the GFP take into account gender, non-discrimination and inclusion of people with disabilities**, especially in view of the SDG commitment of leaving no one behind?

- 133.** The design of the GFP explicitly takes into account **gender, non-discrimination, and inclusion of people with disabilities**, aligning with the SDG commitment of leaving no one behind. Gender-responsive approaches are included in the strategy document. Gender-responsive approaches are embedded in the GFP strategy document, ensuring that gender considerations are integral to the Programme's design and implementation. All products on social health protection systematically include an analysis of the maternal and new-born health services that are covered, in line with ILO C102 and C183. The GFP has also been effective in identifying gaps and specific needs related to gender inequalities in various countries. For instance, in [Uzbekistan](#), the Programme highlighted the lack of shelters and specialized social workers for women victims of gender-based violence and the challenges faced by people with disabilities (interview with Country government, 03/06/2024). Several joint projects have been launched under the GFP to address gender-related issues, including collaborations with the Gender, Equality, Diversity and Inclusion Branch and the Better Work Flagship Programme. These initiatives aim to create comprehensive social protection systems that are sensitive to gender issues. Based on diagnostics of informal employment from a gender perspective, the GFP has developed and validated policy options for extending maternity benefits to informally employed women and unemployment benefits. This was achieved through consultations with constituents, ensuring the policies are grounded in local needs and contexts. The GFP has also organised knowledge-sharing sessions on financing

gender-responsive social protection systems. For example, a session held in March 2023 attracted 216 attendees, reflecting strong engagement and interest in gender-inclusive social protection measures.⁶⁰

- 134.** The GFP strategy document also includes disability-responsive approaches, demonstrating a commitment to inclusive social protection systems. Through country-specific interventions, the Programme has addressed specific needs related to disabilities in various countries. In [Uzbekistan](#), the Programme brought attention to the challenges faced by the 1 million people with disabilities, prompting discussions and actions to address these issues (interview with Country government, 03/06/2024). The GFP collaborates with various departments and initiatives to promote disability inclusion. For example, joint projects with the Labour Migration Branch and the Safety+Health for All Flagship Programme integrate disability considerations into broader social protection efforts. The GFP, in collaboration with UNICEF, organised a knowledge-sharing session on financing disability-inclusive social protection systems in February 2023, which was attended by 188 participants. This session facilitated the exchange of best practices and innovative solutions for disability-inclusive social protection.⁶¹
- 135. Non-discrimination** is a core principle of the GFP, reflected in its comprehensive approach to social protection. The Programme's initiatives are designed to ensure that all individuals, regardless of their gender, disability status, or other factors, have access to social protection. The GFP engages in networks such as the Social Protection, Freedom and Justice for Workers Network and the Global Business Network for Social Protection Floors. These networks advocate for inclusive and non-discriminatory social protection policies at both global and local levels.
- 136.** The GFP has conducted diagnostics and gathered data to inform its policy recommendations and Programme adjustments. For example, the gender-focused diagnostics of informal employment (from October 2022 to June 2023, in Uzbekistan) led to concrete policy options for extending social protection benefits to marginalised groups.⁶²

To what extent does the GFP address the issue of **social protection for climate change** and, more particularly, for a **Just Transition**?

- 137.** The GFP has integrated **climate change** and the concept of a Just Transition into its strategic framework, acknowledging these as crucial components of social protection in the context of global challenges. The GFP addresses these issues through a strategic inclusion and alignment of climate change in documents and reports: the GFP strategy document explicitly includes climate change as a central component of the policy responses needed to address challenges like transitions, along with transitions to digitized economies and issues of population aging. The forthcoming World Social Protection Report will have a focus on the climate crisis and how social protection can help to support people in this global context, indicating a continued emphasis on the issue. On the other hand, a new expert position at the ILO headquarters was created for the second phase of the GFP, specifically focusing on climate change.
- 138.** The ILO, through the GFP, has participated in key international climate change conferences, including COP21 to COP27.⁶³ The ILO's involvement includes advocating for Just Transition

⁶⁰ ILO (2024): [Programme Implementation Report 2022-2023](#), p. 60.

⁶¹ ILO (2024): [Programme Implementation Report 2022-2023](#), p. 60.

⁶² ILO (2024): [Programme Implementation Report 2022-2023](#), p. 38.

⁶³ ILO (2023): [Achieving a just transition towards environmentally sustainable economies and societies for all](#). Geneva: ILO.

principles, as seen in the Solidarity and Just Transition Silesia Declaration at COP24 and participation in related events at COP26 and COP27. Knowledge sharing and partnerships are also means to further develop the area. The GFP has organised KISS Cafés on topics such as climate change, which facilitate knowledge and information sharing among stakeholders. The [USP2030/SPIAC-B](#) working group on Social Protection and Climate Change, co-chaired by the ILO, has been instrumental in facilitating technical exchanges and advocacy efforts. This group promotes the integration of social protection into national climate policies (Nationally Determined Contributions and National Adaptation Plans) and explores the role of social protection in climate resilience. ILO's 2023 ILC set out social protection as the way to shield people from the adverse impacts and promote participation in just the transition in the [Resolution concerning a just transition towards environmentally sustainable economies and societies for all](#) adopted by ILO's constituents.⁶⁴

- 139.** Regarding the implementation of projects at country-level, climate change-focused projects have emerged from country-level discussions, reflecting the GFP's flexibility and responsiveness. For example, in [China](#), a [climate change project](#) was developed based on local demands and needs. Collaborative efforts and advocacy are also consolidating the work in this thematic. The [USP2030](#) working group on Social Protection and Climate Change, co-chaired by the ILO, facilitated collective advocacy efforts at COP28, focusing on inclusive and adaptive social protection as a response to the climate crisis and building social protection systems for a **Just Transition**.
- 140.** Despite the strategic focus, the GFP work on climate change faces limitations due to constrained human resources. As noted, the ILO has only one staff member dedicated to environment and climate change within the GFP, which limits the scope and scale of activities. 'Countries recognise that environment and climate change and social protection are important and will be even more in the future, but the ILO only has one staff fully working on this thematic' (interview with ILO staff, 24/05/2024), although other 2-3 work sporadically on the topic. The GFP's future efforts will continue to focus on integrating social protection with climate action, supported by the Global Accelerator on Jobs and Social Protection for Just Transitions. ILO's work with constituents, namely governments, within the GFP is concentrated in labour ministries in most cases, which can be challenging for thematic areas' work, for instance climate change or digitalization that require partnerships with environment or technologies' ministries, even if re-formulated as cross-cutting areas. Within the Global Accelerator, as more core ministries are mobilized, the thematic approach to these "non-labour" areas is facilitated (interview with ILO staff, 24/05/2024). The ILO's continued participation in global climate initiatives and the development of new tools and guides for climate resilience are indicative of ongoing progress.

How has the GFP **learned from previous** ILO support in the area of social protection as well as from the first phase of the GFP?

- 141.** In the first phase of the GFP, the ILO Programme and budget include as one of its policy outcomes in 2016 Outcome 3 – Creating and Extending Social Protection Floors (including the flagship Programme) – which builds on the area of critical importance and guidance provided by the Governing Body in March 2015 and was in the core of ILO's **Policy Outcome on Social Protection**. It focused on efforts to make social protection floors a national reality worldwide in the context of Recommendation No. 202 and the Plan of Action endorsed by

⁶⁴ ILO (2023): [Achieving a just transition towards environmentally sustainable economies and societies for all](#). Geneva: ILO.

the Governing Body in 2012. The GFP supported the Outcome 3 strategy and aimed to provide ILO's Office with a coherent structure through which to mobilize and channel resources for social protection. It aimed to contribute to providing better access to social protection and to serve as an engagement platform for the achievement of SDG target 1.3., following the orientation set for the first phase.⁶⁵ In the second phase, guided by the ILO Centenary Declaration for the Future of Work adopted by the International Labour Conference in June 2019, the Programme of work and results framework for the bienniums 2020–21 and 2022–2023 derived from this declaration proposed eight policy outcomes, among them Outcome 8 – Comprehensive and sustainable social protection for all.⁶⁶ The Programme and budget for 2024-2024 placed Universal Social Protection under Outcome 7, setting three Outputs as well, slightly reformulated.

- 142.** The [evaluation of phase 1](#)⁶⁷ led to several recommendations for phase 2, including the need to refine the theory of change, increase visibility, build capacities, ensure sustainability through partnerships and funding mechanisms, as well as the recommendation to create a multidonor Programme. These recommendations were implemented in phase 2, leading to improved strategic alignment, better communication, and enhanced capacity building. The GFP learned from specific country experiences, such as the need for better engagement and communication with donors and partners to ensure they are informed about project progress and implementation.
- 143.** Based on lessons from the first phase, the GFP refined its theory of change and results measurement framework to better address new challenges in the second phase. This includes enhancing the alignment with emerging issues such as climate change and the informal economy. There was also a concerted effort to increase the visibility and understanding of the GFP among ILO staff and constituents. This was achieved by improving communication on policy directions, concrete results, and clarifying the thematic and geographic scope of the GFP. The linkage between the GFP and the ILO's Programme and Budget (P&B) was better explained to ensure coherence with the International Labour Conference's conclusions and framework for action.
- 144.** The GFP phase 2 emphasized building capacities across the Global Technical Team, particularly in specialized areas like health, financing, and the informal economy.⁶⁸ This capacity building also included project management, partnership development, resource mobilization, and using the Results Monitoring Tool for evidence-based communication and knowledge-sharing.
- 145.** The GFP aimed to increase sustainability by leveraging existing projects to develop larger, longer-term partnerships. This included creating the multidonor Programme and pooled funding mechanisms and engaging development partners through structured funding dialogues and specific networks. The multidonor Programme was also designed to reduce administrative burden through joint reporting and joint evaluations and, for the pooled funding (Luxembourg and Belgium), produce joint financial statements.
- 146.** Practical adjustments and improvements included improvements in internal communication, such as linking the Results Monitoring Tool (RMT) to the P&B dashboard to reduce administrative work and duplication. However, there were still challenges in ensuring effective communication between HQ, regional, and country levels. Other improvements are

⁶⁵ ILO (2016): [Outcome 3: Creating and extending social protection floors \(including the flagship Programme\)](#). Governing Body 328th Session, Geneva, 27 October – 10 November 2016. GB.328/POL/1.

⁶⁶ ILO (2020): [Programme and Budget for the Biennium 2020–21](#).

⁶⁷ [Independent evaluation of the first phase of the ILO Flagship Programme \(2016–2020\)](#).

⁶⁸ See the 2023 Annual Report, p. 60.

the utilization of existing methodologies and tools. For example, in [Rwanda](#), the GFP utilized existing methodologies and tools developed during phase 1, namely the monitoring tools, which ensured continuity and built on the previous successes and learnings. The [GTT map](#) created since phase 1 helped in internal communication and knowledge exchange. Specialists and experts also benefited from access to tools like the [Results Monitoring Tool](#) and Country Pages, which facilitated better coordination and sharing of documentation and progress reports. Some initiatives like the KISS Cafés (Knowledge and Information Sharing Session) were valuable for knowledge sharing but were momentarily interrupted at the end of 2023 due to staff retirement. This points to the need for sustained efforts to maintain such initiatives.

- 147.** As the GFP moves into its second half, it recognized the need to clarify linkages between the GFP and the Global Accelerator to avoid duplication and ensure efficient resource use. Adjustments include re-selecting countries and thematic areas based on performance and relevance. For example, the importance of social protection for informal economy workers was increasingly recognized during phase 1 and carried forward into phase 2. This focus was justified by the growing awareness of the size and impact of the informal economy worldwide. Re-selecting thematic areas globally or in specific regions when they are relevant can be the way (interview ILO staff, 23/05/2024).

To what extent has the GFP contributed to a timely and relevant **response to constituents' needs and priorities in the post COVID-19 context** (since August 2021)?

- 148.** The GFP has effectively **adapted its strategies and interventions to address the evolving social protection needs arising from the COVID-19** pandemic and its aftermath. As mentioned, the GFP has adapted its Programmes to address emerging needs, reProgrammed some of their activities, or new projects were designed to support countries dealing with the impacts.⁶⁹ This responsiveness is evident in several key areas and country-specific examples: In [Rwanda](#), the long-term vision for unemployment insurance was a response to the exacerbation of unemployment levels due to COVID-19 and the GFP assisted the Government of Rwanda in developing a long-term strategy for unemployment protection. This strategic support was crucial in addressing both immediate and future social protection needs. Stakeholders in Rwanda recognized the GFP's role in helping the government consider long-term solutions for unemployment social security as a critical lesson learned from the pandemic: 'In the aftermath of COVID-19, which exacerbated unemployment levels, the Programme supported us in strategically considering long-term solutions for unemployment protection' (interview with Government, Rwanda, 13/06/2024). In [Senegal](#) the pandemic highlighted the vulnerabilities in Senegal's social protection systems, particularly for informal economy workers. The GFP played a pivotal role in extending social security to these workers, addressing their post-COVID-19 needs and priorities. The Programme helped refine social protection policies to be more resilient to future shocks and natural disasters, indicating a paradigm shift in social protection thinking post-COVID-19: 'The pandemic was a very difficult period for companies, which showed great resilience. During this period, borders were closed, and sales fell for some companies in certain sectors, such as tourism, for example. Companies found it difficult to continue paying their employees' (interview with Employers representative, 13/06/2024). Moreover, 'it is not just the pandemic, there are other shocks and natural disasters that can occur, which is a pretext for refining social protection policies. Since COVID, there has been a paradigm shift'

⁶⁹ For example, see EU (2024): [Independent evaluation of the SP&PFM project in Kosovo](#); ILO (2022): Independent evaluation of the IrishAid Programme; Independent evaluation of the France financed project GLO/20/59/FRA (2023).

(interview with Employers representative, 13/06/2024).⁷⁰ In **Viet Nam**, the GFP significantly contributed to timely and relevant responses by supporting policy development, capacity building, and targeted interventions that align with the evolving needs of vulnerable populations. The GFP's activities in Viet Nam ensured that social protection systems remained relevant and effective in the post-COVID-19 context, addressing the needs of constituents effectively: 'the GFP has significantly contributed to a timely and relevant response to constituents' needs and priorities in the post-COVID-19 context by adapting its strategies and activities to address emerging social protection challenges' (interviews with ILO staff, 05/06/2024; VCCI, 07/06/2024; MOLISA, 05/07/2024; and VWU, 07/06/2024). In **Malawi**, vulnerability increased by the COVID-19 and climate disasters such as Cyclones Fred, Gombe and Idai ne IDAI, have been mitigated under the GFP with the government launching the urban cash transfer Programme for the more vulnerable, as well as being able to capture more donor support for social protection – notably from UNICEF, GIZ and the World Bank, who have all initiated various Programmes in this sector. In **Burkina Faso**, the Programme provided support to CNAMU BF to fill areas where the state had budgetary constraints to finance activities. For example, the digitalization and the process of drawing up the decrees of application of the RAMU which were necessary for the start of benefits and the registration of insured persons.

- 149.** The GFP's approach in the post-COVID-19 context has been to balance immediate response with long-term strategic planning and needs. Despite the preference of donors and development partners for more immediate activities, the GFP maintained a strong focus on policy and capacity building. This approach is crucial for sustainable social protection reforms but does not always translate into immediate visible results: 'Policy results or reforms take time to achieve' (interview ILO staff, May 2024). The Programme's focus on long-term strategies, such as unemployment insurance in Rwanda and extending social security to informal workers in Senegal, highlights its commitment to sustainable solutions beyond the immediate post-crisis period.
- 150.** The GFP has demonstrated flexibility by adapting to new areas of demand, such as climate change-focused projects, which became more relevant in the post-COVID-19 context.

Effectiveness

This section assessed the extent to which the GFP has achieved or is on track to achieve their stated objectives and expected results regarding the target groups (men and women; youth, people with disabilities, etc.) and identified the supporting factors and constraints that have led to them, including implementation modalities chosen.

Effectiveness: has the Flagship Programme achieved the intended results in terms of policy changes (and financing to implement these policies) and impact on people? Has the Flagship Programme used knowledge development and partnerships to increase its impact? Can the Flagship Programme consolidate results and impact and provide a clear picture of ILO's contribution to the SDGs on social protection?

⁷⁰ Key informant interviews; ILO (2023) Global Flagship Programme Building social protection floors for all ILO. Annual report 2023; ILO (2023) Senegal Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code: (GLO/21/34/MUL). Progress Report 16/12/2022–30/11/2023; ILO (2023) Western Africa. Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code (GLO/21/34/MUL) Progress Report – 01/01/2023–30/11/2023; Rapport d'Evaluation à mi-parcours interne GLO/20/29/BEL Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l'économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain.

Are the overall GFP **objectives and expected outputs**, qualitatively and quantitatively **on track** to being achieved as well as the estimated impact on people?

151. The GFP has defined seven output areas, each with its own indicators (table 4).

► **Table 4. Outputs of the GFP**

| Outputs level indicators – ILO deliverables contributions |
|--|
| <p>Technical support</p> <p>Number of knowledge and policy products that have been prepared by the Flagship Programme and endorsed by tripartite constituents (for example ABND report, feasibility study, actuarial study)</p> |
| <p>Capacity-building</p> <p>Number of persons from social security agencies/governments, employers' or workers' organizations trained with the support of the ILO Flagship Programme</p> |
| <p>Knowledge development and sharing</p> <p>Government, employers' or workers' organizations design, manage or deliver social protection systems using a knowledge product developed by ILO/through its Flagship Programme</p> |
| <p>Ratification campaign</p> <p>Number of countries that have ratified ILO Convention No. 102 and other up-to-date standards, with ILO support</p> |
| <p>Partnerships</p> <p>Percentage of Flagship Programme countries with a national coordination mechanism with social partner participation, and a UN/development partners' coordination mechanism on social protection</p> |
| <p>Partnerships</p> <p>Percentage of Flagship Programme countries where employers' and workers' organizations have publicly stated their position on social protection</p> |
| <p>Partnerships</p> <p>Percentage of position papers, technical and policy documents, jointly elaborated with other development partners and that reference international social security standards</p> |

152. From January 2021 to March 2023, the GFP recorded **significant quantitative results:** 105 institutional changes in 40 countries, 31.3 million people covered with social protection. Institutional changes for Step 1 (Strategy adopted) are nearly double the initial ambition, and targets for Step 2 (Scheme design/law) and Step 3 (Improving operations) have already been achieved (see table 5).⁷¹

⁷¹ ILO (2023): Building social protection floors for all: ILO Global Flagship Programme 2021–22 Report; ILO (2024) Building social protection floors for all: ILO Global Flagship Programme. Annual Report 2023.

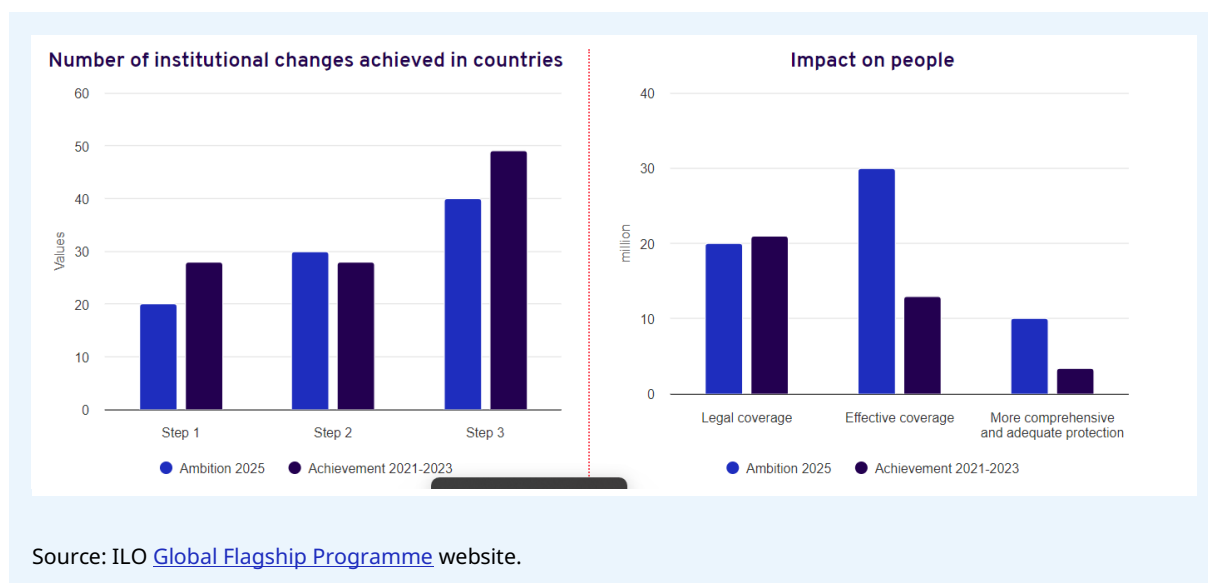
► Table 5. Latest reports on global flagship Programme achievements (cumulative) – 2021–2023

| | | Ambition | Indicators | Achieved | 2023 reporting | Total | % complete | Output status |
|-----------------------|---|-------------------|--|------------------------------|--|------------|------------|---------------------|
| Institutional changes | Step 1. Strategy adopted | 10 | Number of countries that have adopted new or revised policies and strategies to extend coverage, enhance comprehensiveness and/or increase adequacy of benefits (Step 1) | 28 | Institutional Result 1 14 | 28 | 280 | Highly Satisfactory |
| | Step 2. Scheme design/law | 30 | Number of countries that have adopted or reformed social protection schemes to extend coverage, enhance comprehensiveness and/or increase adequacy of benefits (Step 2) | 28 | Institutional Result 2 13 | 28 | 93 | Highly Satisfactory |
| | Step 3. Improving operations | 40 | Number of countries that have adopted or operationalized policy measures to improve the financial and administrative governance of the social protection system, making it more robust (Step 3) | 49 | Institutional Result 3 22 | 49 | 123 | Highly Satisfactory |
| Impact on people | Legal coverage | 20 million people | Number of persons legally covered | 2021–22 19 million people | Coverage extension (additional persons covered) | 33 630 000 | 67 | Satisfactory |
| | Effective coverage | 30 million people | Number of persons effectively covered (related SDG indicator 1.3.1) | 2021–22 11.6 million | 3,330,000 | | | Satisfactory |
| | More comprehensive and adequate social protection | 10 million people | Number of persons with more adequate benefits (adequacy) Number of persons with more comprehensive social protection (additional risks covered) Number of persons with a better access to social protection (single registry, online application, one stop service, etc.) | 2021–22 0.33 million | Increased adequacy (higher benefit levels) 300,000 Increased comprehensives (more life cycle risks covered) 2,700,000 | 2 733 000 | 27 | Under-achieved |

Source: ILO (2023) Building social protection floors for all: ILO Global Flagship Programme 2021–22 Report. First annual report of the second phase of the Flagship Programme (2021–2022); ILO (2024) Building social protection floors for all: ILO Global Flagship Programme. Annual Report 2023.

- 153.** In the second phase, efforts continue to focus on making social protection floors a reality in 50 target countries, developing knowledge across 16 thematic areas, and strengthening strategic partnerships.⁷² While some results like ratifications can take a long time to be achieved – for example, in Cabo Verde or Paraguay the process of ratification of Convention No. 102 took around 10 years – the achievements in Step 2 are quite high and the Programme has been able to respond to and accommodate unplanned support requested from countries (interview with ILO staff, 27/05/2024). Out of 20 countries that are in process of ratifying Convention No. 102, seven have done it since 2021 and are therefore GFP countries: Comoros, Côte D'Ivoire, El Salvador, Iraq, Paraguay, Sao Tome and Principe, and Sierra Leone.⁷³
- 154.** The last reports clearly show good performance, although between the 2021–22 report and the 2023 report there are changes to the designation of the results compared to the ones of the Programme document/strategy. Section Efficiency of Resource use provides further details for the **financial** management.
- 155.** The GFP online page reports on the project document/strategy outcome indicators (Figure 4).

► **Figure 4. Results of the GFP**



- 156.** The [Thematic Areas](#)' online pages do not provide information on results for the different indicators of the GFP Programme. Likewise, the annual GFP reports, although presenting some results by thematic area, do not disaggregate quantitatively these results per indicator of the GFP. The qualitative information and some selected country cases is instead presented in these reports, as summarized in Appendix 13.
- 157.** As for the specific projects under analysis, the results recorded have also been highly satisfactory, as indirectly assessed through budget execution levels (Appendix 13). Since these projects are a component of the larger GFP, their midterm evaluation is integrated with the mid-term evaluation of the GFP.

⁷² The GFP has supported 21 countries in building sustainable and robust social protection systems during its first phase (2016–2021), improving social protection coverage for 25 million people.

⁷³ Interview with TSF, 27/05/2024.

158. While results are hard to attribute to individual projects, country offices or to the GFP, the fact that linked projects happen simultaneously – and often use same (human, financial, infrastructural, etc.) resources to increase coherence and results – contributes to further unclarity about attribution of results. For example, the project Accelerating the Achievement of Universal Social Protection to Leave No One Behind. A Contribution to the Multi-donor Global Flagship Programme: Building Social Protection Floors for All 2022–2025 (GLO/22/31/IRL) is implemented simultaneously with others working in the same topics/areas (Figure 5).

► **Figure 5. Linked projects: GLO/22/31/IRL**



- 159.** At **country level**, results are generally considered highly satisfactory, although areas of improvement have been highlighted. Achievements in **Uzbekistan** include the creation of the National Agency for Social Protection in 2023, drafting of the national strategy, institutional reforms introducing social security and social protection (provision of social benefits and social assistance, adoption of a law on employment of the population), and the development of a social insurance fund (Public Works Fund) and digitalization efforts (the Single Registry).
- 160.** In **Burundi**, expected results are delayed due to prior requirements for implementing the recommendations (interview with Donors, Burundi, 13/06/2024). Still, the GFP report of 2023 indicates that the Government of Burundi completed the ILO Social Security Inquiry (SSI) to enhance the statistical system and data on social protection Programme coverage (which was adopted as the national reporting tool for regular data collection); the ILO facilitated the involvement of key representatives from the National Social Protection Commission and the National Statistical Centre in regional training on social protection data collection; and ILO, through the GFP supported discussions on financing the social health insurance scheme, reinforced the capacity of decision-makers, and initiated feasibility studies on extending social security to private sector workers and the informal economy. A National Social Protection Week, also held in October 2023 with ILO support, increased awareness of social protection among high-level government institutions and social partners.
- 161.** In **Rwanda**, the GFP has been successful in supporting social security policy reform and capacity building for tripartite actors, despite challenges like staff overstressing. The objectives are considered achievable both qualitatively and quantitatively. Evidence of objective attainment includes ILO's technical support and influence on social security policy reform, capacity-building for tripartite actors, and initiatives aimed at behaviour change and awareness, particularly for informal sector workers. "I strongly believe that the ILO social protection Programme is achieving its intended objectives by supporting the social security

sector, specifically supporting policy reform and building capacity of tripartite members. The main challenges hampering the attainment of these objectives include the overstressing of relevant staff from key institutions, which limits their dedication to planned activities and delays related processes" (interview with Union, Rwanda, 5/6&7 2024). From a donor's perspective, while the Programme's objectives and results are being achieved and documented at a technical level, the ILO is seen as not fully utilizing its normative role to influence higher ministerial policy. Enhancing this influence could facilitate the endorsement of technical achievements, supported by Rwanda's commitment to international labour standards and the ILO's global experience.⁷⁴

- 162.** Significant progress has been made in [Senegal](#) through various social protection initiatives, particularly under the Global Flagship Programme. The first year of phase 2 of the GFP saw crucial steps toward operationalizing the MSNAS, which provides health coverage specifically for the crafts sector. Key activities included establishing a national technical management unit, recruiting and training national and regional agents, setting up regional branches, and equipping them with essential IT and communication tools. Additionally, the MSNAS implemented a functional information and management system, signed agreements to commence services, formed governing bodies, and launched a successful membership campaign. This campaign resulted in more than 10,000 new memberships, the recruitment of a technical management unit, and the initiation of contributions and benefits for the health branch. Beyond the MSNAS, other social protection Programmes in Senegal have also achieved significant milestones. The Family Security Grant Programme, which supports children in vulnerable households, extended health protection to 2.7 million cash assistance beneficiaries and increased benefits for 300,000 households. The Equal Opportunity Card, another vital initiative, now reaches approximately 80,000 people who previously had no access to benefits or coverage. In 2023, the ILO and the GFP continued to support the implementation of the RSPC health branch through the MSNAS, leading to the registration of 18,000 artisans and 60,000 beneficiaries. Furthermore, Senegal's commitment to improving social protection was underscored by its joining the Global Accelerator initiative in December 2023 and adopting the Strategic Development Plan for Universal Health Coverage (UHC) for 2022–2026 in November 2022. Workshops supported by other projects have also helped expand the RSPC to include pensions, occupational accident, and disease benefits, addressing interoperability issues with the Social Security Fund and the Institute for Old-Age Pensions.⁷⁵
- 163.** In [Viet Nam](#), significant progress has been made in policy development, capacity building, and positive impacts on vulnerable populations. The Revised Social Insurance Law was approved by the Vietnam National Assembly on 29 June 2024, (approved by the Vietnam National Assembly on 29 June 2024), and capacity building, and positive impacts on vulnerable populations such as women, poor people, disabled people are mentioned.⁷⁶
- 164.** In [Zambia](#), The GFP is on track, with over 70 per cent of its outcome indicators achieved. Key accomplishments include launching the national strategy for extending social protection to

⁷⁴ Consultations with key informants.

⁷⁵ Key informant interviews; ILO (2023): Global Flagship Programme Building social protection floors for all ILO. Annual report 2023; ILO (2023): Senegal Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code: (GLO/21/34/MUL), Progress Report, 16/12/2022 – 30/11/2023; ILO (2023): Western Africa Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code (GLO/21/34/MUL), Progress Report, 01/01/2023 – 30/11/2023; Rapport d'évaluation à mi-parcours interne GLO/20/29/BEL: Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l'économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain.

