



# **The role of economic and social councils and similar institutions in promoting social protection floors for all through social dialogue**

Report of the ILO-AICESIS Conference  
20-21 November 2014  
Seoul, Korea

**Social Protection Department  
Governance and Tripartism Department  
International Labour Office – Geneva**

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## Foreword

In May 2012 the International Labour Organization (ILO) and the International Association of Economic and Social Councils and Similar Institutions (AICESIS) signed a Memorandum of Understanding, which aimed at reinforcing their longstanding partnership and mutually beneficial cooperation. In the framework of this joint agreement, the ILO and AICESIS, in partnership with the Economic and Social Development Commission of Korea (ESDC) launched an international Conference on “The role of economic and social councils and similar institutions (ESC-SIs) and social dialogue in the implementation of social protection floors for all”, on 20-21 November, 2014 in Seoul, Korea. This event brought together participants from ESC-SIs of Africa, the Arab States, Asia, the Caribbean and Europe, and, as well as experts from international and regional organizations. The focus of which, was to discuss how social dialogue institutions such as Economic and Social Councils, can bolster social protection at the national level.

Two reports were released in order to foster discussion at the Conference: the ILO report on Social protection global policy trends 2010-2015, “From fiscal consolidation to expanding social protection: Key to crisis recovery, inclusive development and social justice”; as well as the present Conference Report, which draws on a series of questionnaires distributed to more than 80 ESC-SIs worldwide, in order highlight good practices of social dialogue in promoting social protection floors throughout various national contexts. The report identifies the extremely diverse role of ESC-SIs in this area, in addition to providing technical and practical recommendations for greater ESC-SI involvement.

Throughout the two-day Conference, participants engaged in rich discussions and exchanged information about the challenges and good practices of promoting social protection floors through social dialogue at national and regional levels. They also learned about the experiences and perspectives of the International Organization of Employers (IOE) and the International Trade Union Confederation (ITUC) on the subject, as well as actions undertaken by major international organizations and institutions in this field, such as the Asian Development Bank (ADB), the ICSW-NEA Region, the International Monetary Fund (IMF), the International Labour Organization (ILO), International Social Security Association (ISSA), UN Economic and Social Commission for Asia and the Pacific (ESCAP) and the World Bank.

The Conference led to the successful adoption of the Seoul Declaration, which serves as a tool for extending national social protection systems in line with the Social Protection Floors Recommendation, 2012 (No. 202) and the Tripartite Consultation Convention, 1976 (No. 144). The Declaration aims to reinforce ESC-SIs role in bringing together governments, representative organizations of employers and workers, as well as other relevant organizations to consult on issues pertaining to the promotion of social protection floors for all. Further steps to enhance the fruitful collaboration between the ILO and AICESIS include the organization of a joint Conference in 2015 on the tentative theme of the role of ESC-SIs in promoting workplace compliance through Social Dialogue.

We hereby would like to reaffirm the importance of our effective and strategic collaboration and reiterate our commitment to further enhancing our joint action to support ESC-SIs in their efforts to promote social protection and decent work through social dialogue.

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## Executive Summary

On 20-21 November 2014, the ILO and AICESIS, in the framework of the cooperation agreement signed between the two organizations in 2012, in collaboration with the ESDC of Korea hosted a Conference in Seoul, Korea (hereafter the Seoul Conference), to consider how ESC-SIs can promote the extension of social protection. A particular focus of the Seoul Conference was the development of national social protection floors in line with the Social Protection Floors Recommendation, 2012 (No. 202) (hereafter Recommendation No. 202). Other relevant ILO instruments such as the Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113) and the Tripartite Consultation (International Labour Standards), 1976 (No. 144) and its accompanying Recommendation No. 152 were also taken into consideration.

The unanimous adoption in 2012 of the ILO Social Protection Floors Recommendation marks a breakthrough in global commitment to social protection, poverty alleviation, and economic development. The Recommendation calls on governments to establish national floors of social protection providing four guarantees: basic income support during childhood, adulthood, and old age, and essential health care for all. By enabling people to cope with economic shocks, social protection floors help to sustain demand in hard economic times, allow people to take risks that energize a country's economy, and enable societies to benefit from globalization. This is indeed the meaning of development. Importantly, Recommendation No. 202 also calls for governments to engage in tripartite social dialogue and broad national consultations with relevant stakeholders for the development, implementation, and monitoring of national social protection floors. Hence the new instrument is of substantial relevance for ESC-SIs.