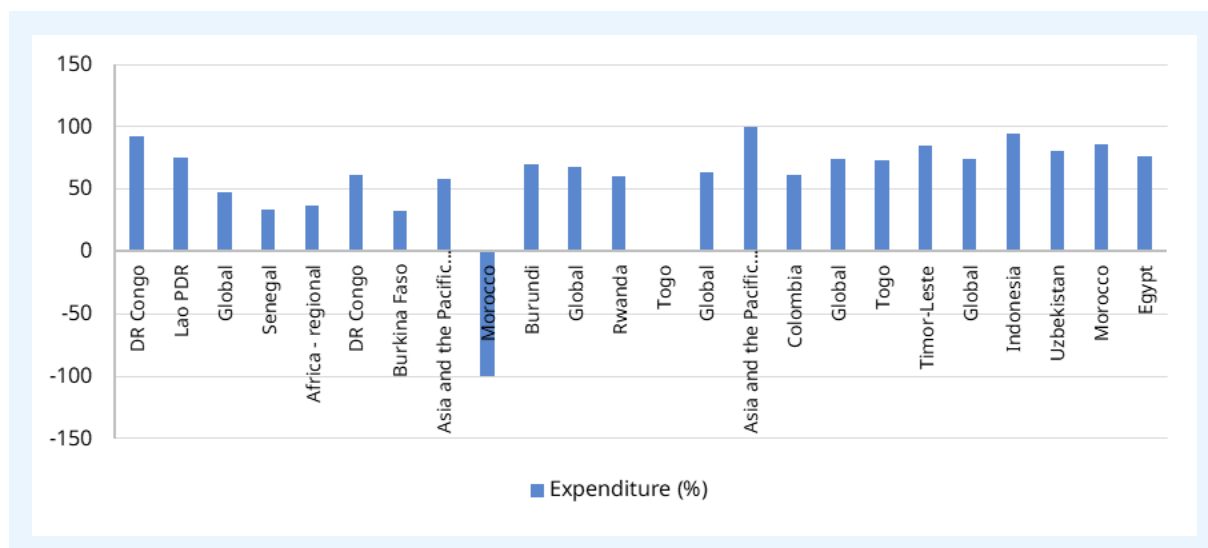
⁷⁶ ILO (2023): Flagship Programme: Viet Nam Annual Progress Country report.

the informal economy, registering over 80,000 informal sector workers with NAPSA, and supporting the extension of the national health insurance to cash transfer beneficiaries, with partial financing from the Global Fund to Fight AIDS, Tuberculosis and Malaria. Key accomplishments include completing and launching the national strategy for extending social protection to the informal economy, developing knowledge products, and building capacity through the TRANSFORM Programme. Significant milestones such as linking NHIMA to the social protection ecosystem, registering over 80,000 informal sector workers with NAPSA, and piloting health coverage extensions with the Global Fund underscore its progress (interview with Government, 12/06/2024). Collaborative efforts with CSOs and academia have strengthened social protection advocacy, and ongoing work on the implementation plan and legislative support further solidify the GFP's impact (interview with ILO staff, 29/05/2024).⁷⁷

- 165.** In [Malawi](#), key achievements include a comprehensive review and finalization of the National Social Protection Policy; the finalization of the social protection gender mainstreaming strategy (in collaboration with UN Women); the undertaking of a feasibility study on the extension of social protection to the informal economy (with FAO, on fisheries); the creation and piloting of training packages focused on inclusivity for the elderly and people with disabilities; capacity building of national practitioners on design and implementation of social protection floors; development of the social cash transfer strategic plan; and feasibility study on management information systems. Phase 2 has also supported the launch of a civil society network for social protection, which has been very active in advocate for more resources and other support towards social protection in the country, especially to the informal sector and the most vulnerable members of the society (interviews with Government, civil society).
- 166.** In [Burkina Faso](#), the achievement of results and the impact on target people is high: at least 50 per cent of the project activities were carried out between phase 1 and phase 2 (phase 1 – GLO/20/29/BEL; phase 2 – GLO/21/34/MUL), with a financial execution rate of 40.33 per cent for phase 1 and 36.33 per cent during the phase 2 (June 2024). Through the Programme, the strategy for extending health insurance to the informal economy was developed, as well as eight decrees implementing the RAMU law. One important result is also the piloting and evaluation of the implementation of the health insurance coverage for indigents by the new CNAMU through a delegation of front office functions to mutuals.
- 167.** The GFP has achieved high **execution rates**, with a median of 70 per cent by the end of 2023 (Figure 6) – which indirectly shows the level of implementation of the Programme – although each component has a different timeline, which are not shown in the graph.

⁷⁷ ILO (2023): Zambia: Building Social Protection Floors for All - Phase II. Project code (GLO/22/31/IRL. Progress Report, 01/01/2023 – 31/12/2023.

► **Figure 6. Expenditure of the GLO/21/34/MUL (left) and the GLO/21/34/GIZ (right) in 2024**



168. Expenditure for the project GLO/22/31/IRL (108898) was at 62 per cent in September 2023, with a forecasted 86 per cent delivery rate until the end of the year.⁷⁸

To what extent has the Programme already **contributed to or benefited from cross-country policy and technical advice** in thematic priority areas, including through South-South collaboration? Are new thematic areas emerging on which ILO should build its technical capacities to support constituents?

169. The GFP has significantly contributed to and benefited from cross-country policy and technical advice in thematic priority areas through South-South collaboration. For example, [Uzbekistan](#) has explored various revenue sources to expand its fiscal space for social protection obligations. This includes learning from Uruguay's monotax system, which effectively addresses informal employment complexities. The conclusions from international experiences have informed Uzbekistan's approach to expanding social security coverage and increasing taxation mechanisms.

170. The GFP has also provided training to stakeholders in [Burundi's](#) SEP/CNPS, INSBU, and the Ministry of Health, as well as in Côte d'Ivoire, as part of South-South cooperation. This has enhanced the capacity and knowledge of these institutions in managing social protection systems: 'The GFP has already provided training to various stakeholders of the SEP/CNPS, the INSBU and the Ministry of Health in Burundi and Côte d'Ivoire as part of South-South cooperation' (interview with Government, Burundi, 11/06/2024).

171. In [Rwanda](#), the Programme design and implementation have significantly benefited from cross-country policy and technical advice, leveraging South-South collaboration. This has enabled Rwanda to integrate social protection with sustainable graduation and social security pensions. The ILO's support in connecting social protection with sustainable graduation was highly appreciated by stakeholders, emphasizing inclusivity and addressing the needs of women and refugees.⁷⁹

⁷⁸ ILO-Irish Aid Partnership Programme 2023–25: Accelerating the Achievement of Universal Social Protection, Leaving No One Behind – Inception Report, September 2023.

⁷⁹ Programme Progress Annual Reports for 2022 and 2023; interview with ILO staff, 03/06/2024.

- 172.** Viet Nam has benefited from best practices shared by other countries through South-South collaboration, enhancing its policy development and capacity building in social protection. Emerging thematic areas such as gender-responsive social protection and support for informal sector workers have been identified, indicating areas where ILO should build further technical capacities.⁸⁰
- 173.** The GFP in Zambia has successfully organised South-South knowledge-sharing events and developed knowledge products, enhancing learning opportunities. Zambia has facilitated cross-country policy and technical advice, for example, aiding other countries in developing its social protection strategy. The Programme has also built CSO capacity for advocacy, leading to knowledge exchanges and learning tours with countries like Kenya, Uganda, and Ethiopia: 'The GFP has successfully organised four out of 10 planned South-South knowledge sharing events and developed 10 out of 20 knowledge products, enhancing learning opportunities' (interview with ILO staff, 30/05/2024).
- 174.** In Burkina Faso, the GFP has contributed to the rise of digitalization of service billing by mobilizing technical assistance for CNAMU BF. But this support was limited because of the lack of mastery of the subject by the CNAMU BF executives.
- 175.** In Malawi the Flagship Programme has been instrumental in supporting the government of Malawi in reviewing the National Social Protection Policy including capacity building of national practitioners on design and implementation of social protection systems and strengthening engagement of civil society organizations in the policy dialogue on formulation and implementation of social protection, development of M&E systems for social protection Programmes. The Global Flagship Programme has also supported the government of Malawi in the inception of Global Accelerator initiative leading to the development of a National Roadmap on the Global Accelerator.
- 176. Emerging thematic areas** for technical capacity building include climate change and social protection, social protection for informal economy workers, gender-responsive social protection, health coverage for the informal economy, digitalization, disability inclusion, or innovative financing models. Climate change and social protection have been increasingly addressed by the ILO globally.⁸¹ The GFP is expected to make further progress in this area, particularly through the work of the Global Accelerator. The importance of social protection for informal economy workers has grown within the GFP, driven by the recognition of the size of the informal economy worldwide. High levels of informality are a major reason why developing countries lack adequate domestic resources, highlighting the need for increased effort and priority in this area. 'High levels of informality are the main reason why developing countries do not have adequate domestic resources and work within the GFP thematic area has progressively shown that this is an area where much effort should be put and priority should be given' (interview with ILO staff, 28/05/2024). Gender-responsive social protection is emerging as a critical area. ILO should focus on building its technical capacities to support gender-inclusive policies and Programmes. Examples from Viet Nam and Rwanda indicate a growing need for social protection policies that address gender-specific vulnerabilities. Extending health coverage to the informal economy also remains a significant area of focus. This includes integrating health services into social protection systems for informal workers. Disability inclusion is an emerging thematic area. ILO needs to build technical capacities to develop and implement inclusive social protection policies that address the needs of people with disabilities. Developing sustainable financing models for social protection, such as

⁸⁰ Interviews with ILO and Government key informants.

⁸¹ ILO (2023): [Achieving a just transition towards environmentally sustainable economies and societies for all](#). Geneva: ILO.

exploring innovative mechanisms like the monotax system that was implemented in Uruguay⁸² is crucial for expanding coverage and ensuring sustainability.

To what extent has the Programme **used existing methodologies and guides**, contributed to their dissemination and their improvement (feedback loop), and/or the generation and dissemination of new knowledge based on concrete country level and thematic experience? To what extent have these knowledge products **contributed to disseminating ILO's vision, principles and contributed to the application of ILO standards**, notably ILO R202 and ILO C102? To what extent has the Programme fostered **interagency collaboration in producing and disseminating knowledge**?

- 177.** The GFP has extensively mobilized efforts to generate, disseminate, and improve **knowledge**. This is reflected in the development and enrichment of guides, tools, country briefs, and applied research. Commonly used tools and guides include ISPA tools, the Informal Economy Guide, Fiscal Space Guide, WSPR, ABND, SPF Calculator, Unemployment Insurance Guide, regional COVID briefs, and Spotlight Briefs. ILO's training centre (ITC) provides specific [training on social health protection](#), designed and implemented through collaborative work within thematic areas. This training helps in disseminating new knowledge based on practical experiences.
- 178.** During the preparation for the second phase of the GFP, the Global Technical Team (GTT) made extensive indications on how existing methodologies and guides could be improved.⁸³ This ensures a continuous feedback loop for enhancement.
- 179.** Work in thematic areas has contributed to developing dedicated methodologies and tools that are also shared with other UN agencies, particularly within the Global Accelerator framework. Thematic work within the GFP has contributed to the development of methodologies and tools shared with other UN agencies as part of the Global Accelerator. This collaboration fosters a unified approach to social protection. This interagency collaboration helps in refining and disseminating new knowledge. In the thematic area of the informal economy, tools and guides have been developed in four different languages and a dedicated electronic [platform](#). The 'Fiscal Space for Social Protection: A [Handbook](#) for Assessing Financing Options' has been made available and used by around 12 countries within the GFP to guide the development of their contributory systems. A [Toolkit on Social Health Protection](#) has been prepared and is being used by partner UN agencies like WHO and UNHCR. The [Guidebook on Extending social security to workers in the informal economy: Lessons from international experience](#) is extensively used in the informal economy thematic work.
- 180.** The [GTT map](#) created since Phase 1 provides the names and pictures of all 172 national and international staff working in the countries and at HQ, by area of expertise, which is useful for internal communication and exchanges of knowledge between country level work and HQ but also for other partners working within the GFP. Complementarily, specialists and experts have access to the [Results Monitoring Tool](#) and the Country Pages, which provide information who is working on what in the different countries and to documentation (progress reports, PRODOCS, ToRs, etc.). From phase 1 to phase 2 of the GFP and as a result of recommendations, the RMT has been linked to the P&B dashboard to reduce administrative work and repetition.

⁸² ILO (2023): [Transition to Formality: Impact of the monotax scheme in Uruguay](#).

⁸³ Global Flagship Programme 1st Phase Review (2016-2020): Global Technical Team Interviews 2020, Version 1.0, 28 May 2021.

- 181.** These methodologies and guides are extensively used by the ILO for implementing GFP activities and projects, indicating their practical utility and relevance. They are part of the methods for knowledge sharing with stakeholders. A tool to structure fiscal studies is being developed for use by the UN social protection inter-agency group, [SPIAC-B](#). This indicates a strong interagency collaboration in producing and disseminating knowledge. The GFP has made efforts to manage and share generated knowledge with internal and external stakeholders, including policymakers, tripartite constituents, private sector investors, donors, development implementers, and researchers. Workshops and training sessions organised by the GFP have aimed at sharing best practices and information with Programme implementers, government officials, and community members. These sessions facilitate the dissemination of ILO's vision and principles. The Management team of SOCPRO organised KISS Cafés on various topics such as pensions, unemployment protection, and data management in 2021, and on climate change, the informal economy, or disability in 2022. These sessions are platforms for inter-regional exchanges and contribute to spreading ILO standards like ILO R202 and ILO C102. The development of dedicated methodologies and tools in thematic areas, such as the [Policy Resource Package](#) on extending social security to workers in the informal economy, has contributed to the application of ILO standards.
- 182.** The Programme's implementation at the country level has provided concrete experiences that contribute to new knowledge. For example, the Fiscal Space guide and the Toolkit on Social Health Protection have been applied and tested in various countries, generating new insights.
- 183.** At **country level**, several tools and methodologies are mentioned: actors from SEP/CNPS, INSBU and the Ministry of Health in [Burundi](#) benefited from training and the piloting of the ILO online survey on social security.⁸⁴
- 184.** In [Rwanda](#), the Programme utilizes existing methodologies and guides throughout its design and implementation, specifically tools and materials developed during phase 1. Additionally, ILO global resources are adapted to the Rwandan context (interview with ILO staff, 03/06/2024).
- 185.** In [Senegal](#), the project used tools and methodologies such as Assessment Based National dialogue (ABND), which is a process for reviewing systems based on national dialogue, and also practical diagnostic tools like the Core Diagnostic Instrument (CODI), or tools for quantifying Programme costs and defining potential sources of funding. "ILO helped carry out studies to identify the needs and set up the simplified social protection system." (interview with Government, 10/06/2024). There are other methods that the ILO uses to educate people about social protection, using CSOs, trade unions and others. The GFP also has Programme management and public work policy tools, such as the HIMO (High Intensity Labor) approach, which the ILO is trying to share with governments. The project leverages ILO tools for drafting agreements, partnership agreements, and tailored marketing and awareness-raising documents. "When it came to drafting certain documents, such as agreements and partnership agreements, we used tools developed by the ILO, as well as marketing and awareness-raising documents tailored to the needs and target audience" (interview with ILO staff, Senegal, 25/06/2024). Additionally, the TRANSFORM Programme in Senegal fosters interactivity and exchanges between country offices in Senegal and Burkina Faso, with mutual support on various tasks. Nationally, there is strong inter-agency collaboration, including a thematic group on social protection that meets monthly to share objectives and develop synergies but there are communication challenges with the GFP as it is often seen as solely an ILO HQ initiative.

⁸⁴ Plan d'action 2022/2023 du Programme conjoint OIT-SEP/CNPS.

- 186.** In [Viet Nam](#), the GFP has used existing ILO methods and guides, shared them widely through technical meetings, workshops, and conferences, and improved them based on feedback. It has also created new knowledge from local experiences. These efforts have helped spread ILO's ideas and standards, especially ILO's C102. The project has also worked with other agencies to produce and share this knowledge.⁸⁵
- 187.** In [Zambia](#), the GFP utilizes the RMT and cross-country events to disseminate knowledge and practices. The project supported the C102 campaign event and organised events like the 2023 Social Protection Week in Zambia, which was officiated by the Vice President, to raise awareness on social protection. Coalition partners, including academia, have drafted and submitted a position paper on extending social protection to the informal economy to ZIPPAR (interview with CSO, 07/06/2024). The expanded network aims to produce knowledge products for future advocacy. Despite these efforts, some interviewees noted a lack of awareness about the generated knowledge and its public dissemination.
- 188.** In [Malawi](#), the GFP is supporting the Ministry of Finance in the finalization of social protection gender guidelines that will be used for capacity building of social protection Programme implementers. The GFP has supported the development of training manuals and the training of district disability and elderly officers. The GFP has also based most of its capacity building initiatives on the TRANSFORM tools, which have been streamlined and used to train local government and central government officers on how social protection needs to be designed and implemented in the country (interview with ILO staff). The Programme has also made use of the existing pension schemes in the country to help in advocating for extended coverage for both the formal and informal sector players.
- 189.** In [Burkina Faso](#), the GFP contributed to the development of several guides and tools, including the inventory of mutual insurance companies, the CNAMU Actuarial Study, or the strategic plan of the CNAMU. All these helped to establish the legal and organizational basis of the RAMU and the social marketing plan.

Is tripartism and social dialogue being integrated in the GFP components?

- 190.** The GFP **integrates tripartism and social dialogue** through joint collaborations and work at both global and country levels. This integration is facilitated by ILO's Bureau for Workers' Activities ([ACTRAV](#)), which connects the ILO with workers' organizations globally. Some countries may be 'left out' if, for instance, they do not integrate the participation of trade unions in the discussions (interview with ILO staff, 21/06/2024).
- 191.** There are challenges in ensuring comprehensive integration of trade unions in discussions. Some countries may be excluded if they do not incorporate trade union participation in the discussions. The process of discussing projects with workers' representatives through ACTRAV is in place, but it requires more time for representatives to provide extensive comments and feedback. ILO's ACTRAV ensures that projects are discussed with workers' representatives, but this process would require more time on the part of the representatives to be able to comment more extensively (interview with ILO staff, 21/06/2024).
- 192.** Specific country experiences, like in the countries under the ILO-IMF pilot project (Iraq, Mozambique, Togo and Uzbekistan) should also be mentioned. For example, they were instrumental in bringing on board the social partners into IMF Article IV bilateral discussions with members, held usually every year.
- 193.** At **country level**, the GFP has supported tripartite dialogue through its activities. In the Occupied Palestinian Territories ([OPT](#)), the ILO and the Cash Working Group facilitated the

⁸⁵ ILO (2023): Global Flagship Programme: Viet Nam Annual Progress country Report; key informant interviews with ILO staff, social partners and MOLISA.

establishment of the Social Protection Cash and Voucher Assistance Thematic Working Group (SPCVA TWG) in 2022.⁸⁶ This group aims to enhance coherence and alignment across humanitarian, development, and government Programmemeing, highlighting the integration of social dialogue in addressing social protection needs.

- 194.** In [Burundi](#), the 2023 ministerial order established a GFP steering committee comprising representatives of the Government, employers and workers (interview with Union, Burundi Trade Union Confederation ([COSYBU](#)), 11/06/2024). In [Rwanda](#), stakeholders acknowledged that the Programme greatly supported the tripartite partners through facilitating the establishment of engagement fora, building their capacity, and enhancing frameworks for social dialogue. During interviews, it was highlighted tripartite partners are consulted for Programme activities: ‘with the Programme support, we enhanced the quality of social dialogue in different workplaces and one of the key topics mainly discussed is collective bargaining agreements (CBAs). Both employers and workers realize that effective social dialogues can address major economic and social issues, promoting stability and productivity. These dialogues are crucial in mediating conflicts and finding compromises between differing economic and social interests’ (interview with Union, Rwanda, 05/06/2024).
- 195.** In [Senegal](#), the GFP takes full account of this aspect, as the definition of the RSPC's parameters is based on a tripartite social dialogue implemented through consultation and decision-making workshops. For example, the adoption of the social security code is currently being carried out in an inclusive manner within the framework of a social dialogue between trade unions, employers and the state for almost five years. At national level, the Programme has helped to establish collaboration between social protection structures: ‘We are in the process of revising our unique social security code, which has been the subject of exchanges and discussions between workers, employers and the state to arrive at a revision that makes it possible to manage everything related to improving social justice’ (interview with Employers’ representative, 13/06/2024). “When the ILO felt that there was not good communication, good acceptance and appropriation of a decision or proposal by one of the parties, it organised a workshop to strengthen positions and re-explain the relevance of the proposals that had been made’ (interview with Government, 10/06/2024). However, more participation space is still asked by stakeholders: ‘Dialogue should take place before the budget is voted, but we are just called in to validate the budget after the financial guidelines have been defined, without any consultation on our part” (interview with Union representative, 13/06/2024).
- 196.** In [Viet Nam](#), tripartism and social dialogue are being integrated into the GFP components. The project actively involves government agencies, employers, and workers' organizations in policy consultations, capacity-building activities, and decision-making processes to ensure inclusive and collaborative approaches.⁸⁷
- 197.** In [Zambia](#), the GFP has expanded beyond the traditional ILO tripartite arrangement, emphasizing consultation with the informal economy (interviews with ILO staff, 29/05/2024, 30/05/2024). Recognizing the need to include voices not typically represented in ILO's tripartism and social dialogue, the GFP integrated views from informal economy stakeholders into the Programme. The extension of social protection has been highly consultative, involving traditional unions, the Ministry of Labour, and other partners, as well as representatives from the informal sector and organizations for the disabled. However, there is a noted gap in engaging rural communities.
- 198.** In [Malawi](#), sensitization meetings have been held with both Employers Consultative Association of Malawi and the Malawi Congress of Trade Unions led by the ECAMA to enhance

⁸⁶ ILO [Social Protection Country Pages](#).

⁸⁷ Key informant interviews with ILO staff, social partners and MOLISA.

the Social Partners knowledge on the Global Accelerator and facilitate effective engagement. The ILO supported representatives from Employers Consultative Association of Malawi and the Malawi Congress of Trade Unions to participate in an e-coaching course on social protection – Towards Responsive systems – to enhance capacity of social partners to participate in social protection Programme and policy reforms. The Civil Society Organizations' Social Protection Network engagement and partnership was strengthened with capacity building to better work with social protection stakeholders and development partners such as GIZ and FAO (interviews with ILO staff).

To which extent have the **social partners been involved in the design and implementation** of the Programme? How have **consultative processes and activities have been improved** in that regard? How and to what extent **capacity building has helped social partners to participate** in the construct of the reform of the schemes?

- 199. Social partners have been involved** in the implementation of the GFP across various countries, contributing to both the design and implementation phases. Significant achievements in involving social partners were recorded, for instance, in [Uzbekistan](#), where this kind of engagement had not happened before. The GFP's tripartite approach enabled the participation of businesses and trade unions in discussions, which was a new development for the country. 'The GFP tripartite approach opened the opportunity of participation in discussions, namely for the creation of the social protection Observatory, of the private sector which was new in the country: 'other processes tend to exclude businesses' (interview with Country employers' organization, 04/06/2024). Over six million members of 14 trade unions in Uzbekistan were engaged in drafting the national strategy for social protection (interview with Country workers organization, 14/06/2024).
- 200. Improvement of consultative processes and activities** has been sought through the GFP. The ILO has been advocating for the involvement of social partners in policy development and the work of institutions governing social security systems. There is a recognized need for more information and effort on how the Office is prioritizing capacity building for social partners.
- 201.** Despite these efforts, there are references that there has been limited assistance and technical support provided to employers' representatives. Strengthening the **capacities** of social partners is critical for their effective engagement. Strengthening the capacities of social partners is essential for their effective participation in the reform of social protection schemes. This includes providing technical support and training to enhance their ability to engage in policy development.
- 202.** At **country level**, the Programme has consulted national partners regularly. For example, in [Burundi](#), the social partners were not involved in the GFP budgeting but participate in the implementation of the Programme (interview with social partner, Burundi Employers Association ([AEB](#)), 12/06/2024).
- 203.** In [Rwanda](#), Programme staff reported that relevant stakeholders are consistently engaged in Programme activities including consultations, sector working groups meetings and tailored capacity building sessions. There is a strong sense of acknowledgment and appreciation for their active engagement and the consideration of their inputs and perspectives in the design and implementation of Programme activities. This involvement enhances stakeholders' ownership of all Programme activities and outcomes related to formulating country-specific social security schemes. 'Such involvement and engagement in Programme activities are highly beneficial for those of us working in the social security and protection sector, as they facilitate the transfer of knowledge and skills from Programme experts' (interview with Government, 13/06/2024).

- 204.** In [Senegal](#), the ILO's efforts to build capacity in social protection have been nothing short of transformative. Through intensive workshops, the ILO has empowered social partners to fully grasp the intricacies and importance of social protection, master the system's parameters, and actively participate in implementing the RSPC. The RSPC Steering Committee COFIL has been fortified multiple times on social protection mechanisms, while direct training has also reached the Board of Directors of the craftsmen's mutual and other target groups. Journalists, parliament members, and the Board of Directors of the IPM have all received specialized training to bolster their understanding and advocacy for social protection. The ILO, in partnership with the Social Protection Directorate and MSNAS, conducted a pivotal workshop in 2023 for 17 national and regional agents. This workshop equipped participants with comprehensive knowledge of the MSNAS information and management system, enabling them to effectively manage memberships, contributions, and payments via mobile phones. The 14 regional units have been set up and trained, communication tools have been distributed, and a national awareness campaign has been launched. Despite these monumental strides, challenges remain: 'there is still a lot of work to be done in terms of capacity-building, especially in terms of benchmarking' (interview with Government, 21/06/2024) and, on the other hand, 'there is training for the mutual, but there is no support for field activities, for reproducing training courses or for the general running of the mutual' (interview with Employers representatives, 13/06/2024).
- 205.** In [Viet Nam](#), capacity building has significantly helped social partners in Viet Nam to participate in the reform of social protection schemes. For example, through technical meetings or training sessions for the National Assembly, members have enhanced their understanding of social protection issues, enabling them to actively contribute to the revision of the social insurance law.⁸⁸
- 206.** In [Zambia](#), Capacity building under the GFP has significantly enhanced CSOs' contributions to social protection reforms, such as CSPR's role in revising the National Protection Policy and improving governance and community participation (interviews with CSO, with Government, 07/06/2024). The GFP and many ILO projects are designed based on recommendations from social partners, identified well before project design. Government ministries lead the implementation with support from other social partners, including workers' and employers' unions. The GFP has also involved non-traditional partners, such as associations for the disabled and informal sector associations and worked with NAPSA to extend social protection to sports and arts through engagement with the Ministry of Sports and Arts (interview with ILO staff, 30/05/2024). Social partners are fully involved in Programme implementation, and the ILO has been consultative, often incorporating stakeholders' ideas into project design and execution. Capacity building centred on evidence-based social protection advocacy has aided in policy revision and the development of national social protection implementation plans.
- 207.** In [Burkina Faso](#), to facilitate the involvement of civil society actors and representatives of workers and employers, who may lack technical knowledge of the appropriation system, preparatory meetings are often organised before decisions are made. For example, a meeting was held in Koudougou to review the financing system for premiums. Following this meeting, each organization submitted its contribution proposal in writing to the government.

⁸⁸ Key informant interviews with ILO staff, social partners and MOLISA.

Are there **factors that are constraining achieving the Programme's intended results**? If yes, how can they be mitigated?

(a) At global level

(b) At the level of interactions between country, regional and global levels

208. Some **factors are constraining** the achievement of the GFP's intended results and mitigation strategies. At **global level**, bureaucratic delays and limited information sharing stand out. Bureaucratic delays and limited information sharing with technical and financial partners have constrained the Programme's progress. For example, donors have reported not being adequately informed about the implementation and progress of the Programme, which hampers their ability to support and coordinate effectively; 'A major constraint is, however, that some technical and financial partners are not informed by the ILO about the implementation and progress of this Programme' (interview with Donors, 25/06/2024). Mitigation implies improving communication and regular updates to donors and partners, organize periodic meetings and provide detailed progress reports to ensure all stakeholders are informed and can contribute effectively. Operational and administrative constraints often point to internal bureaucratic processes and delays in project inception and fund transfers slow down implementation. In [Zambia](#), bureaucratic delays within the ILO and in external engagements hinder timely implementation (interview with ILO staff, 29/05/2024). Mitigation involves streamlining internal processes and establishing clear timelines for fund transfers and project approvals. Also, enhancing flexibility in financial procedures to adapt to changing circumstances quickly.

209. Another issue is related to limited budget and staffing. At government levels, the small portion of state budgets for social protection generally affects the Programme. In [Malawi](#), for example, there is a low prioritization of social protection Programmes, with about 5 per cent allocated to social protection budget. The GFP faces budget constraints and understaffing, particularly in areas such as communication and monitoring and evaluation (M&E). For example, in [Zambia](#), the Programme is understaffed, and the limited budget affects the pace of implementation: 'The Programme is also understaffed, lacking dedicated communication and M&E personnel' (interview with ILO staff, 29/05/2024). To improve this, the GFP will have to prioritize activities based on available resources and seek co-funding opportunities with other ILO projects; and enhance budget planning and allocation to ensure critical areas such as M&E are adequately resourced. Reliance on short-term consultants with limited in-country presence affects coordination and follow-up on Programme activities. For example, in [Rwanda](#), reliance on short-term consultants hampers quality coordination and regular engagement with government counterparts (interview with Government, Rwanda, 13/06/2024). Improvement will require employing more long-term staff for sustained engagement and follow-up and enhancing the capacity-building initiatives to ensure local staff can continue the work effectively.⁸⁹ In [Burkina Faso](#), lack of state funding is also a consequence of conflict, as most resources are directed to the security and humanitarian crisis and changing government priorities are also seen, with a shifting focus from informal economy workers to public servants due to the security crisis.

210. At the level of interactions between **country, regional, and global levels**, political instability and structural limitations are notable. Political instability and structural limitations impede the Programme's ability to provide technical support and engage at higher policy levels. For example, in [Burkina Faso](#), conflict that escalated during the implementation of the GFP is notably affecting activities, while in the [OPT](#) the situation is even more severe. In [Rwanda](#),

⁸⁹ Consultations with key informants.

the absence of an independent country office and a Head of Mission restricts high-level policy influence and advocacy (interview with ILO staff, 21/06/2024). This requires establishing stronger in-country presence where feasible and enhance collaboration with existing governmental and non-governmental structures to maintain influence and advocacy at higher levels. Coordination and follow-up challenges are also referred. Political campaigns, elections, and socio-economic changes can disrupt Programme activities and delay implementation. For example, the 2025 election campaign in [Rwanda](#) and socio-political tensions in [Senegal](#) have impacted economic activity and Programme implementation (interview with Government, Rwanda, 13/06/2024). To prevent this, the GFP needs to develop contingency plans to navigate political and socio-economic changes and maintain flexibility in Programme design to adapt to changing political landscapes and ensure continuity. In [Burkina Faso](#), several limiting factors impact the project: government and institutional instability, with the country having three ministers of social protection and three Director-General of CNAMU BF between phases 1 and 2.

- 211.** Low awareness about social protection and a weak culture of social protection also hinder the Programme's effectiveness. For example, in [Senegal](#), there is a low level of awareness among target populations and challenges related to low and irregular income, which complicate contribution collection: 'There is not much awareness among the target populations' (interview with Government, 21/06/2024). This can be improved with intensified awareness campaigns and educational initiatives to inform target populations about the benefits of social protection; by implementing incentives to encourage participation and compliance. In [Malawi](#), there are significant gaps of knowledge and skills of officers in the coordination of social protection Programmes at district and community levels (interview with ILO staff).

Can the **results and impact achieved** with each project be easily **consolidated with those of other projects** to provide a clear picture of ILO's contribution to the SDGs on social protection?

- 212.** The greatest achievements of ILO projects globally are in policy development and skills development, as highlighted by both quantitative reporting and stakeholder consultations. There is some volatility in capacity building due to factors such as staff turnover, which necessitates recurrent training to maintain skills within institutions.
- 213.** The pooled funding mechanism of the GFP contributes to **more efficient use of resources**, enhancing the overall impact of the projects. However, not all projects contributing to the GFP's results are included in its reporting. For instance, bilateral projects like the GIZ-funded project in Rwanda's light manufacturing sector ([Promoting the economy and employment in Rwanda's light manufacturing sector](#)) contribute to GFP outcomes but are not accounted for in the GFP results as they are not mainly focussed on social protection.
- 214.** At the country level, resources are generally recognized as being used efficiently given the limitations. However, there are critiques on how resource allocation could be improved to maximize impact. Donors have raised concerns about the proportion of the budget allocated to administrative and overhead costs compared to Programme activities, questioning the value for money and potential hindrance to future reinvestment.
- 215.** Government and trade union stakeholders desire improved logistics to ensure better environments for Programme activities, which could enhance the efficiency and effectiveness of resource use.⁹⁰
- 216.** The results and impact achieved with each ILO project can be consolidated to provide a clear picture of the organization's contribution to the SDGs on social protection, but several factors

⁹⁰ Consultations with key informants.

complicate this process. The pooled funding mechanism enhances resource efficiency, but the allocation of funds between administrative costs – including with the specialized staff – and Programme activities needs better balance to ensure value for money. Some projects that contribute to the GFP's outcomes are not included in the GFP's consolidated results, suggesting the need for more comprehensive reporting. Recurrent training is necessary due to staff turnover, which affects the stability and sustainability of skills within institutions. While there is general recognition of efficient resource use, stakeholders, including donors, express concerns about the proportion of resources dedicated to Programme activities versus administrative costs. By addressing these challenges through improved reporting, better resource allocation, and enhanced capacity-building efforts, the ILO can provide a clearer and more comprehensive picture of its contributions to the SDGs on social protection.

Efficiency

This section assessed the implementation efficiency, how resources have been used and reported and how these resources were managed.

Efficiency: was the management, coordination, communication and governance efficient to achieve the intended results?

What evidence is there of **cost-effectiveness** in the Programme's implementation and management? To what extent is the GFP ensuring **integrated resource management** (DC, RB, RBSA, PSI, etc.) and mobilising regular and voluntary resources? To what extent have RBSA allocations lead to the development of larger DC projects in countries? To what extent has the GFP extended/consolidated/diversified **partnerships**, including with IFIs, for both **funding and financing** purposes?

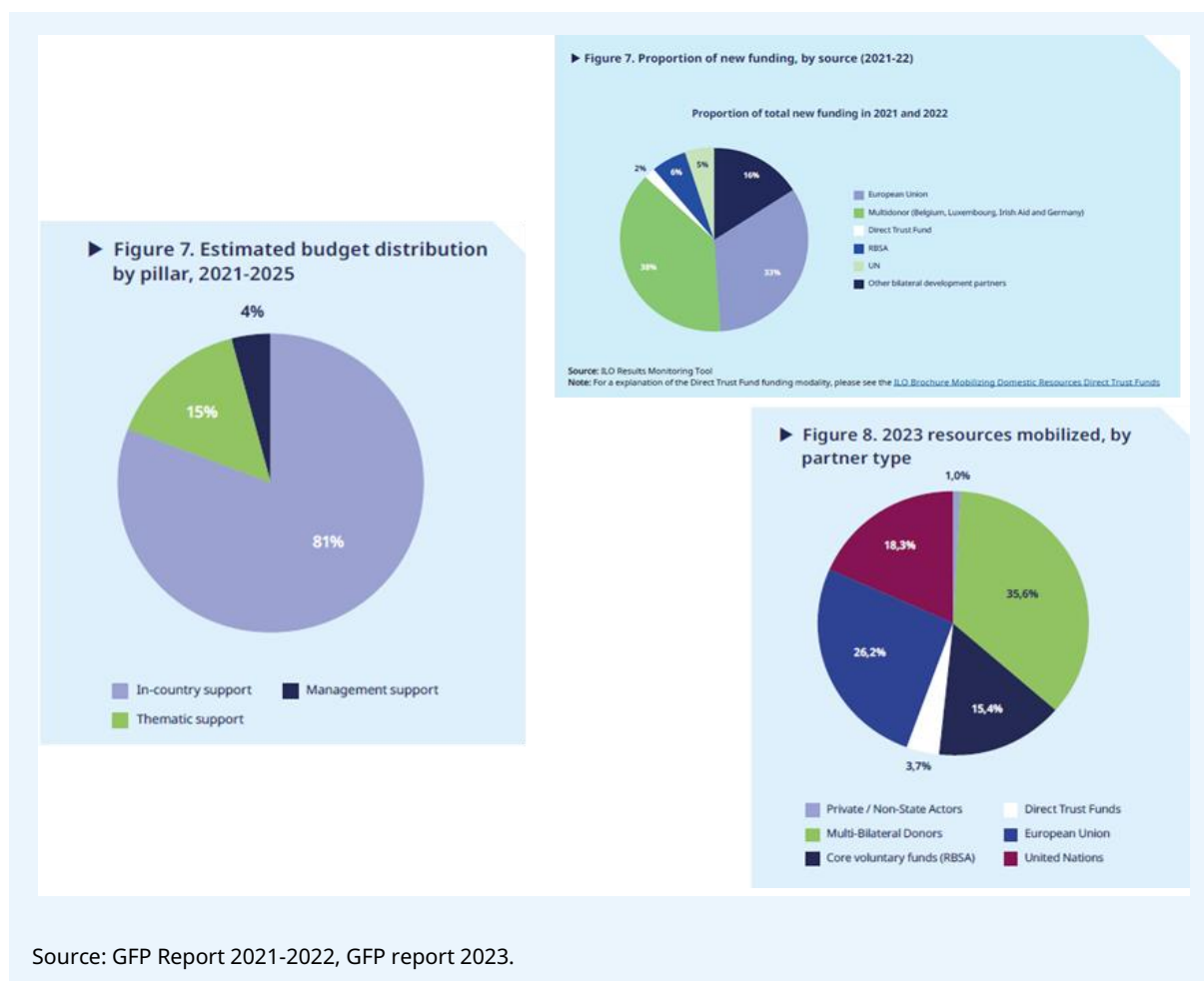
- 217.** As described above (table 5), the Programme has adopted SMART indicators from the onset and have been reporting accordingly. The GFP has achieved **high financial execution** rates, with a median of 70 per cent and an average expenditure rate of 61 per cent by the end of 2023, indicating efficient utilization of allocated funds (see Figure 6).
- 218.** All projects responded to Output 7.2. – Increased capacity of Member States to strengthen social protection systems and ensure sustainable and adequate financing and sound governance. All are classified as Tightly Earmarked and start date is 31/12/2021 (end date 31/12/2025).⁹¹
- 219.** In **Viet Nam**, the GFP demonstrated cost-effectiveness by combining field missions to reduce costs and using integrated resource management to ensure efficient use of funding from various sources. Despite limited funding, the GFP in **Zambia** achieved its objectives efficiently through strategic partnerships, resource utilization, and integration with other ILO projects and departments. Donors perceive the multidonor pooled funding as practical and easier to manage (interview with Donors, 11/07/2024).
- 220.** In terms of country-level **resource management**, countries often combine a number of projects and resource funding sources. In **Senegal**, the GFP benefited from consistent funding from Belgium, GIZ, France, and the EU, which supported the regular implementation of social protection initiatives. Diverse funding sources in **Viet Nam**, within the GFP were utilized, from the Japanese government, Australian government, and the World Bank for interrelated activities, ensuring integrated resource management.
- 221.** Extra-budgetary technical cooperation (XBTC) allocations on larger projects impact building capacity for social protection financing. For example, the EU-funded SP&PFM project under

⁹¹ Flagship Projects 2021-2023, ILO internal data.

the GFP supported analyses of social protection financing options in [Senegal](#), leading to significant policy shifts like reallocating fuel subsidies to family allowances. Regular budget staff both at HQ, namely the GFP management team and technical specialists, and at field level the DWT Social protection specialists provide support to the Programme. Most of the XBTC funds-based HQ (SOCPRO) are dedicated to the staff supporting the TSF.

- 222.** Funding for the GFP in-country support is the highest for pillar-related work, and while multi- and bi-lateral resources in 2023 are the highest, both EU and UN funding represent almost one third of the total each, too as seen in (Figure 7).

► **Figure 7. Funding for the GFP**



- 223.** Collaborations with UN agencies involve combination of funding – including from IFI’s – at the local level for activities, human resources and sometimes infrastructure and means. In [Viet Nam](#), the GFP extended and diversified partnerships by collaborating with UN agencies like UNICEF and UN Women on various social protection initiatives. In [Zambia](#), the GFP engaged in strategic partnerships with Programmes funded by the UN Joint Programme and the Global Fund, facilitating capacity building and subsidized health services for cash transfer beneficiaries.

- 224.** At **country level**, integrated resource management has had diverse results so far. In [Burundi](#), the members of the steering committee interviewed are not aware of the budget allocated to the GFP, they are also unaware of the architecture of the GFP as a whole (interviews with National Institute of Social Security (INSS), Burundi Trade Union Confederation (COSYBU) and Burundi Employers Association (AEB), 07/06/2024).

225. In [Senegal](#), the Belgium funded project within the GFP has maintained its schedule and budget, benefiting from consistent funding availability: ‘the project is financed entirely by Belgium, and the delivery of funds is regular. Support also comes from GIZ and France through multilateral partnerships and additional funding allocations to complete the implementation of the RSPC. The EU contributes by financing social protection initiatives that complement the overall scheme, including a project on social protection financing (interview with ILO staff, 13/06/2024). The EU-funded SP&PFM project under the Flagship Programme aided in analyzing social protection financing options, leading to the reallocation of fuel subsidies to the National Programme of Family Allowances (PNBSF). It also helped finalize a study on the contributory capacities of informal economy workers. An ILO staff (13/06/2024) emphasized Senegal’s efforts: “The Programme national des bourse de sécurité familiale (PNBSF) has been in place for around eight years, and Senegal is still financing it to the tune of 30 billion euros, although challenges remain, particularly in legislation and securing adequate funding for social protection initiatives”.
226. In [Viet Nam](#), the GFP has demonstrated cost-effectiveness through efficient use of resources, such as combining field missions to reduce costs. It ensures integrated resource management by utilizing funding from the Japanese government, Australian government, and the World Bank for interrelated activities. For example, funding from the Australian government has supported comprehensive situational analyses and policy dialogues in Viet Nam, helping develop inclusive social protection policies. The GFP has also extended and diversified partnerships, collaborating with UN agencies like UNICEF and UN Women on various social protection initiatives (interviews with ILO staff, 05/06/2024).
227. In [Zambia](#), despite limited funding, the GFP has demonstrated remarkable efficiency in achieving its objectives through strategic partnerships and resource utilization. Key partnerships include collaborations with Programmes funded by sources such as UNJP and the Global Fund, which have facilitated capacity building and subsidized health services for cash transfer beneficiaries. To optimize funding, the GFP engages in co-funding initiatives with other social Programmes and communicates openly with stakeholders to manage expectations. Integration with other ILO projects and departments further enhances operational outcomes. Leveraging expertise from both regional and HQ levels of ILO, as well as local capacities for consultancies, contributes to cost-efficiency and enhances project impact.
228. In [Malawi](#), the GFP engaged partnerships with a UNSDF funded joint Programme on social protection for sustainable development goals and the partnership with the GIZ on capacity building with district officials through TRANSFORM.

To what extent have **individual projects** under the GFP achieved their objectives more efficiently, due to their linkages with the GFP, compared to a situation without a GFP?

229. Efficiency achievements of individual projects under the GFP are difficult to assess quantitatively. Enhanced efficiency due to linkages with the GFP is expected and can be anticipated due to the alignment with logical frameworks and objectives and consequently the results. Individual projects have benefitted significantly from their integration within the GFP in terms of alignment with logical frameworks, objectives, and theories of change, as referred in the interviews and explicitly anticipated in the project documents. Projects are better structured and strategically aligned with the overarching goals of the GFP, which ensures coherence and consistency in their approach.
230. Despite the strategic alignment, high and increasing bureaucracy within the GFP has slowed down the implementation of activities, representing a serious bottleneck. For example, the administrative processes required by the GFP framework such as double reporting to the

RMT and the P&B dashboard can delay project operations and create the perception that project managers are not efficient. 'Bureaucracy is high and increasing, slowing down the implementation of activities and representing a serious bottleneck. It affects operations and passes the image that project managers are not efficient' (interview with ILO staff, 25/04/2024).

- 231.** A comparison with a hypothetical non-GFP scenario would point to the fact that individual projects might lack the robust strategic alignment with logical frameworks and objectives that the GFP provides. Projects might operate independently, potentially leading to inconsistencies in approach and less coherent overall impact. However, although strategic alignment is improved under the GFP, the bureaucratic processes could be less burdensome without the GFP framework. Projects might experience faster implementation of activities due to reduced administrative hurdles, though they may lack the strategic coherence provided by the GFP.

What are the **partnership** arrangements and coordination in the implementation of the Programme at various levels – national, regional and interagency (ILO, UN and other social protection initiatives)? What are the challenges in the formulation of these partnerships? What are the **results** of these partnerships and how to improve them? Are these partnerships **strategic and sustainable**? To what extent is the Programme developing **other strategic partnership** (e.g. NGOs, academia, UN) that contribute to increasing the impact of the ILO's interventions? More specifically, is the Programme managing to **leverage increased support** for rights-based social protection?

- 232. Partnership** arrangements and coordination in the implementation of the Programme at national level involve government institutions, trade unions, employers, and other development partners, especially UN agencies. At the regional level, specific partnerships are mobilized. Challenges are pointed out in the formulation of partnerships. Bureaucracy is a significant challenge, slowing down the implementation of activities and affecting operations.
- 233.** While the GFP and the ILO in general participate in several global level partnerships, some with regional and country-level representation, there are specifically regional groupings that are increasingly interested in developing their work on social protection. For example, the African Union, regional economic communities (RECs) or development banks have expressed their willingness to work more on social protection (interview with ILO staff, 04/06/2024). There are relevant regional collaborations with the Inter-African Conference on Social Insurance (CIPRES) or the [UEMOA](#) at regional level that can be potentialized too (interview with ILO staff, 25/06/2024), as well as with other regional agreements such as the [Caribbean Community \(CARICOM\)](#) on social protection, the [Ibero-American Multilateral Convention on Social Security](#), or the [Gulf Cooperation Council \(GCC\)](#). With global partners, the EU funded SP&PFM project which was implemented with UNICEF and the Global Coalition for social protection floors and the ILO-IMF pilot project in four countries (2022–2023) which is now being reconducted to eight additional countries are examples of continued promising partnerships.
- 234.** Results of partnerships are varied and regularly mentioned in the GFP reporting. Strategic improvements would involve improving communication, reducing bureaucracy, and ensuring regular engagement with all partners which can enhance the effectiveness of partnerships. Better communication and engagement strategies, as well as streamlined administrative processes, can also improve the effectiveness of partnerships. The Belgium funded project GLO/20/29/BEL in Burkina Faso and Senegal was focused on regional partnerships within the CIPRES and UEMOA networks with the aim of allowing the project to support social protection policies in West African countries and influence social protection

policies in the region. The added-value of such integration lies on the strengthening of these organizations, recuperating stagnant social protection policies, and developing synergies with other regional networks. The analysis of the level of achievement of the products at the level of the global/regional component at mid-term in 2021 shows that 28.55 per cent of the products have been achieved, 42.86 per cent are in progress and 28.50 per cent have not been achieved.⁹²

- 235.** The development of other strategic partnerships beyond the existing ones involve further engaging NGOs, Academia, and UN Agencies.
- 236.** In various **countries**, partnerships have helped leverage increased support for rights-based social protection, evidenced by collaborations with entities like NAPSA in Zambia and advocacy efforts in Rwanda and Senegal. At country level, both global and regional partnerships are mobilized to combine with country-specific partner initiatives. In **Burundi**, the ILO works within the framework of the UN system, composed of several agencies.⁹³ In **Rwanda**, the Programme is implemented through strong partnerships with government institutions, trade unions, employers, and other development partners, especially UN agencies. The ILO is an active member of the Social Protection Sector Working Group (SPSWG), led by MINALOC and co-chaired by FCDO, facilitating key dialogues and coordination on social protection issues. The project team also participates in the Sector Working Group on Private Sector Development and Youth Employment, chaired by MINICOM and the EU delegation, focusing on social protection for informal workers and intersecting with job creation. Stakeholders highly appreciate the quality of these partnerships, which involve consultations for stakeholder participation in Programme design and implementation. The partnerships enhance advocacy and systemic support through active engagement in sector technical working groups. Efficient resource allocation is achieved through co-funding activities, with notable collaborations such as those with Friedrich Ebert Stiftung and Enabel on decent work and social protection. Additionally, the partnership with the Private Sector Federation via its Imanzi Business Institute aims to build member capacity and is expected to be sustained through ongoing social dialogue and active engagement of tripartite constituents.⁹⁴
- 237.** In **Senegal**, the ILO collaborates with various Senegalese ministries, including the Ministry of Labor, Ministry of Crafts, Ministry of Employment, and Ministry of Trade. Partnerships extend to the Mutuelle Sociale des Artisans and the Chambers of Crafts and Skilled Trades. Internationally, the Flagship Programme in Senegal benefits from agreements with the European Union, Belgium, France, Luxembourg, and Germany through GIZ's 'Together towards labour reform' project. Additionally, a partnership agreement with ILO Dakar has significantly supported the operationalization of the Mutuelle sociale established under the RSPC.⁹⁵

⁹² ILO (2021): Évaluation à mi-parcours interne. GLO/20/29/BEL.

⁹³ Plan cadre de coopération pour le développement durable entre le gouvernement du Burundi et le système des Nations Unies. Réalisations des Nations Unies au Burundi, rapport annuel 2023.

⁹⁴ Consultations with key informants.

⁹⁵ ILO (2023): Global Flagship Programme Building social protection floors for all ILO. Annual report 2023; ILO (2023) Senegal Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code: (GLO/21/34/MUL). Progress Report 16/12/2022 – 30/11/2023; ILO (2023) Western Africa Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code (GLO/21/34/MUL), Progress Report, 01/01/2023 – 30/11/2023; Rapport d'évaluation à mi-parcours interne GLO/20/29/BEL Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l'économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain.

- 238.** In **Viet Nam**, the GFP has established multiple partnership arrangements and coordination mechanisms, including collaborations with UN agencies (e.g., UNICEF, UN Women), international donors (e.g., the Japanese government, the Australian government), and local organizations (e.g., VCCI, MOLISA). These partnerships are strategically positioned and sustainable, contributing significantly to achieving key results, such as the development of Resolution 42 on Social Policies and the revision of the Social Insurance Law. These collaborations have also increased support for social protection initiatives, enhancing policy frameworks and expanding coverage (interview with ILO staff, 05/06/2024).
- 239.** In **Zambia**, the GFP has forged robust partnerships to enhance its impact on social protection. Key collaborations include strong ties with the UN Joint Programme on social protection, NGOs, CSOs, and academia for project implementation. Internally, the GFP works closely with other ILO departments and externally engages with stakeholders across the social protection ecosystem, including the MLSS and MCD, to promote sustainability through capacity building. The project has facilitated capacity building among CSOs, enhancing their advocacy efforts in social protection. Coordination efforts have been commendable, fostering effective stakeholder engagement despite the challenges of managing diverse partners. Partnerships with entities like NAPSA have enabled innovative approaches such as providing low-interest loans contingent on social security registration, demonstrating a win-win approach to collaboration (interviews with ILO staff, 29/05/2024, 30/05/2024; interviews with Government, 06/06/2024, 07/06/2024, 12/06/2024).
- 240.** In **Malawi**, partnership arrangements include collaboration with UN Agencies, government departments, civil society networks, employer associations, the Reserve Bank of Malawi and the worker's bodies. Through these partnerships, the GFP was able to, for instance, create and pilot training packages focused on inclusivity for the elderly and people with disabilities with the Department of Elderly and Disability Affairs in the Ministry of Gender, Community Development and Social Welfare. Or through the partnerships with the Civil Society Network for Social Protection, provide training on budget tracking as well as an advocacy strategy. The GFP also partnered with the Government of Malawi to develop the Draft Roadmap for the Global Accelerator on Jobs and Social Protection for Just Transitions and with the Reserve Bank of Malawi to commence dialogue around social security for both the formal and informal sectors.
- 241.** In **Burkina Faso**, the Programme's implementation is coordinated through steering committee sessions, task force meetings, and stakeholder consultations. Challenges include adapting to government priorities and strategic funding planning. These partnerships have enabled co-financed activities, strengthened social dialogue, and promoted tripartism. To enhance them, it is essential to increase meetings and improve strategic planning for RAMU. The Programme also develops other strategic partnerships, such as with the Global Accelerator mechanism for formalizing the informal economy, protecting migrants in Ivory Coast, Togo, and Ghana, and receiving support from Belgium for international NGOs We Social Movements and SOLsOC in mutuality. Additionally, the Programme supports sessions of the Technical Committee of the Social Mutuality, which issues agreements to mutuals, strengthening their legal actions with the help of partners like Belgian cooperation.

Effectiveness of management arrangements

This section identifies the effectiveness of management arrangements to the achievement of Programme results, as well as unexpected positive and negative results of the Programme.

Does the Programme receive adequate political, technical and administrative **support from the ILO, ILO constituents, and donors**? Is support provided by the different levels of the organization, including the global technical facility, **adequate**?

- 242.** The Programme **receives support** from the ILO, ILO constituents, and donors, but the adequacy of this support varies across different aspects and levels of the organization. The support provided to the Programme is of three types: financial donor support, ILO capacity, and backstopping. The Legal area, for example, conducts assessments of existing national social protection legal frameworks and practices against the parameters and principles established by ILO's international social security standards to promote the ratification and application of up-to-date Conventions. It also supports the organization of tripartite workshops to validate the conclusions of such assessments, present ILO recommendations and define a road map for further action with constituents.
- 243.** Feedback from GTT specialists and experts, used to prepare the strategy for the second phase of the GFP, highlighted the need to create a Technical Support Facility (TSF).⁹⁶ The TSF can provide technical expertise in necessary areas and topics, but it does not fully cover the needs for senior management, coordination, or leadership of individual projects. Moreover, for the country projects that do not have funds to finance the TSF support, the TSF is seen as providing limited support in terms of time and country-specific expertise (interview with ILO staff, 24/05/2024).
- 244.** ILO's work with constituents, particularly governments, is primarily concentrated in labour ministries, which can pose challenges for thematic areas such as climate change, health or digitalization. However, the Global Accelerator facilitates a thematic approach to these 'non-labour' areas by mobilizing more core ministries (interview with ILO staff, 24/05/2024).
- 245.** Global initiatives like the GFP are seen by donors as better arrangements for work and funding of social protection but require significant efforts from human resources to manage projects and Programmes simultaneously and report on both (interviews with donors, interviews with ILO staff, June/July 2024). While SOCPRO provide needed support for the GFP's implementation, including compliance with ILO mechanisms and standards, there are still concerns about communication and coordination between HQ, regional, and country levels.
- 246.** Improvements have been made from phase 1 to phase 2 in terms of communication for operations within the GFP, with the [Results Monitoring Tool](#) linked to the P&B results to reduce administrative work and duplication. However, there are still issues with accessing information about projects and activities, as well as the momentary interruption of virtual meetings like the KISS Cafés (Knowledge and Information Sharing Session).

Are **administrative and financing modalities adequate** to facilitate good results and efficient delivery of the Programme?

- 247.** The administrative and financing modalities of the Programme show **both strengths and areas for improvement**. Administratively, the Programme was organised to allow for more efficient use of resources. However, there is a notable shift in donor funding from the GFP to the Global Accelerator, which could impact the Programme's financial stability.

⁹⁶ Global Flagship Programme 1st Phase Review (2016–2020): Global Technical Team Interviews 2020, Version 1.0, 28 May 2021.

- 248.** Given the funding gap reported at the end of 2023 (USD 35,975,243),⁹⁷ funding for the GFP is sought through various alternatives to bilateral funding that have been explored. The alternative funding sources, however, play a very small role in external aid globally. For instance, the Global Business Network, although discontinued in practice in 2022, included partnerships with ENI for biofuel projects and Nestlé in Latin America. [ILO/UNIQUO](#) public private partnership has had good results (interview with ILO staff, 07/06/2024).
- 249.** Despite these efforts, businesses – especially large-scale international firms – continuously seek alternatives to social protection for workers, particularly in developing countries where formal systems are not in place or have limited coverage.
- 250.** There are also indications of private sector investments in the Global Accelerator for social protection. While partnerships with the private sector, such as those with Petronas for Just Transitions and Nestlé for social protection in Mexico, have shown good results, they are often scrutinized for potential green or social ‘washing’ through corporate responsibility.
- 251.** Other sources of funding, particularly partnerships with development banks and the World Bank, have shown more sustainable possibilities. The World Bank's long-term involvement in social protection highlights the potential for effective collaboration.
- 252.** In [Burkina Faso](#), for example, key activities of the CNAMU were funded, with ongoing adjustments during phase 1. However, the financial execution rate was only 40.33 per cent, which is insufficient. This was due insufficient staffing, administrative and financial procedures, and to changes in government direction, not issues with the disbursement procedure. The Programme benefits from the expertise of specialists in the field and at headquarters, with continuous involvement and budget adjustments being made as necessary.

How effective are the Programme management arrangements in terms of **staffing**? Is the Programme able to leverage necessary expertise in the field and at headquarters?

- 253.** The Programme management arrangements, in terms of staffing, exhibit both **effectiveness and challenges** in leveraging necessary expertise in the field and at headquarters.
- 254.** The social protection Global Technical Team ([GTT](#)) is structured to cover key regions where the GFP operates, with significant staff concentration in Africa. The GTT is formed of more than 75 per cent of staff based outside of ILO HQ spanning 68 countries (including staff in 39 designated as Flagship Programme priority countries). This arrangement supports the various regions and thematic areas, and mapping, listing, and providing contacts of dedicated staff have resulted in a useful online platform.
- 255.** The Technical Support Facility (TSF), established for the second phase of the GFP, was created to increase capacity and provide timely responses to support requests in different social protection areas. It complements the expertise already available from Decent Work Teams (DWTs) and regional specialists. The TSF includes a roster of experts in areas such as health, unemployment, informal economy, legal services, actuarial services, communication, management information systems, digitalization, delivery (including Single Window Service (SWS), financing, and climate change. One challenge identified at the HQ level is to maintain the TSF positions on small funding from different field projects with their own timeline and administrative constraints, as the financial flows do not always match the timing of the requests and HR contract renewal dates.
- 256.** However, the number of staff mobilized for the Programme’s activities is considered insufficient, setting limitations on activities and the development of certain areas (see Figure

⁹⁷ ILO (2024) Building social protection floors for all: ILO Global Flagship Programme. Annual Report 2023.

8). For example, the ILO has only one staff member dedicated to environment and climate change, despite their growing importance (interview with ILO staff, 24/05/2024). While the TSF provides technical expertise, it does not cover senior management needs, country-level support, or the necessary country-specific expertise (interview with ILO staff, 24/05/2024), which is not foreseen in the project design and governance. The staff is also considered insufficient in the legal and health areas. Regional offices also face staffing constraints, with some covering more than 15 countries without senior staff in each office or country. The TRANSFORM initiative, for example, that covers the African continent, is not managed by a senior (P4 or higher) staff. The GFP could be an opportunity to decentralize the TSF expertise, allocating human resources at country levels. On the other hand, despite being a small team, since 2021 the Legal expert of the TSF has provided in-country support to the following flagship countries in this thematic area: Ecuador, Nigeria (social protection bill), Uganda (development of the National Strategy on extension of coverage), Vietnam (Social insurance), Lao PDR (revisions for next amendment of the Social Security Law and Health Insurance Law), Timor-Leste (assessment of the contributory and non-contributory SS System), Burkina Faso (Health), Togo (Law on Universal Health Insurance), Paraguay (law regulating the supervisory role of the state in retirement and pension entities), and Uzbekistan (maternity protection).

► **Figure 8. ILO social protection staff 2024**

| | Regular budget | Technical cooperation | Total |
|----------------------------|-----------------------|------------------------------|--------------|
| ILO Head Quarters (SOCPRO) | 27 | 20 | 47 |
| Regional and country teams | 37 | 103 | 140 |
| Total | 64 | 123 | 187 |

Source: GFP report 2023.

- 257.** At the **country level**, staff is generally perceived as insufficient, with more regular budget resources concentrated at HQ. Social protection encompasses nine areas: health protection, sickness, invalidity/disability, maternity, unemployment protection, pensions, survivorship, employment injury protection, and family/child support. Implementing these areas requires various technical skills, including actuarial, legal, policy, statistics, and public finance expertise. Additionally, there are specific thematic areas such as social protection for informal and rural economy workers, migrant workers, refugees and their families, crisis contexts, and domestic workers. Given the broad scope, it is not feasible to have a specialist for each area in every DWT and country office. Therefore, HQ specialists provide support in as many of these areas as possible. In [Burundi](#), the scale of tasks exceeds the available human resources (interview with Donor, 13/06/2024).
- 258.** In [Rwanda](#), while technical assistance from regional offices (ILO regional office in Tanzania and from other technical specialists from ILO Africa offices in South Africa, Senegal and Ivory

Coast) is highly valued, the understaffed ILO country office limits continuous technical support and effective stakeholder coordination.⁹⁸

- 259.** In **Senegal**, the project is managed by a coordinator and an administrative and financial assistant but is also supported by the ILO finance unit and the production unit in Dakar. In addition, the project benefits from technical support from the HQ in Geneva. Through the specialists based in Dakar, the project has a backstopper who provides the link between the head office and the Dakar team. They provide constant support to the steering and technical committees in the implementation of the project. They are fully dedicated to the implementation of the project, but if need be, the project relies on consultants on a contractual basis for themes that cannot be dealt with by the team. On the national side, there is not yet a critical mass of trained staff and operational technicians who can continue to work autonomously on this Programme on the government side. “We need to continue to support them in staff training, given the regular turnover”.⁹⁹
- 260.** In **Viet Nam**, the Programme management arrangements are effective, with a dedicated and professional team that leverages necessary expertise both in the field and at headquarters. However, there is a need for more flexibility to adapt to local partners’ needs (interviews with ILO staff, 05/06/2024).
- 261.** In **Zambia**, the GFP operates with limited staffing, relying on specialized support from HQ and the regional hub. Despite being understaffed, the project maximizes synergies in personnel and finances, particularly the Social Security and Justice manager at the Ministry of Labour and Social Security, who leads efforts supported by ILO offices, leveraging stakeholder expertise and ILO’s capacity-building initiatives.
- 262.** In **Malawi**, to reduce the staff burden, the GFP has been able to engage different partners to implement the various components of the project: government ministries of Finance and Economic Affairs, the Civil Society Network on Social Protection, the Ministry of Gender and Social Welfare and the various UN Agencies who have adequate staff to provide technical support in the implementation of the Programme. ILO has been instrumental in providing the initial capital building support so that the various staff in the agencies and government departments are able to replicate the skills and utilize them to implement the activities (interviews with ILO).

How **effective** are the **overall steering mechanisms** of the GFP? Is the **Global Technical Advisory Committee (GTAC)** **useful**? How could it be improved? Are the **Development Partners’ meetings** **useful**? How could project teams be more involved? Other areas for improvement? To what extent did the **GFP benefit from the experience of other FPs or contributed to their success** by sharing useful tools and ideas, as well as building Programmematic synergies?

- 263. Steering mechanisms** have been simplified for increased efficiency in the second phase of the GFP. However, challenges remain, particularly with the infrequent meetings of the Global Technical Advisory Committee (GTAC) and limited communication from it.

⁹⁸ Consultations with key informants.

⁹⁹ Key informant interviews; ILO (2023) Global Flagship Programme Building social protection floors for all ILO. Annual report 2023; ILO (2023) Senegal Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code: (GLO/21/34/MUL). Progress Report 16/12/2022 – 30/11/2023; ILO (2023) Western Africa Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code (GLO/21/34/MUL), Progress Report, 01/01/2023 – 30/11/2023; Rapport d’évaluation à mi-parcours interne, GLO/20/29/BEL: Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l’économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain.

- 264.** The **GTAC** was considered key to the definition and design of the second phase of the GFP. Despite its importance, it has not met as regularly as it should. The last meeting was in 2022, with the next planned for the second half of 2024, indicating a gap in regular engagement. The GTAC ‘should meet every two years but it has not since, with no reason given; the Global Accelerator steering committee meets more often, online, and has broader representation’ (interview with Workers representative, 24/06/2024). To improve the GTAC, it should meet more regularly, at least once every two years as initially intended. Increased frequency and regularity of meetings, similar to the Global Accelerator steering committee which meets more often and has broader representation, would enhance its effectiveness. Additionally, better communication and transparency, including access to annual reports or meeting minutes, are crucial for keeping stakeholders informed and engaged.
- 265.** Usefulness of **development partners’ meetings** is perceived differently, depending on the regional and country contexts. However, among donors a sentiment that they are not regularly organised or that feedback from the meetings is not shared is prevalent (interviews with Donors, June and July 2024). Such meetings would benefit from the same improvements suggested for the GTAC: increased frequency, broader representation, and enhanced communication. Project teams could be more involved by being included in steering committee meetings and discussions. Regular updates and inclusive communication channels would ensure that project teams are kept in the loop and their insights and feedback are incorporated into decision-making processes.
- 266.** Other areas for **improvement** include a needed clarification of roles. There is a perception that flagships are intertwined with the ILO Programme and Budget (P&B), making it difficult to distinguish the Flagship from specific P&B Outcomes (interview with ILO staff, 06/06/2024). Clearer distinction and communication of roles and outcomes would help. Also, enhanced communication, as mentioned. Communication from the GTAC is often limited and insufficient. Improving this would involve regular updates, transparent reporting, and active engagement with all stakeholders.
- 267.** References to other Flagship Programmes, both in the documentation consulted and provided by the interviews are rare. It would be beneficial for the GFP to actively engage in knowledge sharing and collaboration with other flagships to leverage collective experiences, share useful tools and ideas, and build Programmematic synergies. This could be facilitated through joint meetings, shared platforms for resource exchange, and collaborative projects. However, this is not frequent, as mentioned in the consultations. The GFP strategy was designed based on the “Flagship logic”, but the most recent P&B (2024–2025) proposes four Priority Action Programmes ‘to enhance Office-wide coordination and as entry points for leveraging partnerships and cooperation’ in support of the Global Coalition for Social Justice: transitions from the informal to the formal economy; just transitions towards environmentally sustainable economies and societies; decent work in supply chains; and decent work for crisis response.¹⁰⁰ The maintenance of Flagship Programmes could make this redundant, despite each one having its own focus and mobilizing specific expertise and the Flagship Programmes rely on donor project funding and the priority action Programmes are initiatives aimed at improved coordination.

How effectively does the **Programme management monitor performance and results**? Is **relevant information and data** regularly collected and analysed to feed into management decisions and communicated inside and outside of the organization? Is relevant information and data regularly collected and shared through the Results Monitoring Tool and other M&E channels of the GFP? What additional guidance/functions of the tool might be needed?

¹⁰⁰ ILO (2024): [Programme and Budget for the Biennium 2024-2025](#).

- 268.** Programme management **monitors performance and results at three levels:** Programme, project, and country. The main tool created by the GFP to assess results is the [Results Monitoring Tool](#). It is designed for sharing information about GFP projects and activities, searchable thematically and by country. Despite being user-friendly, the tool is currently not updated beyond 2021 for many countries due to manual data import processes linked to the [Decent Work Results \(DWR\) dashboard](#). This misalignment in submission timings and validation processes – that need to be made by the Programmementing units – causes delays in making results visible and available.
- 269.** Relevant information and data are regularly collected and analyzed to feed into management decisions and communicated inside and outside of ILO, as per their design. The GFP was built on relevant M&E indicators and methods for assessing results and performance, also as a result of the experience gained in phase 1. Relevant information and data should then be regularly collected and shared through the Results Monitoring Tool and other M&E channels of the GFP. Monitoring and evaluation are critically important. Further information is welcome and should be linked to the reporting on Outcome 8 ‘Comprehensive and sustainable social protection for all’ (interview with ILO staff, 03/06/2024).
- 270.** The main tool created by the GFP to assess results is the [Results Monitoring Tool](#). It has been built as a way of sharing information about the GFP projects and activities, thematically and country-wise searchable. In interviews, ILO staff mentioned that the tool was better fit for purpose for the GFP and easier to use than the [Decent Work Results \(DWR\) dashboard](#). However, it is currently not updated, particularly by country offices, with information available only up to 2021 for many countries. This is because the RMT is linked to the DWR Dashboard, which complements the reporting for the Programme and Budget (P&B) (Programme Implementation Report – PIR) but the information is not imported automatically, it has to be done manually. This connection was made to avoid the load of administrative work and also duplication of efforts. The timings for submitting information, however, are different, which makes that results communicated and reported have to go through a validation process by the Programmementing unit before the biennial reporting to become visible and available in the P&B and in the dashboard. The result is that some less than 15 per cent of the staff directly updates the RMT and only inputs into the P&B database (interview with ILO staff, 27/05/2024).
- 271.** At **country level**, in [Burundi](#) information/data on the implementation of planned GFP activities is not shared in a timely manner, and both government and social partners consider that a regular monitoring and reporting committee/unit should have been established (interview with National Institute of Social Security (INSS), Burundi Trade Union Confederation (COSYBU) and Burundi Employers Association (AEB), 07/06/2024).
- 272.** In [Rwanda](#), the Programme features a well-articulated logical framework with clearly defined outputs, outcomes/results, and impact indicators, along with corresponding targets. Regular collection and analysis of relevant data inform management decisions. The logframe underpins progress reporting from a results-based management perspective and aligns the Rwanda ILO Social Programme with broader frameworks, such as the P&B and the GFP. Programme staff and partner consultations indicate that regular performance reviews and evaluations are conducted to ensure objectives are met and issues are addressed. Quarterly review meetings with key stakeholders help update results-based monitoring tools. To enhance Programme results and performance monitoring, it is suggested to align the Programme's log frame and tools with the key performance indicators and monitoring strategies of relevant ministries.
- 273.** In [Senegal](#), Collaboration between the GFP and the ILO project financed by GIZ has made it possible to hire a monitoring and evaluation expert to monitor the progress and planning of the MSNAS's activities. This expert, who works under the supervision of the project

coordinator, is strengthening the skills of the MSNAS's managers and developing monitoring tools. In addition to this tracking table focused on the MSNAS, the project has contributed to monitor the progress made in the RSPC implementation and, as a result, in extending social protection coverage. Every three months, the project holds a meeting to bring together all the partners involved in implementing the RSPC, which enable the milestones achieved to be monitored in line with performance indicators and also identify blockages and successes. A report on each of these meetings is sent to the secretariat of the Presidency of the Republic. Among the Programme's achievements, has been its contribution to the creation of an RSPC Steering Committee (COPIL), which meets at least once a year. Data is collected and recorded via the IRIS platform, which manages all administrative and financial aspects of the project. It is also an interactive application that is a portal used by head office to interact with data management and reporting: 'the IRIS platform is quite efficient, from time to time there are blockages, but this is announced in advance (one or two days before) and there is a readjustment time, but this in no way hinders the smooth running of the project. Otherwise, we have the Social Security Inquiry (SSI), which is carried out every two or three years and serves as the basis for the global report '(interview with ILO staff, 13/06/2024).

- 274.** In [Viet Nam](#), the Programme management effectively monitors performance and results, regularly collecting and sharing relevant information and data through the Results Monitoring Tool and other M&E channels. This data is used for decision-making and improving Programme effectiveness. However, there is a need for enhanced data analysis and reporting functions to further support decision-making processes (interviews with ILO staff, 05/06/2024).¹⁰¹
- 275.** In [Zambia](#), the GFP documents outcome-level data in its reports, tabulating progress achieved clearly. Information is gathered from implementing partners during activity implementation and consolidated annually for reporting purposes. Despite lacking a dedicated M&E staff, the Programme team handles data collection, analysis, and reporting at reporting intervals. Activity-based reports are generated and submitted to ILO with each funding tranche, crucial for securing further funding. Data collection focuses on project outcome indicators and is mainly used internally and by donors. Dissemination of knowledge products such as policy briefs and advocacy events occur as they become available, without a dedicated schedule for regular dissemination.
- 276.** In [Malawi](#), there has also been support towards evidence generation from the Ministry of Finance and Economic Affairs through the PRSP to collect data related to ultra poverty in the country.

Sustainability and impact

This section identifies the expected impact of the Programme as well as unexpected positive and negative results of the Programme. This section assesses the extent to which the Programme outcomes will be sustainable, and the results potentially replicated over time.

Does the Programme have a sufficient **result/impact focus**? How could this focus contribute to the sustainability of the Programme?

- 277.** The Programme has a **sufficient result/impact focus**, demonstrated through its efforts to anchor social protection in national legal frameworks, build a culture of social protection, and focus on the financing of social protection. This comprehensive approach ensures the sustainability of institutional changes. The GFP's design as a long-term intervention,

¹⁰¹ ILO (2023): Global Flagship Vietnam Annual Progress Report.

sustained by tripartite social dialogue and partnerships at national, regional, and global level further contribute to multiply impact and assure sustainability.¹⁰²

- 278.** By aiming at anchoring social protection in national legal frameworks, building a culture of social protection, and focusing on financing of social protection, the GFP ensures the sustainability of institutional changes. The GFP's design as a long-term intervention, sustained by tripartite social dialogue and partnerships at national, regional, and global levels further contributes to multiply impact and assure sustainability.
- 279.** However, it is noted that 'the sustainability of social protection systems itself is often overlooked,' which may compromise the GFP on social protection (interview with ILO staff, 10/06/2024). While the short-term project funding poses limitations to sustainability ambitions, strategies to address the limitations need to be further advanced. More visibility of the impacts can, however, be achieved, namely by using public events. On the other hand, the preparation of communication materials like newsletters and promotional videos is also potentially leading to more effective dissemination of the Programme and of ILO's support.
- 280.** In *Zambia*, for example, through the TRANSFORM initiative, government officials in the MLSS and associations of the informal economy have been trained in social protection. There is significant ownership of social protection Programmes within CSPR, supported by capacity building initiatives such as the Single Window Initiative. Social partners are deeply involved in project implementation, extending to informal economy associations, workers' groups, and employers' organizations. The Programme's success in extending social protection to the informal economy is driven by local stakeholders, with technical and financial support from ILO. This collaborative approach ensures broad stakeholder engagement, critical for sustainability and operationalizing social protection initiatives.

To what extent is the **sustainability of individual projects linked to the principles underlying the GFP strategy**? To what extent is the sustainability of individual projects facilitated/strengthened through the GFP?

- 281.** The **sustainability of individual projects** is closely linked to the principles underlying the GFP strategy. The need for a realistic and effective exit strategy is well acknowledged and valued among the ILO team, yet the projects currently lack a robust exit strategy that takes into account the limitations of short-term project funding. This issue was highlighted in the last review of 2019, which recommended a sustainability strategy.
- 282.** Following a recommendation of the independent evaluation of the first phase of the Flagship Programme, a multi-donor pooled funding Programme was established in the second phase, but concerns remain about the continuity and sustainability of its current funding. For instance, Luxembourg has raised concerns about the GFP's ability to attract additional donors, as currently, Luxembourg and Belgium are the only donors providing pooled funding to the Programme (interview with donors, June-July 2024), although earmarked.
- 283.** Both the GFP and the Global Accelerator are perceived by donors as better arrangements for the work and funding of social protection because they converge objectives, logical frameworks, and theories of change (interviews with donors, interviews with ILO staff, June/July 2024). However, these initiatives demand significant efforts from human resources, who must manage projects and the Programme and report on both.
- 284.** The sustainability of individual projects is facilitated and strengthened **through the GFP** by providing a structured framework and pooled funding approach, which align with the overarching goals of social protection. Donors maintain specific relationships and

¹⁰² ILO (2021); [Building Social Protection Floors for All: ILO Global Flagship Programme – Strategy for the Second Phase 2021-2025](#).

geopolitical interests with certain cooperation and aid countries, contributing to continued support for the GFP through individual projects, not just pooled funding. This dual support is evident as donors express interest in participating in the Global Accelerator while also wanting to continue funding individual projects.

- 285.** However, some long-term funding for specific projects and regions/countries may not continue as funding is likely to be directed to the Global Accelerator, which does not include work in social health protection. For example, Belgium's funding for social health projects in the DRC or Luxembourg's decade-long funding for social health protection in Asia might be at risk (interview with ILO staff, 30/05/2024). This raises questions about the sustainability of the GFP and the social health protection area and the continuity of human resources in the implementation countries.

To what extent has it been possible to achieve **tripartite involvement in and thus ownership** of the Programme? To what extent have **workers and employers' organizations been associated to the Programme**? And has the Programme **increased their involvement in the design and operations of national social protection systems**?

- 286.** Tripartite involvement has been a fundamental aspect of the Programme's design and implementation, as mentioned in the section on Effectiveness of Management. This involvement has been transversal, contributing significantly to prolonged ownership. The GFP has significantly improved governance, practices, attitudes, technical capability, and the supportive environment at local and national levels. Collaboration among all stakeholders responsible for the Programme enhances ownership, although the efficacy in terms of the long-term viability of Programme activities has remained somewhat difficult to determine at mid-term.
- 287.** Workers and employers' associations have been closely involved in the Programme, as emphasized during the consultations held. Their involvement has been critical in ensuring that the Programme aligns with the needs and priorities of social partners. However, there have been mentions of a lack of participation in GTAC meetings, indicating areas for improvement in engagement practices.
- 288.** The Programme has **increased the involvement** of workers and employers' organizations in the design and operations of national social protection systems. The design of phase 2 included strong involvement of social partners, though it was noted that they did not have much time to comment on the strategy and should have been involved earlier. Despite this, the overall impact of their involvement has been positive, contributing to a more inclusive and representative development process for social protection systems.
- 289.** Although there is little doubt that the Programme has had a large beneficial impact, maintaining these benefits after it has ended can be challenging, with key factors needing consideration to ensure sustainability.
- 290.** At **country level**, the **Burundi** Employers Association (AEB) and the Burundi Trade Union Confederation (COSYBU) are associates of the National Committee for Social Dialogue on an equal footing with the Government. The GFP also foresees the participation of both partners in the steering committee. The management (board of directors) of social security institutions is also entrusted to this tripartism (interview with social partners, Burundi Employers Association (AEB) and the Burundi Trade Union Confederation (COSYBU), 07/06/2024).
- 291.** In **Rwanda**, stakeholders recognized that the Programme was successful in supporting the establishment of tripartite forum, understanding their respective roles and responsibilities around the design and implementation of national social security policy. The increased engagement of tripartite members organizations has been instrumental in shaping the

national social protection systems, fostering a collaborative approach in fora such as social dialogue between employers and workers, all those gradually enhance the effectiveness and sustainability of social security and protection initiatives' (interview with Employers representative, 04/06/2024).

- 292.** In [Senegal](#), all the strategies for the project were developed with active participation from workers' and employers' organizations. These organizations were involved even at the design stage, providing input for the validation of project documents through the COPIL. But while participation is sought, some refer that 'The implementation of all ILO strategies is thoroughly studied before they are carried out, but it is not sure the relevance on the ground: is this social protection floor really involving nationals?' (interview with Government, 10/06/2024). To ensure sustainability of the Programme through the establishment of the RSPC and MSNAS, the ILO has implemented skill transfer systems and provides ongoing support to national stakeholders. The implementation is regularly monitored with active participation from trade unions, employers' organizations, and the Ministry of Labor. 'The crafts sector was chosen for the pilot phase to test this social protection Programme in the informal sector, through the setting up of the National Social Mutual for craftsmen in Senegal. The National Union of Craft Chamber Presidents was also involved. We need to institutionalize the project to ensure its continuity. Craftsmen are joining little by little, and they need to be made more aware' (interview with Government, 10/06/2024) The General Secretary of the National Employers' Council highlighted the need for ongoing training, saying, "we need to maintain the tripartite approach" (13/06/2024).¹⁰³
- 293.** In [Viet Nam](#), the Programme has achieved significant tripartite involvement and ownership, actively involving workers' and employers' organizations in its activities. These organizations have been closely associated with the project, participating in policy consultations and capacity-building initiatives. The project has increased their involvement in the design and operations of national social protection systems, fostering a collaborative approach to social protection reforms (interviews with Employers representatives, 07/06/2024; and Government, 05/07/2024).
- 294.** In [Burkina Faso](#), tripartite participation was achieved through the representation of tripartite actors in the Programme's steering committee and by consulting them before government decision-making. Each tripartite actor was consistently asked to provide written opinions. Workers' and employers' organizations were involved in the project through their unions, which were represented in the meetings and associated with training and materials. This approach allowed them to contribute to the design and operation of the Universal Health Insurance Scheme.

Does the Flagship Programme promote "social sustainability" of national social protection systems through the **application of ILO guiding principles** and notably: (1) involvement of social partners and civil society in policy design and implementation of national social protection systems; (2) search for national consensus building on national social protection strategies?

- 295.** The GFP **promotes social sustainability** by involving social partners and civil society in the policy design and implementation of national social protection systems, aligning with ILO guiding principles embedded in international labour standards. In most cases, the Programme effectively involves social partners and civil society in policy design and

¹⁰³ Key informant interviews; ILO (2023) Global Flagship Programme Building social protection floors for all ILO. Annual report 2023; ILO (2023) Senegal Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code: (GLO/21/34/MUL). Progress Report 16/12/2022 – 30/11/2023; ILO (2023) Western Africa Global Flagship Programme on Building Social Protection Floors for All – phase II. Project Code (GLO/21/34/MUL) Progress Report -01/01/2023 – 30/11/2023.

implementation, with stakeholders confirming that the ILO provides necessary capacities, information, and tools to implement social protection schemes effectively. The GFP promotes 'social sustainability' by applying ILO guiding principles, actively involving social partners and civil society in policy design and implementation.

- 296.** But while the tripartite participatory model of the ILO informs the GFP and its activities, it does not systematically include other societal voices that can contribute to social protection policies in all countries where it is implemented.
- 297.** The GFP seeks national consensus on social protection strategies through robust consultative processes, fostering broad-based support and collaboration among stakeholders. The GFP's contribution to social sustainability and poverty reduction through the involvement of social partners and civil society in policy design and implementation cannot be underestimated. It materializes ILO's normative mandate and serves as a vehicle for a long-term approach to social protection and for broad national ownership, moving beyond emergency or short-term interventions focused on cash transfers or aid. However, maintaining the benefits of the Programme after it has ended can be challenging, and the long-term viability of Programme activities remains somewhat difficult to determine at mid-term. Key factors, including ongoing compliance and the pricing of social security services, are critical for sustainability beyond the project's duration. In many country contexts achieved levels of compliance with social protection and security standards can easily be reverted by political instability and/or changes and economies' performance in contexts of national and international changes can impact countries' ability to secure the sustainability of achieved progresses.
- 298.** At **country level**, in **Burundi**, while the tripartite participatory model of the ILO informs the GFP and its activities, it does not encompass systematically other voices of the society that can contribute to social protection policies. In Burundi, despite the recognition by partners AEB and COSYBU of the application of Convention 144 on tripartite consultations relating to international labour standards, civil society finds itself excluded from discussions (interview with Union, Fédération burundaise des travailleurs de l'agriculture (FEBUTRA), 11/06/2024).
- 299.** In **Rwanda**, the Programme effectively supports social sustainability by involving social partners and civil society in policy design and implementation of national social protection systems. This support has been acknowledged during consultations with stakeholders, who affirmed the relevance and quality of ILO Social Protection Programme support to the tripartite constituents (MIFOTRA, RSSB, the Private Sector Federation, the Rwanda Workers' Trade Union Confederation (CESTRAR), MINECOFIN, and MINALOC). All five stakeholders consulted confirmed that the ILO ensures these constituents have the necessary capacities, information, and tools to effectively implement social protection schemes. This includes the extension of social security to the informal sector and unemployment protection schemes, with a recognized need for sustainable financing of these initiatives.
- 300.** In **Senegal**, the validation of the national social protection strategy involved all stakeholders, achieving consensus. In line with the guidance provided by Recommendation No. 202, Senegal has implemented mechanisms like the RSPC and the development of the SNPS. The Programme document emphasized tripartite social dialogue through consultation and workshops led by the tripartite steering committee to set scheme parameters. 'The principle is that it is the State's primary responsibility to organize the social protection system and its financing. The State must guarantee solidarity in financing. There is no sustainability if they are Programmes supported by projects with a limited lifespan' (interview with Employers' representative, 13/06/2024). In **Viet Nam**, the GFP promotes 'social sustainability' of national social protection systems by applying ILO guiding principles. It actively involves social partners and civil society in policy design and implementation, ensuring their voices are heard and integrated. The Programme seeks national consensus on social protection

strategies through robust consultative processes, fostering broad-based support and collaboration among stakeholders. These efforts contribute to the stability and effectiveness of national social protection systems (interviews with social partners, 07/06/2024, 10/06/2024; and Government, 05/07/2024).

- 301.** In [Zambia](#), the GFP promotes social sustainability by involving a wide range of partners such as CSOs, academia, government bodies, organizations for the elderly, informal sector associations, and associations for people with disabilities (interviews with ILO staff, 29/05/2024, 30/05/2024). These partners are engaged in policy review processes and project implementation, fostering ownership and sustainability. The inclusion of all social partners in the project ensures ownership and sustainability of social security initiatives, particularly for the informal sector. Ongoing compliance and pricing of social security services are critical factors for sustainability beyond the project's duration (interview with Government, 12/06/2024).
- 302.** In [Malawi](#), the GFP engaged mostly with already existing government and civil society structures, such as the gender officers and community development officers in all the districts to spearhead the inclusion of the disabled and the elderly in social protection initiatives. It has further facilitated engagement meetings with the District commissioners and the Directors of the targeted ministries to streamline inclusive social protection for vulnerable individuals within the District Assemblies and Councils: 23 out of 25 district councils have been covered with inclusive social protection Programmes. The Programme has also engaged Magomero college to integrate social protection in their Diploma curriculum using the TRANSFORM concepts and has supported its institutionalization as part of its curriculum development. The GFP also supported the capacity building of lecturers /instructors to facilitate the rolling out of curriculum to government and civil society partners. There has already been expression of interest from UN organizations such as UNICEF to partner with the Magomero college to facilitate the finalization of the curriculum.
- 303.** In [Burkina Faso](#), the universal health approach promotes the “social sustainability” of national social protection systems by applying ILO guiding principles: involving social partners and civil society in designing and implementing national social health protection policies; seeking national consensus on strategies for national social health protection.

▶ 6. Conclusions

Relevance and coherence

Conclusion 1. The second phase of the GFP **strongly aligns with the ILO's mandate** related to the Policy Outcome on Social Protection, the Decent Work Agenda, and the ILO's Development Cooperation Strategy. This alignment is evident in the GFP's adherence to ILO conventions and recommendations, such as the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the Social Protection Floors Recommendation 2012 (No. 202). The GFP supports the development of comprehensive social protection systems that contribute to achieving Sustainable Development Goals (SDGs), particularly targets 1.3 and 3.8, by focusing on universal social protection and health coverage. The GFP also creates synergies with other ILO policy outcomes, leveraging the Decent Work Agenda to integrate social protection with employment policies, social dialogue, and transitions from informal to formal economies.

Furthermore, the GFP interfaces with the Global Accelerator on Jobs and Social Protection for Just Transitions by contributing to the formulation and design of the Global Accelerator. This collaboration aims to mobilize funding and support countries in building universal social protection systems. However, coordination with the Global Accelerator requires further clarifications on how it is processed and dissemination among staff to avoid overlaps and ensure efficient resource use. While donors and stakeholders recognize the importance of creating synergies between the two initiatives, they emphasize maintaining distinct identities to optimize their impact on global social protection systems.

Conclusion 2. The GFP **responds effectively to the recommendations from the ILO field operations and structure and Development Cooperation review** by providing a coherent structure for ILO interventions. It adopts a results-based management approach and assigns dedicated roles to ensure a well-coordinated approach to delivering services at the country level. The GFP has supported capacity development services, knowledge management tools, and a results monitoring framework to enhance its effectiveness and efficiency. These efforts align with the criteria for identifying and formulating ILO Flagship Programmes, ensuring that interventions are relevant and contribute significantly to social protection goals and the SDGs.

Despite these achievements, challenges remain in funding and coordination with the Global Accelerator, which is more attractive to funders. Improved visibility and communication of the GFP's strategic importance to donors, constituents, and partners are necessary and the Programme should take advantage of the visibility and attraction of the Global Accelerator, as well as of the opportunities to work with non-traditional partners by positioning itself as a necessary complement to the Global Accelerator. Improved regional dialogue and thematic exchanges are also necessary to address specific regional needs and interests. The GFP's structure allows for flexibility and responsiveness to emerging needs, but continued attention is needed to avoid potential overlaps and ensure efficient coordination with the Global Accelerator.

Conclusion 3. The GFP is **well-aligned with ongoing international trends** in social protection, demonstrating coherence with national and international development frameworks. It has effectively adapted to developments and emerging priorities, such as the COVID-19 crisis, climate change or the informal economy, maintaining high alignment with the SDGs, UN initiatives, the multilateral system and global partnerships. The Programme's structured approach and focused thematic areas ensure that its objectives and targets are realistic and achievable.

The GFP has integrated gender, non-discrimination, and inclusion of people with disabilities into its strategic framework, aligning with the SDG commitment to leave no one behind. It addresses these issues through strategic planning, collaborative projects, and knowledge-sharing sessions. However, limitations in human resources hinder the full realization of its goals: despite notable increases from phase 1 to phase 2, more staff is needed in-country and emerging and consolidating areas of expertise require more capacity. The GFP's efforts in climate change and Just Transition are comprehensive, but the Programme needs more resources to expand its impact in these areas. Emergent global preoccupations, such as prolonged conflict or post-conflict social protection also require increasing integration into the Programme.

The GFP has also effectively learned from previous ILO support and the first phase of the GFP, implementing recommendations to refine strategic frameworks, improve communication and coordination, and enhance capacity building. Practical adjustments based on past experiences have allowed the GFP to better address emerging challenges and ensure the relevance and effectiveness of its interventions. However, maintaining effective communication and knowledge-sharing initiatives requires sustained attention and resources.

Effectiveness

Conclusion 4. The GFP is making **substantial strides towards achieving its defined objectives and expected outputs**, both qualitatively and quantitatively. Between January 2021 and March 2023, the GFP recorded notable quantitative results, including contributing to 105 institutional changes across 40 countries and to extending social protection coverage to 31.3 million people. These institutional changes nearly doubled the initially set ambitions for Step 1, and targets for Steps 2 and 3 were successfully achieved. The Programme's efforts in the first phase (2016–2021) laid a robust foundation, improving social protection coverage for 25 million people across 21 countries. In the second phase, the focus on social protection floors in 50 target countries, knowledge development across 16 thematic areas, and strengthening strategic partnerships have yielded considerable achievements, with 7 out of 20 countries considering the process of ratifying Convention No. 102 since 2021 having done so.

While the overall performance is positive, there are areas where improvements are needed, particularly in reporting clarity and coordination, namely by presenting disaggregated results in the annual reports and more easily searchable results in the RMT. For instance, the Thematic Areas' online pages and annual GFP reports do not disaggregate results by specific indicators, instead presenting qualitative information and selected country cases. This lack of detailed reporting can obscure the precise impact and progress of specific projects. Nonetheless, the midterm evaluations of individual projects, integrated with the midterm evaluation of the GFP, show highly satisfactory results, indicating that the GFP is on track to meet its ambitious goals despite the need for better attribution of results due to simultaneous implementation of linked projects.

The high execution rates, with a median of 70 per cent by the end of 2023, and specific projects like GLO/22/31/IRL achieving a forecasted 86 per cent delivery rate, underscore the Programme's efficiency in utilizing allocated funds. However, the need for better coordination and clarity in reporting remains. Addressing these areas will further solidify the GFP's impact and ensure that it continues to meet and exceed its ambitious objectives and outputs.

Conclusion 5: The GFP has **significantly contributed to and benefited from cross-country policy and technical advice**, particularly through South-South collaboration. This approach has proven invaluable in enhancing learning opportunities, sharing best practices, and developing robust social protection systems. For instance, Uzbekistan's exploration of various revenue sources for social protection obligations was informed by Uruguay's monotax system, showcasing the practical benefits of international experience sharing. Similarly, Rwanda's Programme design

and implementation have been enriched by cross-country policy advice, facilitating the integration of social protection with sustainable graduation and social security pensions.

Emerging thematic areas such as climate change, gender-responsive social protection, health coverage for the informal economy, disability inclusion, conflict or innovative financing models highlight the need for the ILO to continue building its technical capacities. The importance of social protection for informal economy workers is increasingly recognized, driven by the significant size of the informal economy globally. High levels of informality are a major reason why developing countries lack adequate domestic resources, emphasizing the need for increased effort and priority in this area. Gender-responsive social protection is also emerging as a critical area within social protection policy, with examples from Viet Nam and Rwanda indicating a growing need for policies that address gender-specific vulnerabilities.

The GFP's ability to adapt to emerging thematic areas and leverage cross-country collaboration underscores its effectiveness in meeting the evolving needs of its constituents. By focusing on building technical capacities in these areas, the GFP can ensure it remains responsive to new challenges and continues to support the development of inclusive and sustainable social protection systems. This adaptability and focus on emerging themes will be crucial for the GFP's continued success and its ability to make a meaningful impact on social protection globally.

Efficiency

Conclusion 6. The GFP has demonstrated **significant cost-effectiveness** in its implementation and management, particularly through the use of integrated resource management and strategic partnerships. The Programme has achieved high financial execution rates, with a median of 70 per cent and an average expenditure rate of 61 per cent by the end of 2023, indicating efficient utilization of allocated funds. In countries like Viet Nam and Zambia, the GFP has combined field missions for different projects and leveraged strategic partnerships to reduce costs and ensure efficient use of diverse funding sources. This approach has facilitated the achievement of objectives even in the face of limited funding, showcasing the Programme's ability to maximize resource utilization.

The use of XBTC allocations has been pivotal in building capacity for social protection financing, leading to the development of larger DC projects in countries such as Senegal. For example, the EU-funded SP&PFM project under the GFP has supported significant policy shifts, such as reallocating fuel subsidies to family allowances, by providing technical assistance. This EU funding complemented XBTC allocations from France and Belgium, highlighting the impact of integrated resource management. Additionally, the GFP's collaborations with UN agencies have further extended and diversified funding sources of projects, ensuring sustainable financing for social protection initiatives. These partnerships have been crucial in mobilizing regular and voluntary resources, contributing to the Programme's overall efficiency.

Despite these achievements, there are challenges related to high and increasing bureaucracy in certain aspects, which can delay operations and create perceptions of inefficiency. The challenges include communication and coordination among headquarters, regional, and country levels, which requires extra effort from staff to keep both the RMT and the Decent Work Results (DWR) dashboard up to date, necessitating validation from the Programmemeing units. Additionally, staffing at the country level is often insufficient, leading country offices to rely on contractual consultants for specific themes. This reliance introduces additional bureaucratic layers into the hiring process and additional time and resources for consultants' supervision, further complicating and delaying operations. Addressing these bureaucratic hurdles is essential to enhance operational efficiency further. Nonetheless, the strategic alignment provided by the GFP ensures coherence and consistency in the approach of individual projects, which is a significant

advantage over a hypothetical non-GFP scenario where projects might lack such robust strategic alignment.

Conclusion 7: The GFP has **established comprehensive partnership arrangements** at national, regional, and interagency levels, significantly contributing to the achievement of its objectives. At the national level, partnerships with government institutions, trade unions, employers, and other development partners, especially UN agencies, have been crucial. Regional collaborations with entities such as the African Union, CIPRES, UEMOA, and CARICOM have also been instrumental in enhancing social protection policies and systems at regional level. These partnerships are strategic and sustainable, providing a solid foundation for continued advocacy, operational support, and systemic improvements.

Challenges in the formulation and implementation of these partnerships, particularly related to bureaucracy, have been noted. Bureaucratic processes can slow down the implementation of activities and affect operations (for example, assignment of staff to participate in the joint activities and/or develop joint products). To improve the effectiveness of partnerships, better communication and engagement strategies, as well as streamlined administrative processes, are necessary. Regular engagement with all partners and enhanced communication can mitigate these challenges, ensuring that partnerships continue to support the GFP's objectives effectively.

The GFP has successfully developed additional strategic partnerships with NGOs, academia, and UN agencies, contributing to the increased impact of the ILO's interventions in rights-based social protection. These partnerships have facilitated knowledge sharing, capacity building, and advocacy efforts, enhancing the overall impact of the GFP. For instance, in Viet Nam and Zambia, collaborations with UNICEF, UN Women, the UNJP, and the Global Fund or with civil society in Malawi have provided valuable support for various social protection initiatives. By continuing to develop and strengthen these strategic partnerships, the GFP can ensure sustained progress and increased impact in promoting comprehensive and sustainable social protection systems globally.

Effectiveness of management arrangements

Conclusion 8: The **management arrangements of the GFP receive political, technical, and administrative support** from various levels of the ILO, ILO constituents, and donors, but the adequacy of this support varies. Financial donor support, ILO capacity, and backstopping are critical. Donor financial contributions are essential for both pooled funding and individual projects. ILO constituents provide the institutional support necessary to implement activities. ILO departments provide the necessary support to the conduction of the Programme: for example, the legal area assesses the extent to which the national legislation and practice align with ILO up-to-date ILO social security standards. However, the Technical Support Facility (TSF) does not provide the needed country-level senior management, coordination, and country-specific expertise, as most staff are not based in-country. The aim of the TSF is to support country-level work with punctual expertise in specific technical areas only and not country-level senior management and country-level work coordination, which is the purview of the country offices. While expertise can be solicited, it is often provided on a temporary basis. Additionally, the Global Accelerator, while facilitating thematic approaches and activity implementation in areas common to the GFP, introduces challenges – which can be an opportunity – when collaborating with institutions outside the ILO's typical partners (labour ministries, social security bodies, ministries overlooking social protection and health, and with workers and employers' organizations), as other UN agencies have their own constituencies. Despite improvements from phase 1 to phase 2, such as linking the Results Monitoring Tool to Programme and Budget results, accessing up-to-date project information remains a challenge. Enhanced communication and coordination between headquarters, regional, and country levels, along with maintaining knowledge-sharing

initiatives like the KISS Cafés, are essential for improving management effectiveness and ensuring adequate support.

Conclusion 9: The administrative and financing modalities of the GFP exhibit both strengths and areas for improvement. The Programme's organization, multidonor arrangements, and efforts to streamline the administrative processes, reporting and evaluations have allowed for more efficient use of resources. The GFP is key to create and strengthen national social protection institutional bases, which are fundamental for the Global Accelerator to achieve its objectives. However, the possible shift in donor funding from the GFP to the Global Accelerator poses a risk to its financial stability. While funding is secured until 2025 and alternative funding explored, private sector partnerships have to be further engaged for improved sustainability. Successful collaborations, such as with Petronas in Indonesia or Nestlé in Mexico, require regular scrutiny to avoid green or social 'washing.' Sustainable partnerships with development banks, [SPIAC-B](#) and the [USP2030](#) show promise. Past successful partnership with the EU on the SP&PFM project – jointly implemented with UNICEF and the Global Coalition for social protection floors – are also good examples to replicate. The Swiss development support to P4H, which funds from a single envelope ILO, WHO and GIZ is another example. New multi-stakeholder partnerships such as the [Digital Convergence initiative](#) are also promising. Continuous evaluation and adjustment of administrative and financing modalities are needed to ensure efficient Programme delivery. Prioritizing sustainable funding sources, strengthening long-term partnerships, and clarifying roles relative to the Global Accelerator will help avoid overlaps and maintain financial stability. Enhanced communication and information with donors and stakeholders are crucial for ongoing support.

Sustainability and impact

Conclusion 10. The GFP has established a **strong focus on results and impacts**, which is critical for the sustainability of the Programme. The GFP emphasizes embedding social protection within national legal frameworks to ensure sustainability and resist policy reversals. By anchoring social protection in laws, the GFP fosters long-term commitments from governments. It also builds a culture of social protection through strategic communication efforts, increasing public understanding and support. The mentioned partnerships, such as the one with the IMF on social protection financing that has evolved from four pilot countries (Iraq, Mozambique, Togo, and Uzbekistan) into a second phase with eight countries is a very encouraging one in terms of sustainability. However, the Programme needs to continue to enhance its focus on the long-term financial and operational sustainability of social protection systems. Developing comprehensive sustainability strategies based on ILO's normative mandate and robust exit strategies for time-limited projects will ensure complementarity with other on-going and future projects. Enhanced visibility through public events and strategic communication can further strengthen the Programme's sustainability.

Conclusion 11: Tripartite involvement, a core principle of the GFP, **significantly contributes to the Programme's sustainability** by ensuring the active participation of governments, employers, and workers in the design and implementation of social protection systems. This inclusive approach fosters ownership among all stakeholders, which is crucial for the long-term viability of social protection initiatives. In countries like Uzbekistan, the tripartite approach has facilitated the inclusion of businesses and trade unions in policy discussions, which did not exist before, leading to more robust and inclusive social protection strategies.

The GFP has successfully increased the involvement of workers' and employers' organizations in national social protection systems. This involvement ensures that the systems are designed and operated in a way that reflects the needs and priorities of these critical stakeholders. For instance, in Rwanda, the establishment of tripartite forums has been instrumental in shaping national

social protection policies, fostering a collaborative approach that enhances the sustainability of these initiatives. Similarly, in Viet Nam, the active participation of workers' and employers' organizations has led to significant contributions to policy consultations and capacity-building initiatives.

However, challenges remain in ensuring comprehensive and effective tripartite involvement. In some instances, there have been mentions of a lack of participation in key meetings, such as the GTAC foreseen biennial meetings, indicating areas for improvement in engagement practices. Additionally, while the Programme's design included strong involvement of social partners, there were instances where these partners felt they should have been involved earlier in the process. Addressing these challenges by enhancing the mechanisms for early and continuous involvement of social partners can further strengthen the sustainability and impact of the GFP. Ensuring ongoing training and capacity-building for these organizations will also be critical to maintaining their active participation and contribution to national social protection systems.

Cross-cutting policy drivers per ILO project evaluation

Gender issues assessment

A summary assessment of gender issues points to the Programme increasingly integrating gender approaches, activities and monitoring of gender-related results in the Programme. Gender as a cross-cutting aspect of the Programme is clear in the Programme and projects' design, and reporting is gender-disaggregated. A pertinent budgetary dedication regarding gender data was taken into consideration for phase 2, to use GFP gender generated data in ILO's reporting in a more visible way. The mid-term evaluation suggests that the Programme has made **significant contributions to addressing gender and inclusion-related concerns**.

Although the Programme has generally achieved progress in raising awareness of issues pertaining to gender and inclusion, difficulties and inequalities nevertheless persist in the countries where the GFP is being implemented. It will take ongoing work to guarantee that inclusivity stays at the forefront and that the message that everyone can benefit from the Programme, regardless of gender, age, or disability status is clearly communicated and informs Programmemeing and implementation.

Tripartite issues assessment

A summary assessment of tripartite issues analyzed in detail in the evaluation Findings, Conclusions and Recommendations points to a strong embeddedness of ILO's work within government work and implementation of the GFP and engagement of social partners in this joint work. Employers and Workers' organizations are engaged through the appropriate focal persons at ILO HQ and at country level but call for more information and clarification not only about the GFP but in particular its relationship with the Global Accelerator.

International Labour Standards Assessment

A summary assessment of international labour standard (ILS) issues relevant to the Programme and its evaluation points to no further indications to be made beyond the mentioned continued alignment of the Programme to ILO's DWCP and Decent Work principles. The work of the GFP is in-line and promotes the international labour standards.

Environmental sustainability

A summary assessment on how environmental sustainability is built into ILO's work under review points to a relevant expansion of the GFP to environmental areas and concomitantly of further alignment of ILO to this thematic area.

Capacity Development

Staff and constituents' capacity development at individual, organizational and system level is a core guiding principle of ILO's GFP, and the midterm evaluation found that improved capabilities are a result of the Programme.

▶ 7. Lessons learned (LL) and emerging good practices (GP)

LL1. Survey insights for future phases. A survey conducted in 56 countries in 2020 provided valuable insights that informed the design of the second phase of the GFP. This approach can be similarly applied to prepare for phase 3, ensuring that the Programme continues to evolve based on comprehensive, global feedback.

LL2. Enhancing focus on knowledge goods. The ILO can further refine its efforts in creating and disseminating knowledge products, particularly by strengthening the interconnections between data portals and platforms. These should be made more relevant to thematic areas, Programmes, and the Decent Work focus. While the Results Monitoring Tool is tailored to respond directly to the GFP, the DW Dashboard offers a more comprehensive scope. A balanced approach is needed to harmonize and improve both databases. The integration and digitalization of data have proven to be crucial in supporting the implementation of projects and Programmes.

GP 1. Gender and vulnerability data utilisation. The availability of gender and vulnerability data has allowed the Programme to make significant strides in addressing gender and inclusion-related concerns. The mid-term evaluation indicates notable contributions towards these areas. However, while progress has been made in raising awareness about gender and inclusion issues, challenges and inequalities persist. Continued efforts are necessary to ensure that inclusivity remains a priority, enabling all individuals, regardless of gender, age, or disability status, to benefit from the Programme.

► 8. Recommendations

Relevance and coherence

Recommendation 1. Enhance coordination and clarity between the GFP and the Global Accelerator. Specific activities to achieve this include organizing joint planning workshops and meetings to facilitate joint planning and strategy workshops involving key stakeholders from both the GFP and the Global Accelerator. These workshops and meetings should aim to clarify roles, responsibilities, and areas of focus to avoid overlaps and ensure efficient use of resources.

On the other hand, there is a need to develop a coordination framework. Create a comprehensive coordination framework that outlines the interaction and synergies between the GFP and the Global Accelerator. This framework should include clear guidelines on how the two initiatives will complement each other without duplicating efforts.

Moreover, enhanced coordination and clarity can be fostered by organizing regular stakeholder meetings and information sessions: establish regular meetings with donors, ILO staff, and national partners to discuss progress, challenges, and opportunities for collaboration between the GFP and the Global Accelerator. These meetings will ensure ongoing communication and alignment of objectives.

Expected outcomes include, for instance, improved clarity on the roles and functions of the GFP and the Global Accelerator; enhanced efficiency in resource utilization, reducing redundancy and maximizing impact; strengthened collaboration and synergy between the two initiatives, leading to more comprehensive and effective social protection systems and leveraging ILO's normative role and function.

| Addressed to | Priority | Resources | Timing |
|--|----------|-----------|------------|
| ILO Headquarters: lead the development of the coordination framework and organize initial workshops. | High | Medium | Short-term |
| GFP and Global Accelerator management teams: participate in planning and coordination activities, ensuring alignment with their respective objectives. | | | |
| Donors and national partners: engage in regular stakeholder meetings to provide feedback and support the implementation of the coordination framework. | | | |

Recommendation 2. Strengthen engagement with social partners and civil society for relevance and visibility. This involves expanding capacity-building Programmes by developing and implementing comprehensive capacity-building Programmes tailored for workers' and employers' organizations. These Programmes should focus on enhancing their skills in policy advocacy, negotiation, and effective participation in social protection dialogues. On the other hand, increase inclusive consultations: organize more inclusive and frequent consultation sessions with social partners and civil society organizations and ensure these sessions are scheduled at convenient times and provide adequate time for preparation and feedback. Also, promote national and regional social protection forums: establish or strengthen existing national and regional forums that bring together social partners, civil society, and government representatives. These forums should serve as platforms for ongoing dialogue, sharing best practices, and coordinating efforts to enhance social protection systems.

Expected outcomes are an increased involvement and ownership of social protection systems by workers' and employers' organizations, civil society, as well as by ACTRAV and ACT/EMP; enhanced capacity of social partners to contribute effectively to the design and implementation of social protection policies; and stronger, more inclusive social protection forums that foster collaboration and consensus-building, leading to sustainable social protection systems.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|------------|
| ILO field offices: lead the organization of capacity-building Programmes and inclusive consultation sessions. National governments: support the establishment and functioning of national and regional social protection forums. Workers' and employers' organizations: actively participate in capacity-building Programmes and consultation sessions and contribute to the forums. | Medium | Medium | Short-term |

Effectiveness

Recommendation 3: Expand the number of GFP countries while reducing thematic areas of the GFP and consolidating with the Global Accelerator thematic areas. While the support proposed by the Global Accelerator is based on strong national social protection institutions – which are strengthened by the GFP's, efforts to find the best combinations and synergies between the two need to be continued. This should start by the conduction of strategic assessments: perform a comprehensive analysis to identify countries with the greatest need for social protection support and the potential to benefit from the GFP; prioritize countries based on criteria such as current social protection coverage, government commitment, and potential for impactful partnerships. On the other hand, streamline thematic areas by reducing the number of thematic areas by consolidating overlapping themes and/or by combining thematic areas. Also, focus on core thematic areas that have shown the most significant impact, such as universal social protection, gender-responsive social protection, or support for informal economy workers. Increased alignment with the Global Accelerator thematic areas should ensure more effectiveness and efficiency. Moreover, establish a clear framework for collaboration between the GFP and Global Accelerator, avoiding duplication and ensuring resource efficiency, taking into consideration that some thematic areas such as social health protection, unemployment insurance, or digital social protection cannot be fully absorbed under the Global Accelerator.

Expected outcomes are expanded reach of the GFP to more countries in need, enhancing global social protection coverage; more focused and impactful thematic areas, improving the efficiency and effectiveness of interventions; and better alignment and coordination between the GFP and the Global Accelerator, ensuring streamlined efforts and optimized resource use.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|-------------|
| ILO Headquarters and GFP management: lead the strategic assessment and thematic area consolidation. National governments and social partners: provide input and feedback on country needs and thematic priorities. Donors and development partners: support the assessment and realignment process with funding and technical expertise. | Medium | Low | Medium-term |

Recommendation 4: Develop and implement a contextualised mechanism for policy influence and capacity building. Establishing a contextualised policy influence mechanism implies developing mechanism informed by ILO's global normative role and experience, tailored to the specific needs and contexts of participating countries. It should include tools and strategies for higher-level engagement to influence policy, ensuring participation from decision-makers and stakeholders. Also, it demands expanding technical capacities in emerging thematic areas by building technical capacities in areas such as digital economy inclusion, green jobs, or resilient social protection systems and implementing ongoing professional development Programmes, including short courses for tripartite partners and relevant government technical staff. The establishment of the mechanism needs to be based on documenting and sharing learnings, namely by improving the Results Monitoring Tool through continuously documenting Programme learnings through lessons learned logs and regularly update the repository of Programme materials and developing a legacy package to capture and share the outcomes, best practices, and lessons from the GFP. The mechanism should also facilitate experience sharing and capacity building, which can be done by establishing fora with tripartite partners to share experiences and best practices in social dialogue implementation. And promote the conduction of needs assessments to implement mechanisms for continuous capacity building of system actors.

Expected outcomes are enhanced policy influence at national levels, leading to stronger and more sustainable social protection systems. Also, increased technical capacity to address emerging challenges and opportunities, ensuring the GFP remains relevant and effective. The mechanism is also expected to lead to comprehensive documentation and sharing of Programme learnings, fostering continuous improvement and knowledge transfer. Strengthened engagement and collaboration among tripartite partners, enhancing the effectiveness and sustainability of social dialogue and social protection initiatives is also foreseen.

| Addressed to | Priority | Resource | Timing |
|--|----------|-------------|-------------|
| ILO regional and country offices: coordinate the development and implementation of the policy influence mechanism and capacity-building activities. TSF: develop training materials and conduct professional development Programmes. National governments and social partners: participate in policy influence initiatives and capacity-building Programmes. | Medium | Medium-high | Medium-term |

Recommendation 5. Strengthen technical capacities in emerging thematic areas through South-South collaboration. This should ideally be done by establishing specialized technical working groups: form working groups focused on emerging thematic areas such as climate change, gender-responsive social protection, health coverage for the informal economy, and disability inclusion. These groups should include experts from various countries to share knowledge and best practices. Another set of activities can include organizing South-South learning exchanges by facilitating regular South-South learning exchanges and study tours where countries can learn from each other's experiences in addressing these emerging themes. These exchanges should be documented and shared widely within the GFP network. Finally, develop targeted capacity-building Programmes: design and implement capacity-building Programmes tailored to the needs of countries dealing with high levels of informality, gender-specific vulnerabilities, and other emerging challenges. These Programmes should include training sessions, workshops, and online courses.

Expected outcomes are enhanced technical capacities of GFP partners in addressing emerging social protection challenges. Also, increased sharing of innovative solutions and best practices

across countries, leading to more effective and sustainable social protection systems. Strengthened South-South collaboration, fostering a more cohesive and supportive network of countries working towards common social protection goals is also expected to increase.

| Addressed to | Priority | Resource | Timing |
|---|----------|----------|------------|
| <p>ILO regional and country offices: coordinate the establishment of technical working groups and organise South-South learning exchanges.</p> <p>TSF: develop and deliver capacity-building Programmes, leveraging expertise from successful case studies.</p> <p>National governments and social partners: participate in technical working groups and learning exchanges, and apply the knowledge gained to their national contexts.</p> | Medium | Medium | Short-term |

Efficiency

Recommendation 6. Enhance operational efficiency by reducing bureaucratic hurdles and streamlining administrative processes. This should be focussed on simplifying administrative procedures, constantly verifying that no layers are added to ILO rules and regulations, by conducting a comprehensive review of current administrative processes to identify and eliminate unnecessary bureaucratic steps. Also, by developing and implementing streamlined procedures that reduce paperwork and approval times without compromising accountability. Moreover, implement digital solutions, investing in digital tools and platforms to automate routine administrative tasks, such as project tracking, reporting, and approvals. Most importantly, integrate the Results Monitoring Tool with other relevant systems, such as the DWR dashboard and the ILO Social Security Standards Toolkit, to automate data import and ensure up-to-date information, insisting on regular updating from country offices. Globally, establish clear communication channels by creating a centralized communication hub for project managers to access information, submit reports, and receive updates on administrative procedures. Key to this enhanced efficiency is to regularly update project managers on any changes to administrative processes and provide clear guidelines to ensure compliance.

Expected outcomes are reduced delays in project operations due to simplified administrative procedures, increased efficiency and accuracy in reporting and data management through automation, and improved communication and understanding of administrative processes among project managers, leading to higher operational efficiency.

| Addressed to | Priority | Resource | Timing |
|---|----------|----------|------------|
| <p>ILO Headquarters and GFP management: contribute to the review and simplification of administrative procedures and oversee the implementation of digital solutions.</p> <p>National and regional offices: provide input on local administrative challenges and participate in the implementation of streamlined processes.</p> <p>IT departments: develop and maintain digital tools and platforms to support automation and integration.</p> | High | Medium | Short-term |

Recommendation 7. Strengthen strategic partnerships and enhance engagement strategies. Activities to achieve this start with developing a partnership strategy by creating a comprehensive partnership strategy that outlines goals, roles, and responsibilities for collaborations with government institutions, trade unions, employers, NGOs, academia, and UN agencies; and by prioritizing partnerships that align with the GFP's objectives and can contribute to the Programme's sustainability and impact. Second, enhance communication and engagement: establish regular fora and meetings with partners to discuss progress, share insights, and address challenges; implement a feedback mechanism to collect input from partners and stakeholders on partnership effectiveness and areas for improvement. Finally, partnerships can be consolidated by focussing on capacity building and knowledge sharing: organize capacity-building workshops and training sessions for partners to strengthen their ability to contribute to social protection initiatives; or facilitate knowledge-sharing sessions to disseminate best practices, lessons learned, and innovative solutions in social protection.

Expected outcomes are strengthened and more strategic partnerships that contribute to the GFP's objectives, enhanced collaboration and communication among partners, leading to more effective implementation of social protection initiatives, and increased capacity and knowledge among partners, resulting in better advocacy, resource efficiency, and Programme sustainability.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|-------------|
| GFP management: develop and oversee the implementation of the partnership strategy. | | | |
| National and regional offices: coordinate local partnerships and organise engagement activities with stakeholders. | Medium | Medium | Medium-term |
| Training and development team: plan and conduct capacity-building and knowledge-sharing sessions. | | | |

Effectiveness of management arrangements

Recommendation 8. Improve communication and coordination across all levels of the GFP.

First, enhance communication channels: establish a centralized digital platform for real-time communication and information sharing between HQ, regional, and country offices and then regularly update all staff on project developments, administrative changes, and funding updates through newsletters or virtual meetings. Also, reinstate and expand knowledge sharing initiatives. For example, re-launch the KISS Cafés (Knowledge and Information Sharing Sessions) to facilitate regular knowledge sharing and best practices across different levels of the organization; or organize thematic webinars and workshops focusing on emerging issues such as climate change, conflict or digitalization to ensure all staff are up-to-date on critical topics. Finally, implement regular coordination meetings. To enhance coordination and governance, it is recommended to implement regular coordination meetings, by establishing a schedule for meetings involving HQ, regional, and country offices to review progress, address challenges, and ensure strategic alignment. These meetings should have clear, well-structured agendas that cover key topics such as financial status updates, project milestones, and stakeholder feedback. By holding these meetings consistently, the GFP can effectively bridge governance gaps created by the irregularity of GTAC meetings, ensuring that all levels of the Programme are synchronized and informed. The GFP could also benefit from actively engaging in knowledge sharing and collaboration with other flagships to leverage collective experiences, share useful tools and ideas, and build Programmematic synergies. This could be facilitated through joint meetings, shared platforms for resource exchange, and collaborative projects.

Expected outcomes are improved communication and information flows across all levels of the GFP; enhanced collaboration and sharing of best practices through reinstated knowledge-sharing initiatives; more efficient and effective coordination of project activities and strategies.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|------------|
| <p>ILO Headquarters: lead the establishment of the centralised communication platform and organise the KISS Cafés and thematic webinars.</p> <p>Regional and country offices: participate in coordination meetings, share local insights, and implement best practices.</p> <p>GFP management team: oversee the entire communication and coordination enhancement process, ensuring all levels are engaged and informed.</p> | High | Medium | Short-term |

Recommendation 9. Strengthen financial and administrative sustainability of the GFP. Most important, is to secure sustainable funding sources, especially for phase 3, which are mostly dependent of funded projects. This implies developing a comprehensive fundraising strategy by a dedicated resource mobilization team targeting long-term funding bodies, including development banks. Also, explore innovative funding mechanisms, including public-private partnerships and collaborations with philanthropic organizations. To promote sustainability, it is also necessary to clarify roles and responsibilities by, first, conducting a thorough review of the roles and outcomes of the GFP and the Global Accelerator to prevent funding overlaps, ensure clarity in responsibilities and also capture joint donor funding; and aligning the Programme's logframe and monitoring tools with key performance indicators of relevant ministries to streamline performance monitoring and evaluation. Ultimately, optimizing resource allocation through a reassessment of the human and financial resources needed for the simultaneous development of the GFP and the Global Accelerator, based on participatory discussions with regional and country offices and by exploring the possibilities of hiring Junior Professional Officers (JPOs) to support the Programme's administrative and technical needs.

Expected outcomes are enhanced financial stability of the GFP through secured sustainable funding sources; clearer roles and responsibilities, leading to more efficient and effective Programme implementation; and optimal allocation of human and financial resources, ensuring the GFP can meet its objectives without unnecessary strain on staff or funds, or reliance on short-term consultancies.

| Addressed to | Priority | Resource | Timing |
|--|----------|----------|-------------|
| <p>GFP management team: lead the development of the fundraising strategy and oversee the resource allocation reassessment.</p> <p>ILO Headquarters: facilitate the alignment of log frames and monitoring tools with relevant ministries and support the exploration of innovative funding mechanisms.</p> <p>DWTs, regional and country offices: provide input on resource needs, engage in resource mobilisation, and participate in discussions to optimise resource allocation.</p> <p>Donors: review existing and promote new modalities for social protection funding.</p> | Medium | Medium | Medium-term |

Sustainability and impact

Recommendation 10. Enhance tripartite involvement and ownership for sustainability. The GFP should continue the early set-up engagement of social partners by organizing workshops and meetings to involve social partners (workers' and employers' organizations) in the design and planning processes. This includes reviewing and providing input on Programme strategies and objectives for phase 3. Also, establish a continuous feedback mechanism through meetings or surveys to keep social partners engaged and informed throughout the Programme's implementation. On the other hand, capacity building for social partners needs to be improved: implement regular training sessions and capacity-building workshops for social partners and civil society to ensure they have the necessary skills and knowledge to actively participate in the Programme; focus on areas such as policy advocacy, social dialogue, and the technical aspects of social protection systems; develop tailored training materials and resources, including online modules and guides, to support ongoing learning and development. Moreover, it is important to strengthen tripartite forums by facilitating the establishment or strengthening of tripartite forums at the national and regional levels to enhance collaboration among government, employers, and workers. Ensure these forums are actively involved in monitoring and evaluating the Programme's progress. To implement this, it is necessary to provide logistical and administrative support for these forums to ensure they operate effectively and can address emerging issues promptly. Networks such as the Social Protection, Freedom and Justice for Workers Network and the Global Business Network for Social Protection Floors need to be supported in their advocacy work for inclusive and non-discriminatory social protection policies at both global and local levels.

Expected outcomes include increased ownership and commitment from social partners, leading to more sustainable and effective social protection systems; enhanced capacity of social partners to engage in policy advocacy and social dialogue, contributing to better Programme outcomes; and strengthened tripartite forums that facilitate ongoing collaboration and problem-solving among stakeholders.

| Addressed to | Priority | Resource | Timing |
|---|----------|----------|-------------|
| ILO Headquarters and regional offices: lead the organization of workshops and training sessions, develop training materials, and provide support for tripartite forums. | | | |
| National governments: actively participate in and support the tripartite forums, ensuring the involvement of relevant ministries and agencies. | Medium | Medium | Medium-term |
| Social partners (Employers' and Workers' Organizations): engage in the workshops, training sessions, and forums, providing input and feedback to enhance the Programme's effectiveness. | | | |

Recommendation 11. Strengthen financial and operational sustainability of social protection projects through the GFP. Activities involve, first, developing comprehensive sustainability strategies through conducting sustainability assessments for individual projects to identify potential risks and develop strategies to mitigate them. This includes financial planning, operational capacity, and stakeholder engagement. Also, creating robust exit strategies for each project, ensuring that the benefits and impacts are sustained after the Programme ends. These strategies should include plans for capacity building, financial support, and continued stakeholder involvement. In second place, they involve enhancing visibility and communication: increase the visibility of the GFP through public events, newsletters, promotional videos, and social media campaigns. Highlight success stories and the impact of the Programme to generate public and

stakeholder support. Or organize annual conferences or forums to share results, best practices, and lessons learned with a broader audience, including donors, partners, and the public. Finally, financial and operational sustainability implies securing long-term funding sources by developing a diversified funding strategy that includes partnerships with development banks, philanthropic organizations, and private sector entities. Good experiences from partnerships, namely through the Global Business Network, can be mobilized to develop a platform of enterprises to support the GFP and the Global Accelerator. Focus on securing multi-year commitments to ensure financial stability. Also, by exploring innovative funding mechanisms, such as social impact bonds or public-private partnerships, to mobilize additional resources for social protection initiatives.

Expected outcomes include the preparation of comprehensive sustainability strategies that ensure the long-term impact and benefits of social protection systems; increased public and stakeholder awareness and support for the GFP, leading to stronger advocacy and engagement; and secured long-term funding sources that provide financial stability and enable the continuation and expansion of social protection initiatives.

| Addressed to | Priority | Resource | Timing |
|---|---------------|--------------------|--------------------|
| <p>GFP management team: lead the development of sustainability strategies, exit strategies, and funding proposals. Coordinate visibility and communication efforts.</p> <p>ILO Headquarters: support the GFP management team in securing long-term funding and organising public events and conferences.</p> <p>National governments and social partners: collaborate in developing and implementing sustainability and exit strategies. Participate in public events and visibility campaigns.</p> | <p>Medium</p> | <p>Medium-high</p> | <p>Medium-term</p> |

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▶ **Appendix 1. Terms of Reference**

See link:

► Appendix 2. Evaluation Matrix

| Criteria | Questions | Dimensions of analysis and indicators | Means of verification /methods | Informants /source |
|--|---|---|---|--|
| <p>Relevance and Coherence: <i>was the strategy (4 pillars + 3 step approach) relevant, understood and applied by the management team and individual projects (country, regional and global), as well as donors and ILO constituents?</i></p> <p><i>The compatibility of the Flagship Programme with other interventions in a country, sector or institution (ILO).</i></p> | <ol style="list-style-type: none"> How does the second phase of the Flagship Programme (GFP) link to the ILO's mandate related to the Policy Outcome on Social Protection, the Decent Work Agenda, the ILO's Development Cooperation Strategy, the SDGs and relevant targets? Does the GFP create synergies and encourage collaborative work with other policy outcomes of the ILO? How does the GFP interface with the Global Accelerator on Jobs and Social Protection for Just Transitions? To what extent does the GFP respond to the main recommendations of the ILO field operations and structure and Development Cooperation review? Does its strategy provide a coherent structure for ILO interventions, flexibility and responding swiftly to country demands and for mobilizing resources in the area of social protection? Have interventions been relevant in view of the criteria for identifying and formulating ILO Flagship Programmes? How does the Programme's objectives and design fit with ongoing international (or other) trends in social protection? How does the GFP link to the SDGs, delivery as One UN and UN reform, SPIAC-B, UN SPF Initiative, USP2030, UN Socio economic response to COVID 19, Addis Ababa Agenda, FFD discussions, the humanitarian/development nexus, COP21 to COP25, the 2021 UN initiative on Jobs and Social Protection for Just Transitions, etc.? How was the GFP able to adjust to new developments and emerging priorities? | <ol style="list-style-type: none"> Level of alignment of the Programme to ILO's mandate and to the Global Accelerator; Level of alignment to the review; Programme design coherent, flexible, responding to country demands and to resource mobilisation Extent of design of interventions for relevance; Level of alignment to trends in social protection; Level of alignment to SDGs, delivery as One UN and UN reform, SPIAC-B, UN SPF Initiative, USP2030, UN Socio economic response to COVID 19, Addis Ababa Agenda, FFD discussions, the humanitarian/development nexus, COP21 to COP25, the 2021 UN initiative on Jobs and Social Protection for Just Transitions; Level of adjustment to new developments and emerging priorities; | <p>DR: esp. Prodoc and Programme review documents</p> <p>KII: esp. Government and ILO; national and international partners: social partners</p> | <p>HQ Office</p> <p>Regional Offices</p> <p>Country Offices</p> <p>Government officials</p> <p>Tripartite partners</p> <p>International partners</p> |

| Criteria | Questions | Dimensions of analysis and indicators | Means of verification /methods | Informants /source |
|----------|---|---|--------------------------------|--------------------|
| | <p>4. How does the GFP interface with other international initiatives and partners? Is the Programme perceived as having a specific ILO identity (e.g. through the promotion of ILO conventions, recommendations, principles, etc.), to what extent is this attractive to donors and partners, and how does the Programme manage to avoid duplications and foster synergies with other partners' interventions (including as part of the UN Development Cooperation Frameworks / reformed UN at the country level)?</p> <p>5. Are the Programme's strategic elements (objectives, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic and is it based on a realistic theory of change? Are the structure of the Programme (3 pillars) and the thematic areas that the Programme has focused on relevant, including at country level, effectively integrating the interests of different stakeholders and final beneficiaries of social protection Programmes? Have they allowed the GFP to adjust and respond to new emerging needs for support, needs of ILO constituents and national/regional contexts?</p> <p>6. How do individual projects link to the GFP?</p> <p>a. Is there a specific reference to the GFP in the project document?</p> <p>b. Which of the key elements of the GFP are a component of the project (3-step approach at country level, cross-country policy advice, development of practical tools, creating/ extending partnerships)?</p> <p>c. Is the Flagship Programme more than the sum of the individual projects?</p> | <p>4. Level of alignment and complementarity to other initiatives and partners;</p> <p>4. Level of country level and outside ILO perception of Programme: (a) as ILO identity and social protection mandate, (b) attractive for partners, (c) as having specific priorities by being a Flagship, beyond a simple social protection project;</p> <p>4. Extent to which the Programme avoided duplications and fostered synergies with other partners' interventions;</p> <p>5. Level of achievability of objectives, strategies, targets and indicators;</p> <p>5. Level of realism of ToC;</p> <p>5. Level of relevance and adaptability to new needs of the pillars and thematic areas;</p> <p>6. Level of alignment of individual projects to the GFP;</p> <p>6. Reference to the GFP in Prodocs;</p> <p>6. Number of GFP elements in Prodocs;</p> <p>6. Extent to which the GFP is more than the sum of individual projects;</p> | | |

| Criteria | Questions | Dimensions of analysis and indicators | Means of verification /methods | Informants /source |
|--|--|---|---|--|
| | <p>7. To what extent does the design of the GFP take into account gender, non-discrimination and inclusion of people with disabilities, especially in view of the SDG commitment of leaving no one behind?</p> <p>8. To what extent does the GFP address the issue of social protection for climate change and, more particularly, for a Just Transition?</p> <p>9. How has the GFP learned from previous ILO support in the area of social protection as well as from the first phase of the GFP?</p> <p>10. To what extent has the GFP contributed to a timely and relevant response to constituents' needs and priorities in the post COVID-19 context (since August 2021)?</p> | <p>7. Extent to which design integrates gender, non-discrimination and inclusion of people with disabilities;</p> <p>8. Extent to which design integrates social protection for climate change and for a Just Transition;</p> <p>9. Level of integration of recommendations from previous phase;</p> <p>10. Level of response to needs and priorities post COVID-19;</p> | | |
| <p>Effectiveness: <i>has the Flagship Programme achieved the intended results in terms of policy changes (and financing to implement these policies) and impact on people? Has the Flagship Programme used knowledge development and partnerships to increase its impact? Can the Flagship Programme consolidate results and impact and provide a clear picture of ILO's contribution to the SDGs on social protection?</i></p> | <p>11. Are the overall GFP objectives and expected outputs, qualitatively and quantitatively on track to being achieved as well as the estimated impact on people?</p> <p>12. To what extent has the project already contributed to or benefitted from cross-country policy and technical advice in thematic priority areas, including through South-South collaboration? Are new thematic areas emerging on which ILO should build its technical capacities to support constituents?</p> <p>13. To what extent has the project used existing methodologies and guides, contributed to their dissemination and their improvement (feedback loop), and / or the generation and dissemination of new knowledge based on concrete country level and thematic experience? To what extent have these knowledge products contributed to disseminating ILO's vision, principles and contributed to the application of ILO standards, notably ILO R202 and ILO C102? To what extent has the project fostered interagency collaboration in producing and disseminating knowledge?</p> | <p>11. Extent to which objectives, outputs and expected impact are on track;</p> <p>12. Level of contribution to or benefit from cross-country policy and technical advice;</p> <p>13. Level of use, dissemination and improvement of existing methodologies and guides;</p> <p>13. Extent to which methodologies and guides contributed to disseminating ILO's vision and principles and application of ILO standards;</p> <p>13. Extent to which project fostered interagency collaboration in producing and disseminating knowledge;</p> | <p>DR: esp. progress reports</p> <p>KII: esp. Government and ILO; national and international partners: social partners</p> <p>OS: ILO, national and international partners</p> | <p>HQ Office</p> <p>Regional Offices</p> <p>Country Offices</p> <p>Government officials</p> <p>Tripartite partners</p> <p>International partners</p> |

| Criteria | Questions | Dimensions of analysis and indicators | Means of verification /methods | Informants /source |
|--|---|---|--|--|
| | <p>14. Is tripartism and social dialogue being integrated in the GFP components?</p> <p>15. To which extent have the social partners been involved in the design and implementation of the Programme? How have consultative processes and activities have been improved in that regard? How and to what extent capacity building has helped social partners to participate in the construct of the reform of the schemes?</p> <p>16. Are there factors that are constraining achieving the Programme's intended results? If yes, how can they be mitigated?</p> <p>a. At global level</p> <p>b. At the level of interactions between country, regional and global levels</p> <p>17. Can the results and impact achieved with each project be easily consolidated with those of other projects to provide a clear picture of ILO's contribution to the SDGs on social protection?</p> | <p>14. Extent to which tripartism and social dialogue are integrated in the GFP components;</p> <p>15. Extent to which social partners have been involved in the design and implementation of the Programme;</p> <p>15. Level of improvement of consultative processes and activities;</p> <p>15. Extent to which capacity building has helped social partners to participate in the construct of the reform of the schemes;</p> <p>16. Number of factors that are constraining results;</p> <p>17. Level of alignment of projects' results to other projects that allows assessing contributions to SDG;</p> | | |
| <p>Efficiency: <i>was the management, coordination, communication and governance efficient to achieve the intended results?</i></p> | <p>18. What evidence is there of cost-effectiveness in the Programme's implementation and management? To what extent is the GFP ensuring integrated resource management (DC, RB, RBSA, PSI, etc.) and mobilising regular and voluntary resources? To what extent have RBSA allocations lead to the development of larger DC projects in countries? To what extent has the GFP extended/consolidated/diversified partnerships, including with IFIs, for both funding and financing purposes?</p> <p>19. To what extent have individual projects under the GFP achieved their objectives more efficiently, due to their linkages with the GFP, compared to a situation without a GFP?</p> | <p>18. Level of cost-effectiveness of implementation and management;</p> <p>18. Level of integrated resource management;</p> <p>18. Level of mobilisation of regular and voluntary resources;</p> <p>18. Amount of partnerships for funding and financing;</p> <p>18. Amount of financial resources mobilised;</p> <p>18. Amount of domestic or international support for social protection mobilised by projects;</p> <p>19. Level of contribution of the GFP linkages to efficiency of projects;</p> | <p>DR: esp. progress reports</p> <p>KII: esp. ILO; national and international partners: social partners</p> <p>OS: ILO, national and international partners</p> | <p>HQ Office</p> <p>Regional Offices</p> <p>Country Offices</p> <p>Government officials</p> <p>Tripartite partners</p> <p>International partners</p> |

| Criteria | Questions | Dimensions of analysis and indicators | Means of verification /methods | Informants /source |
|---|---|--|--|--|
| | <p>20. What are the partnership arrangements and coordination in the implementation of the Programme at various levels – national, regional and interagency (ILO, UN and other social protection initiatives)? What are the challenges in the formulation of these partnerships? What are the results of these partnerships and how to improve them? Are these partnerships strategic and sustainable? To what extent is the Programme developing other strategic partnership (e.g. NGOs, academia, UN) that contribute to increasing the impact of the ILO's interventions? More specifically, is the Programme managing to leverage increased support for rights-based social protection?</p> | <p>20. Number of partnership arrangements and coordination;</p> <p>20. Level of strategic positioning and sustainability of partnerships;</p> <p>20. Level of contribution of partnerships to result achievement and to increased support for social protection;</p> | | |
| <p>Effectiveness of management arrangements:</p> | <p>21. Does the Programme receive adequate political, technical and administrative support from the ILO, ILO constituents, and donors? Is support provided by the different levels of the organization, including the global technical facility, adequate?</p> <p>22. Are administrative and financing modalities adequate to facilitate good results and efficient delivery of the Programme?</p> <p>23. How effective are the Programme management arrangements in terms of staffing? Is the Programme able to leverage necessary expertise in the field and at headquarters?</p> <p>24. How effective are the overall steering mechanisms of the GFP? Is the Global Technical Advisory Committee (GTAC) useful? How could it be improved? Are the Development Partners' meetings useful? How could project teams be more involved? Other areas for improvement? To what extent did the GFP benefit from the experience of other FPs or contributed to their success by sharing useful tools and ideas, as well as building Programmematic synergies?</p> | <p>21. Level of support from the ILO, ILO constituents, and donors to the GFP;</p> <p>21. Level of adequacy of the support;</p> <p>22. Extent to which administrative and financing modalities are adequate;</p> <p>23. Level of effectiveness of staffing management;</p> <p>24. Level of effectiveness of the overall steering mechanisms;</p> <p>24. Degree to which the GTAC is useful;</p> <p>24. Degree to which the Development Partners' meetings are useful;</p> <p>24. Level of benefit from other GFP;</p> <p>24. Level of contribution to other GFP;</p> | <p>DR: annual progress and financial utilisation reports</p> <p>KII: esp. ILO; budget and finance; M&E</p> | <p>HQ Office</p> <p>Regional Offices</p> <p>Country Offices</p> <p>Government officials</p> <p>Tripartite partners</p> <p>International partners</p> |

| Criteria | Questions | Dimensions of analysis and indicators | Means of verification /methods | Informants /source |
|--|---|--|--|--|
| | 25. How effectively does the Programme management monitor performance and results ? Is relevant information and data regularly collected and analysed to feed into management decisions and communicated inside and outside of the organization? Is relevant information and data regularly collected and shared through the Results Monitoring Tool and other M&E channels of the GFP? What additional guidance/functions of the tool might be needed? | 25. Extent to which Programme management monitors performance and results; 25. Level of relevant data and information collection, analysis and use for decision; | | |
| <p>Sustainability and Impact: <i>to what extent are the achievements sustainable and based on national ownership?</i></p> <p><i>The extent to which the flagship Programme has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</i></p> | <p>26. Does the Programme have a sufficient result/impact focus? How could this focus contribute to the sustainability of the Programme?</p> <p>27. To what extent is the sustainability of individual projects linked to the principles underlying the GFP strategy? To what extent is the sustainability of individual projects facilitated/ strengthened through the GFP?</p> <p>28. To what extent has it been possible to achieve tripartite involvement in and thus ownership of the Programme? To what extent have workers and employers' organizations been associated to the project? And has the project increased their involvement in the design and operations of national social protection systems?</p> <p>29. Does the Flagship Programme promote "social sustainability" of national social protection systems through the application of ILO guiding principles and notably: (1) involvement of social partners and civil society in policy design and implementation of national social protection systems; (2) search for national consensus building on national social protection strategies?</p> | <p>26. Level of result/impact focus;</p> <p>27. Level of alignment of projects' sustainability to GFP strategy;</p> <p>28. Level of tripartite involvement and ownership;</p> <p>28. Level of association of workers and employers' organizations to the project;</p> <p>28. Level of increased involvement in the design and operations of national social protection systems;</p> <p>29. Level of application of ILO guiding principles;</p> | <p>DR: esp. country development Programmes; Prodoc;</p> <p>KII: esp. Government, ILO: social partners</p> <p>OS: ILO, national and international partners</p> | <p>HQ Office</p> <p>Regional Offices</p> <p>Country Offices</p> <p>Government officials</p> <p>Tripartite partners</p> <p>International partners</p> |
| <p>DR – Desk Review; KII – Key Informant Interview; OS – Online Survey. Obs. The evaluation team will collect all data, with the support of the evaluation office. Obs. The evaluation team will dedicate the inception phase to Desk Review and the data collection phase to Key Informant Interviews and visits. Obs. The evaluation team will analyse all data.</p> | | | | |

► Appendix 3. Timeline

| Activities and deliverables | | | | | | | | | | | | |
|--|------------|----------|----------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|------------|----------------------|--------------------------|----------------------------|
| Desk review | 4-31 March | | | | | | | | | | | |
| Draft IR for review and clearance, circulation of the draft report to stakeholders and consolidation of comments | | 11 April | | | | | | | | | | |
| Inception Report | | | 24 April | | | | | | | | | |
| Fieldwork | | | | 25 April - 28 June | | | | | | | | |
| Country debriefings | | | | | 25-30 June | | | | | | | |
| Data analysis and report drafting | | | | 25 April - 15 July | 25 April - 15 July | 25 April - 15 July | 25 April - 15 July | 25 April - 19 July | | | | |
| Draft evaluation report | | | | | | | | 22 July | | | | |
| Comments from ILO to Evaluator | | | | | | | | | 22-26 July | | | |
| Evaluator to address comments | | | | | | | | | | 26 July - 31 July | | |
| Circulation of draft report | | | | | | | | | | | 1 August - 13 August | |
| Consolidation of comments by ILO | | | | | | | | | | | 14-15 August | |
| Stakeholder Workshop | | | | | | | | | | | 29 August | |
| Evaluator to address comments and send report to ILO | | | | | | | | | | | 20 August - 26 August | |
| ILO to review final report | | | | | | | | | | | | 27 August - 8 September |
| Submission of the final evaluation report and evaluation Summary | | | | | | | | | | | | 9 September |

| |
|--|
| Inception Phase |
| Data Collection Phase |
| Development of the Evaluation Report Phase |

► Appendix 4. List of Interviewees

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|----------------------------|--|-------------------------------------|--------|--|--|--------------------|-------|----------------------|
| Global and regional | | | | | | | | |
| 1 | GFP management team | Valérie Schmitt | F | Deputy Director of the ILO's Social Protection Department (SOCPRO) | schmittv@ilo.org | Cristina Rodrigues | 23/05 | Online |
| 2 | | Aurélie Klein | F | GFP management team member, GLO/21/34/MUL, GLO/20/29 BEL | klein@ilo.org | | 27/05 | |
| 3 | | Simeon Bond | M | GFP management team member | bond@ilo.org | | 27/05 | |
| 4 | | Ana Carolina Vieira | F | GFP management team member | delimavieira@ilo.org | | 23/05 | |
| 5 | | Karuna Pal | F | GFP management team member | pal@ilo.org | | 23/05 | |
| 6 | Technical Support Facility (TSF) experts at headquarters | Helmut Schwarzer Umberto Caetano | M M | Financing Social Protection | schwarzer@ilo.org ; cattaneo@ilo.org | | 29/05 | |
| 7 | | Lou Tessier | M | Social Health Protection | tessier@ilo.org | | 30/05 | |
| 8 | | Christina Behrendt | F | Extension of social protection to workers in the informal economy | behrendt@ilo.org | | 28/05 | |
| 9 | | Luisa Carmona | F | Building rights-based social protection systems | carmona@ilo.org | | 27/05 | |
| 10 | | Céline Peron-Bista | F | Unemployment protection | bista@ilo.org | | 03/06 | |
| 11 | | Jana Bischler | F | Social protection and climate change | bischler@ilo.org | | 24/05 | |
| 12 | Specific technical cooperation projects evaluated | Rim Nour | F | Project manager GLO/21/34/MUL funded by GIZ | nourr@ilo.org | | 24/05 | |
| 13 | | Jean-Louis Lambeau | M | Project manager GLO/22/31/IRL (based in Zambia and covers TRANSFORM) | lambeau@ilo.org | | 24/05 | |
| 14 | | Ana Carolina De Lima Vieira | F | Project manager GLO/21/34/MUL funded by Belgium and Luxembourg | delimavieira@ilo.org | | 23/05 | |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|----|--|--------------------|-----|---|--|-------------|-------|----------------------|
| 15 | Global Technical Team Social protection specialists | Dramane Batchabi | M | DWT/CO-Dakar Gambia; Côte d'Ivoire; Senegal; Cabo Verde; Guinea; Benin; Burkina Faso; Mali; Niger; Nigeria; Togo; Ghana; Liberia; Sierra Leone; Guinea-Bissau | batchabi@ilo.org | | 24/06 | |
| 16 | | Luca Pellerano | M | RO-Arab States/DWT-Beirut Lebanon; Jordan; OPT; Iraq; Syrian Arab Republic; Yemen; United Arab Emirates; Qatar; Oman; Bahrain; Kuwait | pellerano@ilo.org | | 06/06 | |
| 17 | | Jasmina Papa | F | DWT/CO-Pretoria Botswana; South Africa; Lesotho; Eswatini; Zambia; Malawi; Mozambique; Madagascar; Mauritius; Seychelles; Comoros; Kenya; Burundi; Tanzania, United Republic of; Uganda; Namibia; Rwanda; Zimbabwe | papa@ilo.org | | 04/06 | |
| 18 | | Markus Ruck | M | DWT-Bangkok Myanmar; Brunei Darussalam; Malaysia; Singapore; Indonesia; Timor-Leste; Philippines; Fiji; Papua New Guinea; Samoa; Cook Islands; Tuvalu | ruck@ilo.org | | 07/06 | |
| 19 | | Mariko Ouchi | F | DWT/CO-New Delhi Maldives; India; Bangladesh; Afghanistan; Sri Lanka; Nepal; Pakistan; Iran, Islamic Republic of | ouchi@ilo.org | | 06/06 | |
| 20 | | Pablo Casalí | M | DWT/CO-Lima Peru; Bolivia, Plurinational State of; Colombia; Ecuador; Venezuela, Bolivarian Republic of | casali@ilo.org | | 19/06 | |
| 21 | Other ILO Departments | Van Empel, Carlien | F | PARTNERSHIPS Unit Head, Development Cooperation Support | vanempel@ilo.org | | 30/05 | |
| 22 | | Mia Seppo | F | Assistant Director-General, ADG/JSP | guy@ilo.org | | 18/06 | |
| 23 | | Ursula Kulke | F | Bureau for Workers' Activities, ACTRAV, Specialist Workers Activities | kulke@ilo.org | | 17/06 | |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|----------------|--|-------------------|-----|---|--|------------------|-------|----------------------|
| 24 | | Henrik Moller | M | Bureau for Employers' Activities, ACT/EMP, Senior Relations Specialist | moller@ilo.org | | 19/06 | |
| 25 | Social partners | Pierre Vincensini | M | International Organization of Employers (IOE), Adviser | vincensini@ioe-emp.com | | 26/06 | |
| 26 | | Evelyn Astor | F | International Trade Union Confederation (ITUC) | evelyn.astor@ituc-csi.org | | 20/06 | |
| 27 | Donors | Maximilien Lentz | M | Luxembourg Attaché de Légation Desk ONU et agences spécialisées Ministère des Affaires étrangères et européennes | maximilien.lentz@mae.etat.lu | | 03/06 | |
| 28 | | Cathérine Gigante | F | Belgium Social Protection and Decent Work - ILO D2.5 – Consolidation de la Société & Développement Social | catherine.gigante@diplobel.fed.be | | 11/07 | |
| 29 | | Paula Nolan | F | Ireland Social Protection Lead Development Co-operation Directorate - Irish Aid – Department of Foreign Affairs and Trade | paula.nolan@dfa.ie | | 04/07 | |
| Senegal | | | | | | | | |
| 30 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Mame Asta Sankhe | F | Division de la sécurité sociale, Ministère en charge du travail et de la sécurité sociale, Inspecteur du travail et de la sécurité sociale | asta.sankhe@gmail.com | Ya Cor Ndione | 10/06 | Online |
| 31 | | Assane Guèye | M | Mutuelle sociale nationale des artisans du Sénégal, Président du conseil d'administration | assanegueye24@yahoo.fr | | 13/06 | Online |
| 32 | | Alioune Ba | M | CNP, Secrétaire général | Alioune.ba@cnp.sn | | 13/06 | Online |
| 33 | | Dame Diaw | | BIT Sénégal, Coordonnateur de projet | diaw@ilo.org | | 13/06 | Online |
| 34 | | Magor Sow | M | Agence sénégalaise pour la couverture sanitaire universelle, Coordonnateur de la cellule Contrôle de gestion | magor.sow@agencecmu | | 15/06 | Online |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|----------------|--|---|--|--|--|---------------------|-----------------|----------------------|
| 35 | | Ibrahima Seck | M | Caisse de sécurité sociale, Directeur des prestations familiales | seckiba@hotmail.com ibrahimaseck@secusociale.sn | | 21/06 | Online |
| 36 | | Hannelore Delcour | F | Ambassade de la Belgique, Cheffe de Coopération | hannelore.delcour@diplobel.fed.be | | 25/06 | Online |
| 37 | | Moussa Dieng | M | BIT Sénégal, Spécialiste protection sociale | dieng@ilo.org | | 25/06 | Online |
| Burundi | | | | | | | | |
| 38 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Jean Petit Ndikumasabo | M | Institut national de sécurité sociale (INSS), Directeur des prestations | jpmayongo@gmail.com | Paul Bashirahishize | 07/06 | In-person |
| 39 | | Callixte Nkurunziza | M | ILO-Burundi Country Office, Project Officer | nkurunziza@ilo.org | | 10/06, 13/06 | |
| 40 | | Francine Munezero | F | Secrétariat permanent de la Commission nationale de protection sociale (SEP/CNPS), Directeur du suivi-évaluation au SEP/CNPS | Munefrance2012@yahoo.fr | | 11/06 | |
| 41 | | Celestin Nsavyimana | M | Confédération des syndicats du Burundi (COSYBU), Président | nsavyimanacelestin@gmail.com | | 11/06 | |
| 42 | | Gaspard Nzisabira | M | Association des employeurs du Burundi (AEB), Secrétaire général | gasparinzi@yahoo.fr | | 12/06 | |
| 43 | | Léandre Ndayizeye | M | Fédération burundaise des travailleurs de l'agro-business (FEBUTRA), Secrétaire général | leandrotb@yahoo.fr | | 12/06 | |
| 44 | | Ndayisaba Francine (Lieutenant-Colonel) | F | Office national des pensions et des risques professionnels (ONPR), Directeur administratif et financier | francineub2022@gmail.com | | 12/06 | |
| 45 | | Yves Nindorera | M | Ambassade de Belgique au Burundi, Chargée de protection sociale, Section coopération | yves.nindorera@diplobel.fed.be | | 13/06 | |
| 46 | | Boukari Ouedraogo | M | UNICEF-Burundi Country Office, Social Policy Specialist | mboouedraogo@unicef.org | | 13/06 | |
| 47 | Cyrille Sindahabaye | M | Ministère de la Santé publique et de la Lutte contre le SIDA, Expert suivi-évaluation projet NKURIZA | csindahabaye@gmail.com | 13/06 | | | |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|-------------------|--|---------------------------|-----|--|--|--------------------------------|----------|----------------------|
| Rwanda | | | | | | | | |
| 48 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Aur lie Klein | F | International Labour Organization- Rwanda Country Office, Project Coordinator | klein@ilo.org | Dieudonn  Busingo Kamana | 03/06 | In-person |
| 49 | | Jude Muzale | M | Enabel, Intervention Manager | jude.muzale@enabel.be | | 04/06 | In-person |
| 50 | | Leon Pierre Rusanganwa | M | Private Sector Federation, Health Programme Coordinator | leonpierrer@psf.org.rw | | 04/06 | In-person |
| 51 | | Gaspard Mpakanyi | M | CESTRAR-RWANDA, Senior Research and Education Officer | mpagaspard2020@gmail.com | | 05/06 | In-person |
| 52 | | Caitlin Spence | F | Foreign, Commonwealth & Development Office British High Commission Kigali, Social Development Lead | caitlin.spence@fcdo.gov.uk | | 05/06 | In-person |
| 53 | | Billy Sebatware | M | Rwanda Social Security Board, Pension Benefits Division Manager | billy.sebatware@rssb.rw | | 07/06 | In-person |
| 54 | | Robin Thiers, Phd | M | Embassy of the Kingdom of Belgium, First Secretary Cooperation | robin.thiers@diplobel.fed.be | | 12/06 | In-person |
| 55 | | Mellon Kemirembe | F | Ministry of Labor (MIFOTRA), Labor Governance Specialist | mkemirembe@mifotra.gov.rw | | 13/06 | Online |
| Uzbekistan | | | | | | | | |
| 56 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Nilufarkhon Kamalova | F | ILO, Social Protection Officer, Project MUL/GIZ | kamalova@ilo.org | Cristina Rodrigues | 31/05 | Online |
| 57 | | Adiba Nurridiniva | F | Research Institute (Ministry of Labour and Poverty reduction); national Agency on Social Protection, Deputy-Director | kamalova@ilo.org | | 03/06 | Online |
| 58 | | Eka Margishvili | F | Confederation of Employers of Uzbekistan, Executive Director | kamalova@ilo.org | | 04/06 | Online |
| 59 | | Jamshid Abruev | F | National Agency for Social Protection under the President of the Republic of Uzbekistan, Deputy Director | kamalova@ilo.org | | 05/06 | Online |
| 60 | | Bakhtiyor Makhmadaliev | M | Federation of Trade Unions, Deputy chairman department on workers' rights | kamalova@ilo.org | | 13,14/06 | Online |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|------------------|--|---------------------------|-----|---|--|----------------------|-------|----------------------|
| 61 | | Ole Doetinchem | M | GIZ Uzbekistan, Social Protection Project Manager | kamalova@ilo.org | | 21/06 | Online |
| Indonesia | | | | | | | | |
| 62 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Ippei Tsuruga | M | ILO, Social Protection Programme Manager | tsuruga@ilo.org | George Martin Sirait | 18/06 | Online |
| 63 | | Christianus Panjaitan | M | ILO, Former national project officer | christianus@ilo.org | | 05/06 | Online |
| 64 | | Abdul Hakim | M | ILO, Programme officer | ahakim@ilo.org | | 08/06 | Online |
| 65 | | Nuryani Yunus | F | Coord. Ministry for Economic Affairs, Assistant Deputy of Harmonization of Manpower Ecosystem | nuryani.yunus70@gmail.com | | 13/06 | Online |
| 66 | | Muhammad Cholifihani | M | Ministry of National Development Planning (BAPPENAS), Director of Population and Social Security, Staff members | mcholifihani@bappenas.go.id | | 14/06 | Online |
| 67 | | Riya Farwati | F | | | | | |
| 68 | | Dea Palmira | F | | | | | |
| 69 | | Ronald Yusuf | M | Ministry of Finance, Head of Division of Financial Inclusion Policy Fiscal Policy Centre (BKF) | ronald.yusuf@kemenkeu.go.id | | 10/06 | Online |
| 70 | | Fadjar Dwi Wishnuwardhani | M | Executive Office of the President (KSP), Principal Expert Staff, Assistant Expert Staff | fadjardwiw@gmail.com | | 10/06 | Online |
| 71 | | Johan Beni | M | | | | | |
| 72 | | Nindya Putri Sutedjo | F | Ministry of Manpower, Staff to Director of Labour Social Security | nindyasutedjo@gmail.com | | 12/06 | Online |
| 73 | | Irham Ali Saifuddin | M | K-SARBUMUSI (Confederation of Moslem Trade Unions), President | irhamali@ymail.com | | 08/06 | Online |
| 74 | | Andy William Sinaga | M | DJSN (National Social Security Body), Member from the Worker Element | | | 11/06 | Online |
| 75 | | Agung Pambudhi | M | APINDO (Indonesian Employers' Association), Director of APINDO Research Institute | pambudhi@apindo.or.id | | 11/06 | Online |
| 76 | Pramudya Iriawan Bintoro | M | | pramudya.buntoro@bpjsketenagak.erjaan.go.id | 14/06 | Online | | |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|---------------------|--|--------------------|---|---|--|--------------|-----------|----------------------|
| 77 | | Arif Dahyan | M | BPJS Employment, Director of Strategic Planning and Information Technology, Actuarial staff members | | | | |
| 78 | | Bimo | M | | | | | |
| Burkina Faso | | | | | | | | |
| 79 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Soumaila Gansore | M | CNAMU, General Director | soumgamso@gmail.com | Adama Traore | 19/06 | In-person |
| 80 | | Juliette Compaore | F | NGO ASMADE, Executive Secretary | juliette@ongasmade.org | | 26/06 | In-person |
| 81 | | Patrice Pamouso | M | RAMS, Executive Secretary | pampatrice@yahoo.fr | | 10/07 | Online |
| 82 | | Somda Evariste | M | National Federation of Professional Mutuals – FNMP, President | somdaevariste@yahoo.fr | | 28/06 | In-person |
| 83 | | Adama Sanou | M | BIT/Project, Coordinator | sanou@ilo.org | | 15, 26/06 | In-person |
| 84 | | Romain Kobanka | M | Directorate-General for Social Protection, General Director of social protection | romainhk@yahoo.fr | | 23/06 | In-person |
| 85 | | Olivier Savadogo | M | Embassy of Belgium, Technical Adviser | olivier.savadogo@diplobel.fed.be | | 09/07 | In-person |
| 86 | | Koama Koutiga | M | CNEI, Social protection responsible | koamakoutiga@gmail.com | | 26/06 | In-person |
| 87 | | Ismael K. Bidiga | M | National Employers' Council of Burkina Faso, General Secretary | bidigaik@gmail.com | | 25/06 | In-person |
| 88 | | Marcel Zante | M | National Confederation of Burkina Faso Workers, General secretary | marcel_zante@yahoo.fr | 04/07 | In-person | |
| 89 | Dramane Batchabi | M | Social Protection Specialist DWT/CO-Dakar | batchabi@ilo.org | | 15/07 | Online | |
| Viet Nam | | | | | | | | |
| 90 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | André Gama | M | ILO Country Office for Viet Nam, Social Protection Programme Manager | dasilvagama@ilo.org | Tran Phuong | 05/06 | Online |
| 91 | | Nguyen Hai Dat | M | ILO Country Office for Viet Nam, Social Protection Programme Coordinator | dat@ilo.org | | 05/06 | Online |
| 92 | | Tran Thi Hong Lien | F | Vietnam Chamber of Commerce and Industry, Deputy Director of the Bureau for Employer's Activities | lienth@vcci.com.vn | | 07/06 | In-person |
| 93 | | Bui Ton Hien | M | Institute of Labour Science and Social Affairs under Ministry of Labour – Invalids | hienbt@gmail.com | | 07/06 | In-person |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|---------------|--|-----------------------------------|---------------------------|---|--|---------------------|-------|----------------------|
| | | | | and Social Affairs, Director of Institute of Labour Science and Social Affairs | | | | |
| 94 | | Dam Thi Van Thoa | F | The Central Vietnam Women Union, Head of Department of Policies and Laws | thoadtv@wvu.vn , damthivanthoa@gmail.com | | 07/06 | In-person |
| 95 | | Cao Thi Hong Minh | F | The Central Vietnam Women Union, Head of Department of Administration | minhcaoth@gmail.com | | 10/06 | In-person |
| 96 | | Seán Farrell | M | Embassy of Ireland (Viet Nam, Lao PDR, Cambodia), Deputy Head of Mission | sean.farrell@dfa.ie | | 21/06 | In-person |
| 97 | | Le Dinh Quang Phan Nghiem Long | M | Vietnam General Confederation of Labour, Deputy Head of Policy and Law Department | quang_ltd@yahoo.com | | 02/07 | In-person |
| 98 | | Vu Thi Hai Hoa | F | Social Security Department under Ministry of Labour – Invalids and Social Affairs, Senior Specialist at Social security Department under MOLISA | hoavth@molisa.gov.vn | | 05/07 | In-person |
| Zambia | | | | | | | | |
| 99 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | Jean Louis Lambeau | M | ILO, Programme Manager SP | lambeau@ilo.org | Sosthenes Mwansa | 29/05 | Online |
| 100 | | Felix Mwenge | M | ILO, National Coordinator SP | mwenge@ilo.org | | 30/05 | In-person |
| 101 | | Nienke Raap | F | ILO, TRANSFORM Coordinator | raap@ilo.org | | 04/06 | Online |
| 102 | | Victor Chikalanga | M | MLSS, Assistant Director | vchikalanga@gmail.com | | 06/06 | In-person |
| 103 | | Davy Mubanga | M | NHIMA, Provincial Coordinator | dmubanga@nhima.co.zm | | 07/06 | In-person |
| 104 | | Clara Kateule | F | MCDSS, Social Planner | kateuleclara@yahoo.com | | 06/06 | In-person |
| 105 | | Brian Moyowanyambe | M | CSPR, Programme Coordinator | brain.moyowanyambe@csprzambia.org | | 07/06 | In-person |
| 106 | | Jane Zulu | F | CSPR, Social Security and Justice Programme Manager | jane.zulu@csprzambia.org | | 07/06 | In-person |
| 107 | | Ruth Sakala | F | DWUZ, Secretary General | ruthsakala03@gmail.co | | 12/06 | In-person |
| 108 | | Mupila Kameya | M | ZANAMACA, President | mupilafrank1966@gmail.com | | 11/06 | In-person |
| 109 | | Chabala Mutesha | M | ZAMAST, Secretary | chabalamutesha3@gmail.com | | 11/06 | In-person |
| 110 | Jimmie Shwandi | M | WCFCB, Inspector Coverage | jshwandi@workers.com.zm | 12/06 | In-person | | |
| 111 | Sitwala Mulozi | M | NAPSA, Team Lead Coverage | mulozis@napsa.co.zm | 12/06 | In-person | | |

| # | Type | Name | Sex | Organization, position/role | Email | Interviewer | Date | Online/ in-person |
|---------------|--|----------------------|------------|---|--|--------------------|-------|----------------------|
| 112 | | Miyanda Kwambwa | F | Irish Aid, Programme Manager | Miyanda.Kwambwa@dfa.ie | | 28/06 | Online |
| OPT | | | | | | | | |
| 113 | ILO – desk review-based analysis | Luca Pellerano | M | ILO Regional Office for Arab States, Senior Specialist, Social Security | pellerano@ilo.org | Cristina Rodrigues | 06/06 | Online |
| Malawi | | | | | | | | |
| 114 | ILO, Key partner Ministry, Employers and Workers representatives, Donors | John Funny Mwale | M | Ministry of Finance and Economic Affairs, Principal Economist | jomwafunny@gmail.com | Amon Kabuli | 01/07 | In-person |
| 115 | | Steve Vinkhumbo | M | Ministry of Gender, Community Development and Social Welfare, Chief Elderly Officer | chimenyangasteve@gmail.com | | 06/06 | In-person |
| 116 | | Thokozani Mthapaonga | F | Magomero College, Principal | tmtapaonga@gmail.com | | 27/06 | In-person |
| 117 | | Amon Lukhele | M | Civil Society Network on Social Protection, National Coordinator | lukhele.osf@gmail.com | | 07/06 | In-person |
| 118 | | Phina Rocha | F | Embassy of Ireland, Social Protection Advisor | phina.rocha-rebello@dfa.ie | | 07/06 | In-person |
| 119 | | Arthur Nthandiks | M | Ministry of Labour, Commissioner-Workers Compensation | tkntandika@gmail.com | | 06/06 | In-person |
| 120 | | George Khaki | M | Employers Consultative Association of Malawi, Executive Director | khaki.g@ecammw.com | | 19/06 | In-person |
| 121 | | Madalitso Njolomole | M | Malawi Congress of Trade Unions, Secretary General | mctusecretariat@gmail.com | | 05/06 | In-person |
| 122 | | Patience Matandiko | F | International Labour Organization, Social Protection officer | matandiko@ilo.org | | 04/06 | In-person |
| 123 | | Nayeja Ngosi | F | Reserve Bank, Chief Examiner – Non prudential Compliance | nngosi@rbm.mw | | 21/06 | In-person |
| | | | 76 M (62%) | | | | | |

► Appendix 5. Agenda of the stakeholders' workshop, 29 August 2024

| Agenda | |
|---------------|--|
| 13h00 – 13h05 | Welcome by the ILO Evaluation Manager <ul style="list-style-type: none">• Presentation of the agenda and evaluation objectives |
| 13h05 – 13h50 | Presentation by the Lead Evaluator <ul style="list-style-type: none">• Design and methodology• Main findings (per evaluation criteria)• Lessons learned and good practices• Recommendations |
| 13h50-14h20 | Q&A's (moderated by the Evaluation Manager) |
| 14h20-14h30 | Next steps and closing |

► Appendix 6. Deep dives selection and outline

| Country | HDI (2022) and ranking | Social protection institutions and coverage | Global Accelerator (pathfinder countries) ¹ | Social protection policy | Informal economy |
|---------------------------------|------------------------|--|--|---|--|
| Burkina Faso² | 0.44 196 | Caisse nationale de sécurité sociale (CNSS) Caisse autonome de retraite des fonctionnaires, Office de santé des travailleurs 15,750 voluntary insured in 2018 (CNSS) Caisse nationale d'assurance maladie universelle (CNAMU), 2018 | | Politique sectorielle Travail, Emploi et Protection sociale (PS/TEPS 2018-2027) Politique nationale de protection sociale (PNPS 2023-2028) Law 060-2015/CNT (Régime d'assurance maladie universelle (RAMU)) Law 004-2021/AN (Régime de sécurité sociale applicable aux travailleurs salariés et assimilés au Burkina Faso) | 89.3% non-agriculture jobs M 85.5% F 93.3% Agricultural 40% of GDP Services 48% of GDP |
| Senegal | 0.51 170 | Agence sénégalaise pour la Couverture sanitaire universelle (Sen-CSU) Mutuelle sociale nationale des artisans du Sénégal (MSNAS) Régime simplifié pour le petit contribuable (RSPC) Couverture maladie universelle (CMU) Institut de prévoyance retraite du Sénégal (IPRES) Caisse de sécurité sociale (CSS) Institut de prévoyance maladie (IPM) Programme national des bourse de sécurité familiale (PNBSF) | Y | Stratégie nationale de Protection sociale (SNPS) 2015-2035 | 60% non-agriculture jobs 55% of GDP |

| Country | HDI (2022) and ranking | Social protection institutions and coverage | Global Accelerator (pathfinder countries) ¹ | Social protection policy | Informal economy |
|-------------------|------------------------|---|--|---|---|
| Burundi | 0.42 197 | Institut national de sécurité sociale (INSS) Office national des pensions et des risques professionnels (ONPR) Mutuelle de la fonction publique (MFP) Mutuelle de santé du secteur privé structuré (MSP) | | Code de protection sociale Politique nationale de protection sociale 2023–2033 Stratégie Nationale de mise en œuvre de la Politique Nationale de Protection sociale 2023-2033 | 95% ³ |
| Rwanda | 0.54 161 | RSSB Contributory Schemes (2010) Ejo Heza Long-Term Saving Scheme (2018) Umurenge Programme (VUP, 2008) RSSB's Strategic Plan (2020-2025) | Y | National Social Security Policy (2009) National Social Protection Policy (2020–2024) | 87% of total employment ⁴ |
| Uzbekistan | 0.72 106 | About 50% of population is covered with at least one social protection benefit Coverage in any social protection extends to 55%. National Agency for Social Protection | Y | Public social expenditure on social protection represents around 10.6% of GDP (including healthcare) Concept of the National Strategy for Social Protection until 2030 (NSSP) (2021), (Decree F-5634) Goal 4 of the Strategy of New Uzbekistan for 2022-2026 prioritizes the enhancement of social protection policy and development of human capital. | 50-60 % of workers 58.5% of workers are active in the informal sector ⁵ |
| Indonesia | 0.71 112 | | Y | | |
| Malawi | 0.50 172 | Malawi National Social Support Programme (MNSSP) 2012 Though non-contributory Programmes form the bigger part of the Malawi social protection system, they still have limited coverage and benefit adequacy. Only 21.3 % of the population are covered by at least one social protection benefit and only 19.6 % of vulnerable persons receive non-contributory cash benefit. | Y | Focus on provision of social assistance Programmes to the most vulnerable and ultra-poor in both urban and rural areas Priority areas in the National Social Support Programme include consumption support: promoting resilient livelihoods development of shock Responsive Social Protection to meet need and prepare for and responds to unpredictable shocks The flagship social cash transfer Programme is currently targeting 15% of labour constrained ultra-poor households. | 30.8% ⁶ |

| Country | HDI (2022) and ranking | Social protection institutions and coverage | Global Accelerator (pathfinder countries) ¹ | Social protection policy | Informal economy |
|-----------------|------------------------|--|--|---|---|
| Viet Nam | 0.72 107 | Social insurance (SI) system Social Assistance (SA) system By 2023, compulsory SI covers about 38% of the working-age population, while voluntary SI covers only about 4% and addresses fewer contingencies Social health insurance (SHI) covering around 92% of the population by 2022 | Y | Social Insurance Law revision (2014) Social Health Insurance Law revision (2014) Party Resolution 15 on Social Policies (2015) The Road Map for Social Assistance Reform and Development (MPSARD) (2017) Party Resolution 28 on Social Insurance Reform (MPSIR) (2018) Increase of Retirement Age (2019) Government Decree 20 on Social Assistance Reform (2021). Party Resolution 42 on Social Policies (2023). Social Insurance Law Revision (2024) - approved by the Vietnam National Assembly on 29 June 2024, will be effective from 1 July 2025 | Two-thirds of the country's total workforce in 2021, 33.6 million workers in informal employment (68.5%) ⁷ |
| Zambia | 0.56 153 | Non-contributory Programmes: Social Cash Transfer, Public Welfare Assistance Scheme, Home Grown School Meals, Bursary for Orphans and Vulnerable Children and Keeping Girls in School Initiative. Social cash transfer covers 1.3 million people ⁸ Contributory schemes: pensions scheme, health insurance and workers compensation scheme Pension coverage of the total employed population: 23.7% ⁹ Population is covered with health insurance: 39.3% ¹⁰ | | Worker's Compensation Act No. 10 of 1999 National Health Insurance Act No. 2 of 2018 National Pension Scheme Amendment Act of 2022 Statutory Instrument (SI) 72 of 2019 and SI 13 of 2021 (extension to the informal economy) National Social Protection Policy 2014 National Strategy on Extension of Social Security Coverage to the Informal Economy (2023–2027) | 76% of the labour force is in informal employment ¹¹ |
| OPT | 0.716 111 | The Ministry of Social Development (MoSD) – national poor targeted cash transfer Programme (CTP) ¹² 40% of households receive at least one type of social protection transfer Coverage is largest in Gaza: 35% of households receive a government benefit, 70% receive a nongovernmental benefit ¹³ 16.6% (2019) ¹⁴ | | Only public sector workers benefit from contributory social protection benefits. Social Security project revised draft completed. Social Protection Cash and Voucher Assistance Thematic Working Group (SPCVA TWG) was established in 2022. | 53.9% (2022) ¹⁵ |

| Country | HDI (2022) and ranking | Social protection institutions and coverage | Global Accelerator (pathfinder countries) ¹ | Social protection policy | Informal economy |
|---------|------------------------|--|--|--------------------------|------------------|
| | | Palestinian National Cash Transfer Programme (PNCTP, 2021): more than 100,000 households with cash transfers | | | |

¹ 17 out of the 50 Programme countries (34%) participate in the Global Accelerator.

² Agreed / engaged with Belgium to integrate the final evaluation of the GLO/20/29/BEL (which covered Burkina Faso and Senegal) in the mid-term evaluation of the second phase of the Global Flagship Programme.

³ [Jobs and livelihoods for a peaceful and resilient Burundi](#).

⁴ Rwanda Labour Force Survey 2022.

⁵ Papa, J., Hamdamov, H., Aliev, U., Oleinik, Y., Sukhova, A., Honorati, M., Novikova, M., & Yusupov, K. (2020) An assessment of the social protection system in Uzbekistan, Based on the Core Diagnostic Instrument (CODI). A joint report by ILO, UNICEF, and The World Bank. Moscow, Russia. International Labor Organization.

⁶ [Malawi's Informal Economy Size](#).

⁷ General Statistics Office (GSO).

⁸ Ministry of Community Development and Social Services – [MCDSS](#).

⁹ Annual Labour Force Survey of 2022 for Zambia.

¹⁰ MLSS, 2022.

¹¹ Progress Report 2023.

¹² ILO (2023) [Income dynamics and their implications for social protection in the Occupied Palestinian Territory](#).

¹³ ILO (2021) On the road to universal social protection: A social protection floor assessment in the Occupied Palestinian Territory. Regional Office for Arab States. International Labour Organization.

¹⁴ [GFP Country pages](#).

¹⁵ ILOSTAT, [Occupied Palestinian Territory](#).

► Appendix 7. Individual and group interviews' guidelines

Relevance and coherence

1. How does the second phase of the Flagship Programme (GFP) link to the **ILO's mandate** related to the Policy Outcome on Social Protection, the Decent Work Agenda, the ILO's Development Cooperation Strategy, the SDGs and relevant targets? Does the GFP create synergies and encourage collaborative work with other policy outcomes of the ILO? How does the GFP interface with the **Global Accelerator** for Jobs and Social Protection for Just Transitions?
2. To what extent does the GFP respond to the main **recommendations of the ILO field operations and structure and Development Cooperation review**? Does its strategy provide a **coherent structure** for ILO interventions, **flexibility** and **responding swiftly to country demands** and for **mobilizing resources** in the area of social protection? Have **interventions been relevant** in view of the criteria for identifying and formulating ILO Flagship Programmes?
3. How does the Programme's objectives and design **fit with ongoing international (or other) trends in social protection**? How does the GFP link to the **SDGs, delivery as One UN and UN reform, SPIAC-B, UN SPF Initiative, USP2030, UN Socio economic response to COVID 19, Addis Ababa Agenda, FFD discussions, the humanitarian/development nexus, COP21 to COP25, the 2021 UN initiative on Jobs and Social Protection for Just Transitions**, etc.? How was the GFP able to **adjust** to new developments and emerging priorities?
4. How does the GFP interface with **other international initiatives and partners**? Is the Programme **perceived as having a specific ILO identity** (e.g. through the promotion of ILO conventions, recommendations, principles, etc.), to what extent is this **attractive to donors and partners**, and how does the Programme manage to **avoid duplications and foster synergies** with other partners' interventions (including as part of the UN Development Cooperation Frameworks / reformed UN at the country level)?
5. Are the Programme's strategic elements (objectives, implementation strategies, targets and indicators) **achievable**? Is the intervention logic realistic and is it based on a **realistic theory of change**? Are the structure of the Programme (3 pillars) and the thematic areas that the Programme has focused on **relevant**, including at country level, effectively integrating the interests of different stakeholders and final beneficiaries of social protection Programmes? Have they allowed the GFP to adjust and **respond to new emerging needs** for support, needs of ILO constituents and national/regional contexts?
6. How do individual projects link to the GFP?
 - (a) Is there a specific reference to the GFP in the project document?
 - (b) Which of the key elements of the GFP are a component of the project (3-step approach at country level, cross-country policy advice, development of practical tools, creating/ extending partnerships)?
 - (c) Is the Flagship Programme more than the sum of the individual projects?
7. To what extent does **the design of the GFP take into account gender, non-discrimination and inclusion of people with disabilities**, especially in view of the SDG commitment of leaving no one behind?

8. To what extent does the GFP address the issue of social protection for climate change and, more particularly, for a **Just Transition**?
9. How has the GFP **learned from previous** ILO support in the area of SP as well as from the first phase of the GFP?
10. To what extent has the GFP contributed to a timely and relevant **response to constituents' needs and priorities in the post COVID-19 context** (since August 2021)?

Effectiveness

11. Are the overall GFP **objectives and expected outputs**, qualitatively and quantitatively **on track** to being achieved as well as the estimated impact on people?
12. To what extent has the project already **contributed to or benefitted from cross-country policy and technical advice** in thematic priority areas, including through South-South collaboration? Are new thematic areas emerging on which ILO should build its technical capacities to support constituents?
13. To what extent has the project **used existing methodologies and guides**, contributed to their dissemination and their improvement (feedback loop), and / or the generation and dissemination of new knowledge based on concrete country level and thematic experience? To what extent have these knowledge products **contributed to disseminating ILO's vision, principles and contributed to the application of ILO standards**, notably ILO R202 and ILO C102? To what extent has the project fostered **interagency collaboration in producing and disseminating knowledge**?
14. Is tripartism and social dialogue being integrated in the GFP components?
15. To which extent have the **social partners been involved in the design and implementation** of the Programme? How have **consultative processes and activities have been improved in that regard**? How and to what extent **capacity building has helped social partners** to participate in the construct of the reform of the schemes?
16. Are there **factors that are constraining achieving the Programme's intended results**? If yes, how can they be mitigated?
 - (a) At global level
 - (b) At the level of interactions between country, regional and global levels
17. Can the **results and impact achieved** with each project be easily **consolidated with those of other projects** to provide a clear picture of ILO's contribution to the SDGs on social protection?

Efficiency

18. What evidence is there of **cost-effectiveness** in the Programme's implementation and management? To what extent is the GFP ensuring **integrated resource management** (DC, RB, RBSA, PSI, etc.) and mobilising regular and voluntary resources? To what extent have RBSA allocations lead to the development of larger DC projects in countries? To what extent has the GFP extended/consolidated/diversified **partnerships**, including with IFIs, for both **funding and financing** purposes?
19. To what extent have individual projects under the GFP achieved their objectives more efficiently, due to their linkages with the GFP, compared to a situation without a GFP?
20. What are the **partnership** arrangements and coordination in the implementation of the Programme at various levels – national, regional and interagency (ILO, UN and other SP initiatives)? What are the challenges in the formulation of these partnerships? What are the **results** of these partnerships and how to improve them? Are these partnerships **strategic and sustainable**? To what extent is the Programme developing **other strategic**

partnership (e.g. NGOs, academia, UN) that contribute to increasing the impact of the ILO's interventions? More specifically, is the Programme managing to **leverage increased support** for rights-based social protection?

Effectiveness of projects' implementation and management arrangements

21. Does the Programme receive adequate political, technical and administrative **support from the ILO, ILO constituents, and donors**? Is support provided by the different levels of the organization, including the global technical facility, **adequate**?
22. Are **administrative and financing modalities adequate** to facilitate good results and efficient delivery of the Programme?
23. How effective are the Programme management arrangements in terms of **staffing**? Is the Programme able to leverage necessary expertise in the field and at headquarters?
24. How **effective are the overall steering mechanisms** of the GFP? Is the Global Technical Advisory Committee (**GTAC**) **useful**? How could it be improved? Are the **Development Partners' meetings useful**? How could project teams be more involved? Other areas for improvement? To what extent did the **GFP benefit from the experience of other FPs or contributed to their success** by sharing useful tools and ideas, as well as building Programmematic synergies?
25. How effectively does the **Programme management monitor performance and results**? Is **relevant information and data** regularly collected and analysed to feed into management decisions and communicated inside and outside of the organization? Is relevant information and data regularly collected and shared through the Results Monitoring Tool and other M&E channels of the GFP? What additional guidance/functions of the tool might be needed?

Sustainability and impact

26. Does the Programme have a sufficient **result/impact focus**? How could this focus contribute to the sustainability of the Programme?
27. To what extent is the **sustainability of individual projects linked to the principles underlying the GFP strategy**? To what extent is the sustainability of individual projects facilitated/ strengthened through the GFP?
28. To what extent has it been possible to achieve **tripartite involvement in and thus ownership** of the Programme? To what extent have **workers and employers' organizations been associated to the project**? And has the project **increased their involvement in the design and operations of national social protection systems**?
29. Does the Flagship Programme promote "social sustainability" of national social protection systems through the **application of ILO guiding principles** and notably: (1) involvement of social partners and civil society in policy design and implementation of national social protection systems; (2) search for national consensus building on national social protection strategies?

► Appendix 8. Online survey

| # | Question | Replies |
|---|--|---|
| 1 | Are the overall FP objectives and expected outputs, qualitatively and quantitatively on track to being achieved as well as the estimated impact on people? | Y qualitatively N qualitatively Y Quantitatively N Quantitatively |
| | Are there factors (at global level or at the level of interactions between country, regional and global levels) that are constraining achieving the Programme's intended results? If yes, how can they be mitigated? | N Y Y which ones (up to 3) Y how they could be mitigated |
| 2 | Are new thematic areas emerging on which ILO should build its technical capacities to support constituents? | N Y Y which ones (up to 3) |
| 3 | To what extent has the project fostered interagency collaboration in producing and disseminating knowledge? | Low Medium Medium examples (up to 3) Highly Highly examples (up to 3) |
| 4 | Is tripartism and social dialogue being integrated in the FP components and are workers and employers' organizations participating in the implementation? | N Y Y examples |
| 5 | Does the Programme have a sufficient result/impact focus? How could this focus contribute to the sustainability of the Programme? | N Y Y contributions to sustainability (up to 3) |
| 6 | To what extent is the sustainability of individual projects facilitated/strengthened through the FP? | Low Medium Medium examples (up to 3) Highly Highly examples (up to 3) |
| 7 | Any specific additional comment / recommendation for the second half of the FP? | Up to 3 |

► Appendix 9. Data Analysis Table

| Evaluation criteria | Conclusions | Recommendations and Specific Actions | Priority level of recommendation | Who | When |
|----------------------------|--------------------|---|---|------------|-------------|
| Relevance | | | | | |
| Coherence | | | | | |
| Effectiveness | | | | | |
| | | | | | |
| Efficiency | | | | | |
| Impact orientation | | | | | |
| | | | | | |
| Sustainability | | | | | |
| | | | | | |
| | | | | | |

► Appendix 10. Lessons learned and good practice

| LESSON LEARNED ELEMENT | Survey insights for future phases; Enhancing focus on knowledge goods |
|--|---|
| Brief description of lessons learned (link to specific action or task) | <p>LL1. Survey insights for future phases. A survey conducted in 56 countries in 2020 provided valuable insights that significantly informed the design of the second phase of the Global Framework Programme (GFP). These insights highlighted key areas for improvement and adaptation, ensuring that the programme's interventions were more targeted and effective. Applying this approach to prepare for phase 3 will ensure that the GFP continues to evolve based on comprehensive, global feedback, addressing emerging challenges and leveraging lessons learned to enhance its impact. This iterative process underscores the importance of continuous learning and adaptation, facilitating the programme's alignment with the dynamic needs of its beneficiaries.</p> <p>LL2. Enhancing focus on knowledge goods. Enhancing the focus on knowledge goods has emerged as a crucial lesson for the GFP, emphasising the need to refine efforts in creating and disseminating knowledge products. Strengthening the interconnections between data portals and platforms is essential, ensuring they are highly relevant to thematic areas, programmes, and the Decent Work focus. While the Results Monitoring Tool is specifically tailored to respond to the GFP, the Decent Work Dashboard offers a broader and more comprehensive scope. A balanced approach to harmonising and improving both databases is necessary, as integration and digitalisation of data have proven to be vital in supporting the effective implementation of projects and programmes. This strategic enhancement will enable better data-driven decision-making and facilitate the achievement of ILO's broader goals.</p> |
| Context and any related preconditions | Survey insights for future phases and enhancing the focus on knowledge goods require a context of strong data interconnectivity and preconditions of robust digital platforms and comprehensive thematic relevance to ensure effective adaptation and implementation. |
| Targeted users /Beneficiaries | Survey insights for future phases and enhancing the focus on knowledge goods should be tailored to meet the needs of targeted users and beneficiaries, including policymakers, programme implementers, and vulnerable communities, to ensure maximum relevance and impact. |
| Challenges /negative lessons - Causal factors | Survey insights for future phases and enhancing the focus on knowledge goods revealed challenges, including data fragmentation and insufficient platform integration, caused by inadequate coordination and varying thematic relevance. |
| Success / Positive Issues - Causal factors | Survey insights for future phases and enhancing the focus on knowledge goods highlighted successes, such as improved data-driven decision-making and programme effectiveness, resulting from robust digital platforms and strong thematic interconnectivity. |

| | |
|---|---|
| ILO Administrative Issues (staff, resources, design, implementation) | Survey insights for future phases and enhancing the focus on knowledge goods underscore the importance of addressing ILO administrative issues, including optimising staff allocation, ensuring adequate resources, and refining the design and implementation processes for better programme outcomes. |
|---|---|

| GOOD PRACTICE ELEMENT | GENDER AND VULNERABILITY DATA UTILISATION |
|--|--|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | The availability of gender and vulnerability data has allowed the programme to make significant strides in addressing gender and inclusion-related concerns. The mid-term evaluation indicates notable contributions towards these areas. However, while progress has been made in raising awareness about gender and inclusion issues, challenges and inequalities persist. Continued efforts are necessary to ensure that inclusivity remains a priority, enabling all individuals, regardless of gender, age, or disability status, to benefit from the programme. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | When conducting research or implementing programmes, it is crucial to consider several relevant conditions and contexts to ensure the applicability and replicability of findings on gender. Access to gender and vulnerability data, disaggregated by factors such as gender, age, disability, and socioeconomic status, is essential for comprehensive analysis. However, the availability and quality of this data can vary, impacting the reliability of findings. Establishing clear data sharing conditions and agreements is vital, defining data ownership, consent and confidentiality protocols, access and use guidelines, and compliance with relevant regulations. |
| Establish a clear cause- effect relationship | Establishing a clear cause-effect relationship between gender and vulnerability data and the ILO's work highlights the organization's relevance and impact in addressing gender disparities and supporting vulnerable populations. By analysing disaggregated data, the ILO can identify specific trends and challenges faced by different gender groups and vulnerable communities, such as disparities in employment opportunities, wage gaps, and access to social protection. This data-driven approach enables the GFP to develop targeted policies and interventions that effectively address these issues, demonstrating a direct link between their initiatives and positive outcomes in gender equality and the empowerment of vulnerable groups. Consequently, showcasing these relationships not only underscores the ILO's commitment to promoting inclusive and equitable labour practices but also reinforces its pivotal role in driving social and economic progress globally. |
| Indicate measurable impact and targeted beneficiaries | Utilising gender and vulnerability data allows the GFP to demonstrate measurable impacts and clearly identify targeted beneficiaries, thereby enhancing the visibility and effectiveness of its mandate. By meticulously analysing data on gender disparities and the specific needs of vulnerable groups, the GFP can tailor its interventions to achieve tangible improvements, such as increased female workforce participation and enhanced protections for marginalised workers. This data-driven approach not only validates the effectiveness of ILO's programmes but also bolsters its credibility and appeal among donors, showcasing the organization's commitment to evidence-based strategies that deliver real-world benefits. |
| Potential for replication and by whom | Using gender data has significant potential for replication by other UN agencies and international development actors to enhance their programmes' effectiveness and address gender disparities globally. |

| | |
|---|--|
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | The use of gender data effectively links to higher ILO goals, such as Decent Work Country Programmes, Country Programme Outcomes, and the ILO's Strategic Programme Framework, by showcasing the organization's relevance, performance, and contributions. By analysing and applying gender-disaggregated data, the GFP can align its initiatives with broader strategic objectives, ensuring that programmes are responsive to gender-specific needs and promote gender equality. |
| Other documents or relevant comments | Effective utilisation of gender data necessitates close communication with government to ensure alignment with national policies and maximize the impact of development initiatives. |

► Appendix 11. GFP Pillars

Pillar 1. In-country support: supporting countries in building their national social protection systems

The Global Flagship Programme uses a coherent and adaptable three-step approach to support the implementation and strengthening of rights-based, country-specific, robust, resilient and universal social protection systems in 50 target countries and territories.

Step 1 – Adopting a national social protection strategy

Through a participatory assessment-based national dialogue exercise involving relevant ministries, social protection institutions, workers and employers' organizations, civil society organizations, UN agencies, and other development partners, a consensus is forged on priorities for the implementation or extension of a nationally defined social protection floor. Step 1 is completed with the adoption of a national social protection strategy.

Step 2 – Designing and reforming schemes

Based on the policy priorities established in the national social protection strategy, the ILO supports the design and reform of social protection schemes or Programmes by providing technical advisory services, capacity-building and strengthening of social dialogue mechanisms at all levels, as well as enhancing social partners' capacities to contribute to policy discussions on social protection. The ILO's advice is based on international social security standards and good practices and includes formulating policy options; conducting costing and actuarial studies; assessments of sources of financing; mobilization and use of additional international financial sources, design of the institutional set-up; and drafting or amendment of social security laws and regulations. In addition, support is provided for the ratification and application of ILO Conventions and Recommendations, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102). Step 2 is completed with the adoption of a law or decree of implementation on the establishment or reform of a social protection scheme, Programme or branch.

Step 3 – Improving operations

The ILO supports the implementation of social protection schemes and Programmes or improves their operations, administrative and financial governance. This step aims to strengthen administrative and delivery capacities, including management information systems (MISs) and one-stop-shops for beneficiary registration and payment of benefits, as well as complaints and appeals mechanisms. It also improves coordination across the schemes and institutions and strengthens the tripartite and financial governance of the scheme. Building a national consensus around proposed policy reform and developing an integrated approach are also developed in this step. Step 3 is completed with the effective implementation of administrative arrangements of a social protection scheme or Programme to make the right to social protection a reality for intended beneficiaries.

Geographical coverage

For the second phase (2021 – 2025), the following 50 countries and territories were identified as priority Flagship Programme countries based on five criteria¹ and on consultations with the Global Technical Team (GTT),² regional and country directors and the members of the Global Tripartite Advisory Committee (GTAC).

The following presents a list of the 50 countries and territories, located in all five regions, that were identified as part of the Global Flagship Programme's second phase:

- **Asia:** Cambodia, India, Indonesia, Lao PDR, Nepal, Pakistan, Philippines, Samoa, Timor-Leste and Viet Nam.
- **Africa:** Angola, Burkina Faso, Burundi, Cabo Verde, Cameroon, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Eswatini, Ethiopia, Ghana, Kenya, Madagascar, Malawi, Morocco, Mozambique, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, Sudan, United Republic of Tanzania, Togo, Uganda and Zambia.
- **Europe and Central Asia:** Albania, Kyrgyzstan, Ukraine, Tajikistan and Uzbekistan.
- **Arab States:** Iraq, Jordan, Lebanon and Occupied Palestinian Territory.
- **Americas:** Barbados, Ecuador, El Salvador, Paraguay and Surinam.

For each of the 50 countries and territories pre-identified for in-country support during the second phase of the Global Flagship Programme, dedicated web pages provide an overview of the social protection situation; country priorities; previous and current support provided by the ILO; and the main priorities for the second phase.³

Pillar 2. Thematic support: technical support based on applied knowledge

The Global Flagship Programme identifies 16 thematic priority areas: (a) expanding social health protection towards universal health coverage; (b) unemployment protection; (c) old-age pensions; (d) extending social security to workers in the informal economy and protecting workers in all types of employment; (e) disability-inclusive social protection systems; (f) social protection for migrants, refugees and host communities; (g) just transition to a more environmentally sustainable economy and society; (h) leveraging social protection to promote gender equality; (i) inclusive and effective social dialogue; (j) building national systems of social protection statistics and monitoring and evaluation frameworks; (k) financing social protection; (l) building rights-based social protection systems; (m) financial governance and sustainability – actuarial valuations; (n) digital transformation; (o) adaptation of social protection systems to new and emerging challenges and (p) culture of social protection.

Through each thematic area, the ILO Global Flagship Programme develops policy and technical methodologies and tools aligned with ILO principles and good practices; provides on-demand technical assistance to ILO constituents on the implementation of the methodologies and tools; consolidates the Technical Support Facility (TSF) composed of nine positions to provide on-demand and timely specialized services to countries; measure the results and impact of the thematic streams; document relevant country experiences; organise regional and global seminars and further disseminates ILO approaches through global networks.

Pillar 3 – Strategic partnerships: developing partnerships for success

To support pillars 1 and 2, the ILO develops partnerships with development partners, UN agencies, International Financial Institutions (IFIs), employers' and workers' organizations, civil society organizations and academia. Through initiatives such as [USP2030](#), the [UN Social Protection Floors Initiative](#) and the discussions on a global financing mechanism for social protection, the ILO multiplies its impact, works towards providing harmonized and joint messaging on social protection and coordinated support to countries, and increases the dissemination channels for the learning outcomes of the Global Flagship Programme.

The Global Flagship Programme supports policy coherence among UN agencies and IFIs, promoting international social security standards at the global, regional and country levels, through the following: supporting the development of a renewed One UN framework for

engagement at country level; expanding and adapting the TRANSFORM initiative; playing a key role in the ILO's engagement in global partnerships, such as the SPIAC-B, [USP2030](#) and Social Health Protection (P4H); promoting the application of international social security standards in UN strategies, Programmement frameworks and development cooperation Programmes on social protection; collaborating with the Global Coalition for Social Protection Floors in advocating at the global level for universal social protection and supporting the design and implementation of the UN Secretary General's initiative of a Global Accelerator for Jobs and Social Protection for Just Transitions (here after referred to as the Global Accelerator). The partnerships with the Global Business Network for Social Protection Floors and the Social Protection, Freedom and Justice for Workers Network reflect the tripartite nature of the Global Flagship Programme and aim at building the capacities of constituents while increasing their engagement in the development of national social protection floors.

¹ Vision; strong political will and national ownership; potential; priority for the UN; partnerships, see Strategy document page 18.

² The GTT includes ILO staff both at HQ and in the country offices who contribute the implementation of the ILO Outcome on social protection

³ See country pages: <https://www.social-protection.org/gimi/ShowCountryProfiles.action?ctx=0>

► Appendix 12. ILO's Programme and Budget on Social Protection

| Outcome and Outputs | Indicator | Baseline | Target | Reported achievement | Outcome and Outputs | Indicators | Baseline | Target |
|---|--|--------------|--|----------------------|--|--|-------------------|---|
| P&B 2020-2021 P&B 2022-2023 Outcome 8: Comprehensive and sustainable social protection for all Output 8.1. Increased capacity of member States to develop new or reformed sustainable national social protection strategies, policies or legal frameworks to extend coverage and enhance benefit adequacy Output 8.2. Increased capacity of the member States to improve the governance and sustainability of social protection systems Output 8.3. Increased capacity of the member States to integrate social protection in comprehensive policy responses to support and protect workers and employers during their life and work transitions | Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable (SDG indicator 1.3.1) | 45.2% (2016) | Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable (SDG target 1.3). | 46.9% (2020-2022) | P&B 2024-2025 Outcome 7: Universal social protection Output 7.1. Increased capacity of Member States to develop social protection strategies, policies and legal frameworks that are inclusive, gender-responsive and sustainable Output 7.2. Increased capacity of Member States to strengthen social protection systems and ensure sustainable and adequate financing and sound governance Output 7.3. Increased capacity of Member States to harness social protection for inclusive life and work transitions and structural transformations | Proportion of population covered by social protection floors/ systems, by sex, distinguishing children, unemployed persons, older persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable (SDG indicator 1.3.1). Number of people who benefit from social protection legal coverage or are legally entitled to more adequate benefits through ILO support. | 46.9% (2020-2022) | Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable (SDG target 1.3). At least 10 million persons (50% female). |
| Source: ILO (2020) Programme and Budget for the Biennium 2020-21 ; ILO (2022) Programme and budget for the biennium 2022-23 ; ILO (2024) Programme and Budget for the Biennium 2024-2025 ; ILO (2021) World Social Protection Report 2020-22 ; ILO (2022) Programme Implementation Report 2020-2021 ; ILO (2024) Programme Implementation Report 2022-2023 . | | | | | | | | |

► Appendix 13. GFP summary of results and project budget execution

GFP Summary of Results (2021-2023)

| Indicators | Results |
|--|--|
| Expanding social health protection towards universal coverage indicators | Summary 2021-2023 |
| Number of countries that have adopted a law or regulation stipulating the design or reform of a social health protection, maternity protection, sickness or long-term care scheme | <p>Expanding social health protection towards universal health coverage (including health, maternity, sickness and long-term care) – 2021-2022 report: ILO supported the extension of social health protection through capacity building, policy and legal advisory services as well as economic and actuarial analysis in 25 countries across Africa, Asia and Latin America.</p> <p>Expanding social health protection towards universal coverage – 2023 report: supported the extension of social health protection through capacity building, advisory services on scheme design and financing and implementation support towards the extension of coverage. Key partnerships were mobilized for joint advocacy; a range of services were offered in support of national social health protection systems.</p> |
| Number of countries that have adopted or operationalized policy measures to improve the financial and administrative governance of the social health protection, maternity protection, sickness or long-term care schemes, making them more robust | |
| Number of countries that have increased public spending on social health protection as share of gross domestic product (GDP) | |
| Number of persons covered by health, sickness, maternity or long-term care schemes (SDG indicator 3.8.1) | |
| Number of persons that receive higher levels of benefits (and reduced out-of-pocket payments) or more comprehensive protection (for instance, they are protected for an additional risk) | |
| Extending social security to workers in the informal economy and protecting workers in all types of employment | 2021-2023 results (summary) |
| Number of countries that have revised their policy and legal framework to extend social protection coverage to categories of workers not previously covered, by branch. | <p>Extending social security to workers in the informal economy and protecting workers in all types of employment – 2021-2022 report: ILO's guidebook on Extending Social Security to Workers in the Informal Economy was translated and published in French, based on experiences from several countries from French-speaking Africa. In addition to knowledge products and the dissemination of upstream policy advice, the ILO has also achieved results on extension of social protection coverage to workers in the informal economy in over 12 countries.</p> <p>Extending social security to workers in the informal economy and protecting workers in all types of employment – 2023 report: technical support to various government agencies in drafting, developing and finalizing</p> |
| Number of countries that have revised their policy and legal frameworks to improve the adequacy of social protection for categories of workers with previously inadequate coverage, by branch. | |
| Number of countries that increased the number of persons legally covered by their social protection system, by branch. | |
| Number of countries that increased the number of persons effectively covered by their social protection system, by branch. | |

| Indicators | Results |
|---|---|
| | policies, strategies and Programmes for the expansion of social security in the informal economy; supported generating knowledge and evidence to build a case for extension of social security to workers in the informal economy; together with the Global Partnership for Universal Social Protection by 2030 (USP2030), published a brief on extending social protection to workers in the informal economy. |
| Financing social protection | 2021-2023 results (summary) |
| Number of countries that increased the financing of social protection systems, guided by ILO principles. | <p>Financing social protection – 2021-2022 report: completion of the multiplier study on the impact of social protection expenditure on economic outputs, the preparation of a tool for fiscal space analysis and financial options assessment for social protection, the development of training material on social protection and PFM, and further research to strengthen the link between social protection and PFM.</p> <p>Financing social protection – 2023 report: continued technical support to government bodies on extending social protection floors, which include assessing coverage and financing gaps and fiscal space analysis; carrying out costing analysis, fiscal space analysis, social protection floor costing assessment; feasibility studies; supported government agencies in utilizing the ILO Rapid Assessment Protocol (RAP).</p> |
| Number of countries that improved the governance and public financial management of social protection systems, including compliance with social security law and regulations. | |

Budget execution by project under analysis

| Project title | Dates | Budget | Budget execution (%) |
|---|--|----------------------------|-----------------------------|
| Bâtir des systèmes nationaux de protection sociale robustes pour couvrir les travailleurs de l'économie informelle et leurs familles, faciliter leur accès aux soins de santé et leur permettre de faire face aux défis de demain 2020-2022 (GLO/20/29/BEL) | 09/2020 – 02/2022 (18 months) | € 2 000 000 | 84.45 |
| Building Social Protection Floors for All Support to the 2nd phase of the ILO Global Flagship Programme 2022-2025 (GLO/21/34/MUL) | 16/12/2021 – 31/12/2025 (48 months) | USD 8 699 091 ¹ | 24.44 |
| | 01/01/2022 – 30/06/2023 (18 months) | | |
| Accelerating the Achievement of Universal Social Protection to Leave No One Behind. A Contribution to the Multi-donor Global Flagship Programme: Building Social Protection Floors for All 2022-2025 (GLO/22/31/IRL) | 11.2022 – 12.2025 (3 years) | € 4 500,000 | Not calculated ² |

Notes: ¹Including the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) funding for Project GLO/21/34/MUL (108490) – Agreement GLO/21/37/DEU (502802). ²ILO-Irish Aid Partnership Programme 2023-25: Accelerating the Achievement of Universal Social Protection, Leaving No One Behind – Inception Report September 2023.

Source: Final Statement of Income and Expenditure for Belgium, Ministre des Affaires étrangères, Commerce extérieur et Coopération au développement for Project GLO/20/29/BEL (107799) – Agreement GLO/20/29/BEL (502587); Statement of Income and Expenditure as at 31-Dec-22 for multi-Donor funding for the Social Protection Flagship Programme for Project GLO/21/34/MUL (108490) – Agreement GLO/21/34/MUL (502830).

► Appendix 14. Summary of Findings

| Evaluation criteria | Evaluation questions | Findings |
|--|--|---|
| <p>Relevance and coherence: was the strategy (4 pillars + 3 step approach) relevant, understood and applied by the management team and individual projects (country, regional and global), as well as donors and ILO constituents?</p> <p>The compatibility of the Flagship Programme with other interventions in</p> | <p>1. How does the second phase of the Flagship Programme (GFP) link to the ILO's mandate related to the Policy Outcome on Social Protection, the Decent Work Agenda, the ILO's Development Cooperation Strategy, the SDGs and relevant targets? Does the GFP create synergies and encourage collaborative work with other policy outcomes of the ILO? How does the GFP interface with the Global Accelerator for Jobs and Social Protection for Just Transitions?</p> | <p>The GFP aligns closely with the ILO's mandate for universal social protection, following ILO conventions and recommendations to help countries develop sustainable social protection systems. The Programme contributes to key ILO outcomes, particularly in social protection, and supports global efforts toward SDG targets like 1.3 and 3.8. It also promotes collaboration across sectors and countries, providing platforms for learning and resource mobilization. However, the emergence of the Global Accelerator on Jobs and Social Protection presents challenges regarding funding and coordination, as donors increasingly favour the Accelerator over the GFP, potentially impacting the GFP's resources and operations</p> |
| | <p>2. To what extent does the GFP respond to the main recommendations of the ILO field operations and structure and Development Cooperation review? Does its strategy provide a coherent structure for ILO interventions, flexibility and responding swiftly to country demands and for mobilizing resources in the area of social protection? Have interventions been relevant in view of the criteria for identifying and formulating ILO Flagship Programmes?</p> | <p>The GFP aligns with ILO recommendations, offering a flexible, results-based framework that addresses country-specific needs, enhances resource mobilisation, and strengthens social protection systems globally. By integrating funding sources and supporting targeted interventions, the GFP ensures coherent ILO support, promotes capacity building, and responds effectively to emerging challenges like COVID-19. It is instrumental in developing social protection strategies across various countries, including Uzbekistan, Rwanda, Senegal, Viet Nam, and Zambia, contributing to the extension of social security, policy reforms, and systematisation of social protection for informal workers. Despite challenges, the GFP remains a vital tool for advancing ILO's global social protection goals.</p> |
| | <p>3. How does the Programme's objectives and design fit with ongoing international (or other) trends in social protection? How does the GFP link to the SDGs, delivery as One UN and UN reform, SPIAC B, UN SPF Initiative, USP2030, UN Socio economic response to</p> | <p>The GFP aligns strongly with national and international development frameworks, including the SDGs, by addressing emerging priorities and trends in social protection, particularly in response to COVID-19. It supports initiatives like universal child benefits, unemployment, and cash transfers, contributing to universal health coverage and extending social security to informal workers. The GFP also integrates funding from key global partnerships, such as</p> |

| | | |
|--|---|--|
| <p>a country, sector or institution (ILO).</p> | <p>COVID 19, Addis Ababa Agenda, FFD discussions, the humanitarian/development nexus, COP21 to COP25, the 2021 UN initiative on Jobs and Social Protection for Just Transitions, etc.? How was the GFP able to adjust to new developments and emerging priorities?</p> | <p>the EU and UN SDG Fund, and plays a pivotal role in global efforts like the Social Protection Floors Initiative and Global Accelerator for Jobs and Social Protection. Its flexible, coherent structure allows for timely adjustments and ensures continued relevance through partnerships and collaborations at global, regional, and country levels</p> |
| | <p>4. How does the GFP interface with other international initiatives and partners? Is the Programme perceived as having a specific ILO identity (e.g. through the promotion of ILO conventions, recommendations, principles,), to what extent is this attractive to donors and partners, and how does the Programme manage to avoid duplications and foster synergies with other partners' interventions (including as part of the UN Development Cooperation Frameworks / reformed UN at the country level)?</p> | <p>The GFP operates in a crowded social protection space, collaborating with key partners like UNICEF, UN WOMEN, and the World Bank while reinforcing ILO's leadership and normative role. It aligns with global initiatives such as the UN Social Protection Floors Initiative and the Global Accelerator on Jobs and Social Protection, ensuring coherence and avoiding duplication through strategic partnerships. At the country level, the GFP supports comprehensive social protection reforms, collaborating with UN agencies, international donors, and local entities to extend social security coverage, especially for informal workers. It fosters synergies, enhances ILO's identity, and attracts donors by promoting ILO conventions and principles, making it a key player in global social protection efforts.</p> |
| | <p>5. Are the Programme's strategic elements (objectives, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic and is it based on a realistic theory of change? Are the structure of the Programme (3 pillars) and the thematic areas that the Programme has focused on relevant, including at country level, effectively integrating the interests of different stakeholders and final beneficiaries of social protection Programmes? Have they allowed the GFP to adjust and respond to new emerging needs for support, needs of ILO constituents and national/regional contexts?</p> | <p>The GFP's strategic elements, including objectives, implementation strategies, and partnerships, are considered achievable and aligned with ILO's mandates. The Programme's theory of change is grounded in practical experience, focusing on key areas like social health protection, fiscal space for social protection, and support for the informal economy. It collaborates with global and national partners, such as the World Bank, IMF, and various UN agencies, to ensure sustainability and avoid duplication. The GFP adapts to emerging needs, such as climate change and digitalization, and remains relevant by aligning with national priorities, as seen in countries like Rwanda, Senegal, and Zambia. Challenges like political changes and data quality persist, but the GFP remains flexible and responsive.</p> |

| | |
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| <p>6. How do individual projects link to the GFP?</p> <p>a. Is there a specific reference to the GFP in the project document?</p> <p>b. Which of the key elements of the GFP are a component of the project (3-step approach at country level, cross-country policy advice, development of practical tools, creating/ extending partnerships)?</p> <p>c. Is the Flagship Programme more than the sum of the individual projects?</p> | <p>While individual projects generally align with the GFP, explicit references to it in project documents are inconsistent. Some, like the ILO-IrishAid Partnership Programme, clearly align with the GFP, while others, such as projects in the Occupied Palestinian Territories, do not explicitly mention it despite covering relevant areas. The GFP provides a comprehensive framework that integrates various efforts, ensuring projects are not isolated but contribute to common social protection goals. However, there is a need for better visibility, improved coordination, and enhanced regional dialogue to avoid overlaps and ensure donors and stakeholders are informed about the GFP’s strategic importance. Pooled funding, as seen in Senegal, demonstrates the benefits of coordinated support from multiple donors.</p> |
| <p>7. To what extent does the design of the GFP take into account gender, non-discrimination and inclusion of people with disabilities, especially in view of the SDG commitment of leaving no one behind?</p> | <p>The GFP explicitly incorporates gender, non-discrimination, and disability inclusion into its design, aligning with the SDG commitment to ‘leave no one behind.’ Gender-responsive approaches are integral to the Programme, addressing gaps like the lack of support for women facing gender-based violence and extending maternity benefits to informally employed women. Disability-responsive strategies are also emphasised, with interventions in countries like Uzbekistan highlighting challenges faced by people with disabilities. The GFP fosters inclusive social protection through collaborations with various departments, joint projects, and knowledge-sharing sessions, ensuring access to social protection for marginalised groups and promoting non-discriminatory policies globally.</p> |
| <p>8. To what extent does the GFP address the issue of social protection for climate change and, more particularly, for a Just Transition?</p> | <p>The GFP integrates climate change and Just Transition into its strategy, recognising their importance in addressing global challenges. Climate change is included in policy documents, with the upcoming World Social Protection Report focusing on how social protection can support people in this context. The GFP has participated in key climate conferences, such as COP21 to COP27, promoting Just Transition principles and facilitating technical exchanges through initiatives like the USP2030 working group. Country-level projects, such as one in China, demonstrate the Programme’s responsiveness, though limited resources hinder broader efforts. Future initiatives will continue focusing on climate resilience within the Global Accelerator framework.</p> |

| | | |
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| | <p>9. How has the GFP learned from previous ILO support in the area of SP as well as from the first phase of the GFP?</p> | <p>In the first phase of the GFP, ILO focused on creating and extending social protection floors, aligned with the SDG target 1.3 and supported by the Outcome 3 strategy. The second phase, guided by the ILO Centenary Declaration, refined the theory of change, increased visibility, and improved capacity building, with an emphasis on sustainability through partnerships and funding mechanisms. Lessons from phase 1 informed strategic adjustments in phase 2, enhancing alignment with emerging issues like climate change and the informal economy. Practical improvements included better internal communication and leveraging existing tools, though challenges in coordination remain. As the GFP progresses, it aims to clarify its linkages with the Global Accelerator and adjust thematic areas to ensure relevance and efficiency.</p> |
| | <p>10. To what extent has the GFP contributed to a timely and relevant response to constituents' needs and priorities in the post COVID-19 context (since August 2021)?</p> | <p>The GFP effectively adapted its strategies to address social protection challenges arising from the COVID-19 pandemic. It reProgrammed activities and designed new projects to support countries like Rwanda, where it helped develop a long-term unemployment social security strategy, and Senegal, where it extended social protection to informal workers. In Viet Nam, the GFP ensured timely policy responses and capacity building for vulnerable populations. In Malawi, it supported cash transfer Programmes for vulnerable groups, while in Burkina Faso, it addressed budgetary constraints in social protection. The GFP balanced immediate responses with long-term planning, maintaining a focus on sustainable reforms, despite the preference for short-term results.</p> |
| <p>Effectiveness: has the Flagship Programme achieved the intended results in terms of policy changes (and financing to implement these</p> | <p>11. Are the overall GFP objectives and expected outputs, qualitatively and quantitatively on track to being achieved as well as the estimated impact on people?</p> | <p>From January 2021 to March 2023, the GFP achieved significant results, including 105 institutional changes across 40 countries and social protection coverage for 31.3 million people. The Programme surpassed targets in strategy adoption and scheme design, while ratifications of Convention No. 102 progressed in several countries. Despite challenges in attributing outcomes to specific projects, significant achievements were made in countries like Uzbekistan, Rwanda, Senegal, Viet Nam, and Zambia, where social protection reforms, capacity building, and extending coverage to informal workers advanced. The GFP maintained a high execution rate, reflecting its progress, although coordination challenges and delayed results in some areas, like Burundi, were noted.</p> |

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| <p>policies) and impact on people? Has the Flagship Programme used knowledge development and partnerships to increase its impact? Can the Flagship Programme consolidate results and impact and provide a clear picture of ILO's contribution to the SDGs on social protection?</p> | <p>12. To what extent has the project already contributed to or benefitted from cross-country policy and technical advice in thematic priority areas, including through South-South collaboration? Are new thematic areas emerging on which ILO should build its technical capacities to support constituents?</p> | <p>The GFP has significantly contributed to cross-country policy and technical advice through South-South collaboration, benefiting countries like Uzbekistan, Rwanda, Viet Nam, Zambia, Malawi, and Burkina Faso. These collaborations have helped countries expand fiscal space, develop social protection policies, and build capacity in managing social protection systems. Emerging thematic areas such as climate change, gender-responsive social protection, disability inclusion, and social protection for informal economy workers have gained attention, highlighting the need for further technical capacity building. Innovative financing models, like Uruguay's monotax system, are also seen as essential for expanding social protection coverage and ensuring sustainability.</p> |
| | <p>13. To what extent has the project used existing methodologies and guides, contributed to their dissemination and their improvement (feedback loop), and / or the generation and dissemination of new knowledge based on concrete country level and thematic experience? To what extent have these knowledge products contributed to disseminating ILO's vision, principles and contributed to the application of ILO standards, notably ILO R202 and ILO C102? To what extent has the project fostered interagency collaboration in producing and disseminating knowledge?</p> | <p>The GFP has extensively developed and disseminated knowledge through guides, tools, and applied research in areas like fiscal space, informal economy, and social health protection. Key tools like the ISPA, SPF Calculator, and unemployment insurance guides have been used across various countries, while collaborative efforts, such as with UN agencies under the Global Accelerator, ensure a unified approach to social protection. Knowledge-sharing platforms like workshops and KISS Cafés facilitate the dissemination of ILO standards. The GFP has applied and refined these tools in countries like Rwanda, Senegal, and Vietnam, generating new insights and fostering cross-country learning and capacity building in social protection.</p> |
| | <p>14. Is tripartism and social dialogue being integrated in the GFP components?</p> | <p>The GFP integrates tripartism and social dialogue into its work at both global and country levels, facilitated by ILO's Bureau for Workers' Activities (ACTRAV). However, challenges remain in fully incorporating trade unions, with some countries not involving them in discussions. Specific country experiences, such as in Iraq, Mozambique, Togo, and Uzbekistan, have highlighted the importance of including social partners in key dialogues. The GFP supports tripartite dialogue, as seen in countries like Rwanda, Senegal, and the Occupied Palestinian Territories, where it enhances collaboration between government, employers, and workers. In Zambia and Malawi, the Programme has expanded</p> |

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| | | consultations to include informal economy stakeholders and civil society, though gaps remain in engaging rural communities. |
| | 15. To which extent have the social partners been involved in the design and implementation of the Programme? How have consultative processes and activities have been improved in that regard? How and to what extent capacity building has helped social partners to participate in the construct of the reform of the schemes? | The GFP has successfully involved social partners in both the design and implementation of social protection Programmes across various countries. In Uzbekistan, for instance, the tripartite approach enabled businesses and trade unions to participate in discussions for the first time. While capacity building has been a priority, challenges remain, such as the need for more technical support for employers' representatives. In countries like Rwanda, Senegal, Viet Nam, and Zambia, the GFP has facilitated consultations, capacity-building workshops, and training sessions that enhance stakeholder engagement in social protection reforms. However, there are still gaps in support for field activities and benchmarking efforts in some areas, and further capacity-building is needed to fully empower social partners. |
| | 16. Are there factors that are constraining achieving the Programme's intended results? If yes, how can they be mitigated? a. At global level b. At the level of interactions between country, regional and global levels. | The GFP's progress has been constrained by bureaucratic delays, limited information sharing, budget and staffing issues, and political instability. Donors have reported a lack of communication, which hampers coordination, while slow fund transfers and internal delays have affected timely implementation, as seen in Zambia. Limited budgets and understaffing, particularly in communication and monitoring, hinder Programme effectiveness in countries like Malawi and Rwanda. Political instability, especially in Burkina Faso and the Occupied Palestinian Territories, also disrupts activities. Addressing these issues requires improved communication, streamlined processes, and stronger in-country presence, alongside intensified awareness campaigns to enhance social protection understanding and participation. |
| | 17. Can the results and impact achieved with each project be easily consolidated with those of other projects to provide a clear picture of ILO's contribution to the SDGs on social protection? | The ILO's greatest achievements globally lie in policy and skills development, though recurrent training is needed due to staff turnover. The pooled funding mechanism enhances resource efficiency, but some projects contributing to GFP outcomes, like Rwanda's GIZ-funded light manufacturing project, are not included in GFP reporting. While resources are generally used efficiently, donors have raised concerns about the proportion allocated to administrative costs versus Programme activities. Improving reporting, resource allocation, |

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| | | and capacity-building efforts can better showcase the ILO's contributions to social protection and the SDGs, ensuring value for money and sustained impact. |
| Efficiency: was the management, coordination, communication and governance efficient to achieve the intended results? | 18. What evidence is there of cost-effectiveness in the Programme's implementation and management? To what extent is the GFP ensuring integrated resource management (DC, RB, RBSA, PSI, etc.) and mobilising regular and voluntary resources? To what extent have RBSA allocations lead to the development of larger DC projects in countries? To what extent has the GFP extended/consolidated/diversified partnerships, including with IFIs, for both funding and financing purposes? | The GFP has demonstrated efficient use of resources through SMART indicators and high financial execution rates, with a median of 70% by 2023. It effectively combines diverse funding sources at the country level, such as contributions from Belgium, GIZ, and the EU in Senegal, and from the Japanese and Australian governments in Viet Nam. Partnerships with UN agencies and Programmes like UNJP and the Global Fund in Zambia have enhanced capacity building and subsidised health insurance for vulnerable populations. However, challenges include limited funding, understaffing, and lack of budget awareness in some countries, like Burundi. The GFP's strategic partnerships and integrated resource management ensure cost-effectiveness and maximise impact despite these constraints. |
| | 19. To what extent have individual projects under the GFP achieved their objectives more efficiently, due to their linkages with the GFP, compared to a situation without a GFP? | Assessing the efficiency of individual GFP projects is challenging, but their integration within the GFP enhances strategic alignment with logical frameworks and objectives, ensuring coherence. However, high bureaucracy within the GFP, such as double reporting, slows down project implementation and creates bottlenecks, leading to perceptions of inefficiency. While the GFP provides better structure and consistency, a non-GFP scenario might offer faster implementation due to fewer administrative hurdles, though it would lack the strategic coherence and alignment that the GFP framework ensures. |
| | 20. What are the partnership arrangements and coordination in the implementation of the Programme at various levels – national, regional and interagency (ILO, UN and other SP initiatives)? What are the challenges in the formulation of these partnerships? What are the results of these partnerships and how to improve them? Are these partnerships strategic and sustainable? To what extent is the Programme developing other strategic partnership (e.g. NGOs, academia, UN) that | The GFP fosters extensive partnerships with government institutions, trade unions, employers, and development partners, including UN agencies, at national, regional, and global levels. These partnerships help implement social protection initiatives in countries like Rwanda, Senegal, Viet Nam, and Zambia. Challenges include bureaucratic delays, which slow down activity implementation, and the need for better coordination and communication. The GFP leverages regional partnerships, such as with CIPRES and UEMOA, and collaborates with global entities like the EU and IMF. Partnerships with NGOs, academia, and CSOs also contribute to advocacy, capacity building, and sustainable social protection policies, though improved strategic planning and more frequent meetings could enhance their impact. |

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| | contribute to increasing the impact of the ILO's interventions? More specifically, is the Programme managing to leverage increased support for rights-based social protection? | |
| Effectiveness of management arrangements: | 21. Does the Programme receive adequate political, technical and administrative support from the ILO, ILO constituents, and donors? Is support provided by the different levels of the organization, including the global technical facility, adequate? | The GFP receives varying levels of support from ILO, constituents, and donors, including financial backing, technical expertise, and backstopping. While legal assessments of national social protection frameworks have been helpful, the Technical Support Facility (TSF) does not fully address the needs for senior management or country-specific expertise. Partnerships with ministries beyond labour are facilitated by the Global Accelerator but managing multiple projects and reporting requirements remain challenging. Despite improvements in communication and administrative efficiency from phase 1 to phase 2, gaps in coordination and access to project information persist, and virtual meetings like the KISS Cafés have been discontinued. |
| | 22. Are administrative and financing modalities adequate to facilitate good results and efficient delivery of the Programme? | The GFP's administrative and financial structures have both strengths and challenges. While the Programme has been organised for efficient resource use, a shift in donor funding from the GFP to the Global Accelerator may impact financial stability. Funding is secured until 2025, and partnerships, like those with UNIQLO and Nestlé, have shown good results, though businesses often seek alternatives to formal social protection in developing countries. Private sector investments, such as with Petronas, are also growing but face scrutiny. Partnerships with development banks and the World Bank offer more sustainable funding options. In Burkina Faso, government shifts affected financial execution, though ongoing adjustments and expert involvement help sustain progress. |
| | 23. How effective are the Programme management arrangements in terms of staffing? Is the Programme able to leverage necessary expertise in the field and at headquarters? | The GFP's staffing and management arrangements show both strengths and challenges. The Global Technical Team (GTT) supports the Programme with over 75% of staff based outside ILO HQ, covering 68 countries. However, staff shortages, especially at the country level, limit the Programme's capacity to implement activities effectively, as seen in Rwanda, Senegal, and Zambia. The Technical Support Facility (TSF) provides expertise in areas like health and climate change but lacks senior management and country-specific support. Staffing constraints, particularly in regional offices and thematic areas like environment and |

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| | | digitalization, further challenge the Programme's implementation. Despite these limitations, partnerships with local institutions and other UN agencies help alleviate staffing burdens in countries like Malawi, where external partners provide technical support. |
| | 24. How effective are the overall steering mechanisms of the GFP? Is the Global Technical Advisory Committee (GTAC) useful? How could it be improved? Are the Development Partners' meetings useful? How could project teams be more involved? Other areas for improvement? To what extent did the GFP benefit from the experience of other FPs or contributed to their success by sharing useful tools and ideas, as well as building Programmatic synergies? | Steering mechanisms in the second phase of the GFP have been simplified, but challenges remain, particularly with the infrequent meetings and limited communication from the Global Technical Advisory Committee (GTAC), which last met in 2022. Regular meetings, improved communication, and transparency, such as sharing reports and minutes, are needed to enhance effectiveness. Development partners' meetings face similar issues, with irregular organization and limited feedback sharing. Clarifying roles between Flagship Programmes and ILO's Programme and Budget (P&B) would also help, as the two are often perceived as intertwined. Additionally, collaboration and knowledge sharing between Flagship Programmes are rare and should be encouraged to leverage collective experiences and build synergies. |
| | 25. How effectively does the Programme management monitor performance and results? Is relevant information and data regularly collected and analysed to feed into management decisions and communicated inside and outside of the organization? Is relevant information and data regularly collected and shared through the Results Monitoring Tool and other M&E channels of the GFP? What additional guidance/functions of the tool might be needed? | The GFP monitors performance and results at Programme, project, and country levels using the Results Monitoring Tool (RMT), though updates have been delayed since 2021 due to manual data import issues and misalignment with the Decent Work Results (DWR) dashboard. Data collection and analysis are crucial for management decisions and shared through various channels, but improvements in alignment and reporting are needed. In some countries, such as Burundi and Rwanda, regular monitoring is lacking, while others, like Senegal and Viet Nam, effectively use data for tracking progress. However, challenges remain in maintaining up-to-date information and dedicated monitoring staff, especially in countries like Zambia and Malawi, where reports rely on partner input and ad-hoc dissemination of results. |
| Sustainability and Impact: to what extent are the achievements sustainable and | 26. Does the Programme have a sufficient result/impact focus? How could this focus contribute to the sustainability of the Programme? | The GFP demonstrates a strong focus on results and impact by anchoring social protection in national legal frameworks, building a culture of social protection, and ensuring financial sustainability, supported by long-term partnerships and tripartite social dialogue at various levels. While sustainability of social protection systems can sometimes be overlooked, visibility of impacts can be improved through public events and communication materials. In Zambia, for example, the Programme has successfully extended social protection to the |

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| based on national ownership? | | informal economy through capacity building and stakeholder engagement, ensuring broad support for sustainability. |
| The extent to which the flagship Programme has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. | 27. To what extent is the sustainability of individual projects linked to the principles underlying the GFP strategy? To what extent is the sustainability of individual projects facilitated/ strengthened through the GFP? | The sustainability of individual projects under the GFP is closely tied to its overarching strategy, but concerns remain about the lack of a robust exit strategy and the continuity of current funding. While the GFP has evolved into a multi-donor pooled funding Programme, with Luxembourg and Belgium as primary donors, there are concerns about attracting additional donors. Donors see the GFP and the Global Accelerator as better frameworks for aligning social protection goals, but managing these initiatives requires significant human resources. The shift in funding towards the Global Accelerator raises concerns about the future of specific projects, particularly in social health protection, which may be at risk of losing long-term support. |
| | 28. To what extent has it been possible to achieve tripartite involvement in and thus ownership of the Programme? To what extent have workers and employers' organizations been associated to the project? And has the project increased their involvement in the design and operations of national social protection systems? | Tripartite involvement has been a key element of the GFP, contributing to ownership and collaboration at local and national levels. Workers' and employers' associations have played a crucial role in shaping national social protection systems, as seen in countries like Burundi, Rwanda, Senegal, and Viet Nam. While the Programme has fostered governance improvements and technical capacity, concerns remain about long-term sustainability, particularly in ensuring ongoing participation and relevance on the ground. Some stakeholders, especially in Senegal, highlighted the need for more awareness and skill transfer to ensure the Programme's continuity. Despite challenges, tripartite engagement has significantly contributed to the Programme's success in social protection reforms. |
| | 29. Does the Flagship Programme promote "social sustainability" of national social protection systems through the application of ILO guiding principles and notably: (1) involvement of social partners and civil society in policy design and implementation of national social protection systems; (2) search for national consensus building on national social protection strategies? | The GFP promotes social sustainability by actively involving social partners and civil society in the design and implementation of national social protection systems, aligning with ILO guiding principles. This participatory approach fosters national ownership and long-term impact, as seen in countries like Rwanda, Senegal, Zambia, Malawi, and Burkina Faso. However, in some cases, such as Burundi, civil society voices are not fully integrated. The Programme's success in building social protection systems relies on ongoing stakeholder involvement, sustainable financing, and compliance with social protection standards. Despite challenges, the GFP's consultative processes and capacity-building efforts have |

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| | | strengthened national frameworks, extending social security to vulnerable groups and promoting sustainability. |
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