ESC-SIs find themselves in one of two situations: while many developing countries have taken bold measures to expand social protection to promote economic and social development, other parts of the world, including many high-income countries, have been grappling with fiscal consolidation or austerity policies, adjusting their social protection systems for cost savings. ESC-SIs should be aware of the details of these divergent trends in order to be able to adequately engage in public dialogue, to ensure that the right to adequate standards of social security is fulfilled.

A close cooperation between the ILO and AICESIS has taken place in recent years on topics related to the extension of social protection, as well as the protection of welfare and adequate benefits in times of economic adjustment. While in some countries, policy responses to the global crisis have been shaped through social dialogue, in many other countries this has not been the case. Public policy decisions have often been taken closed-door, as technocratic solutions with limited or no consultation, resulting in adverse social and economic impacts. Social dialogue is essential for ensuring well-functioning social protection systems and a socially-responsible recovery, aimed at achieving inclusive growth and social justice.

The present background report for the Seoul Conference draws on an ILO survey submitted to AICESIS members and other non-member social dialogue institutions. The survey aimed to identify the role of ESC-SIs' in promoting social protection in their respective countries, in addition to the objectives, achievements, and constraints faced by these institutions. Based on the survey responses, this report lays out general strategies for meeting the challenges that ESC-SIs confront, as well as suggesting areas for greater ILO and AICESIS involvement.

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The survey revealed considerable diversity in ESC-SIs' involvement in social protection, both globally and regionally. By negotiating agreements, researching gaps in coverage and monitoring implementation, some ESC-SIs are already at the cutting edge of national action to build social protection floors – or protect people's welfare in those countries undergoing fiscal consolidation. Others have no clear mandate to negotiate agreements but still play valuable roles in promoting social protection. For example, they comment on proposed legislation and regulations, create forums to voice opinions, engage in public education, carry out studies, formulate recommendations, and monitor government action.

Survey replies suggested four main issues that need to be addressed, in order to ensure a stronger role of ESC-SIs. These include the complex and technical character of social protection; resource shortages, including both of funds and time; an organizational focus on formal labor markets; and factors in the external environment, especially the priority that governments assign to social protection floors and the extent to which they perceive the ESC-SI as a partner.

Social protection makes a real difference to the lives of people, and reforms, either the expansion of social protection or the contraction of welfare systems in times of austerity need to be publicly discussed. A stronger engagement of ESC-SIs, especially through employers and workers organizations, would clearly benefit countries' efforts to address poverty, vulnerability, and exclusion. The organizations themselves would increase opportunities to shape social policies, influence public perceptions, achieve prominence, and join extensive networks.

The report suggests strategies whereby ESC-SIs seeking to engage in national social protection floor initiatives can have a stronger role. Building alliances with policy makers, social actors and stakeholders interested in social protection are essential. Below are some main recommendations for consideration:

- *Increasing knowledge to contribute to the debate on social protection issues* – Understanding the complexities of social protection reforms, either the expansion of social protection floors or possible welfare contractions as a result of fiscal consolidation policies, need to be in line with international labour standards and national needs and circumstances. Such a task requires complex technical knowledge that can be progressively acquired by ESC-SIs. One way is to schedule the discussions by topic, thus creating a learning process for the ESC-SI members. ESC-SIs can also specialize internally by creating committees or working groups that comprise those members with greatest interest and experience. They can seek policy and technical training, for example, through the national ministries responsible for social protection, institutions managing social protection, academy, research institutes, national statistical offices, the ILO, and One-UN social protection floor teams. They can also develop bilateral and multilateral arrangements with other ESC-SIs to share information and national experiences.
- *Reaching out to the excluded* - Social protection floors extend coverage to people which have not been reached by social protection policies. Hence, a firm grasp of the needs and characteristics of these groups is required and potential beneficiaries ought to have a voice. The needs of the vulnerable population should also be properly analyzed and heard in the case of countries under adjustment, transition or crisis. The survey portrayed different models whereby ESC-SIs reach out to previously excluded groups. For some ESC-SIs, such consultation occurs automatically if their membership base encompasses representatives of vulnerable groups. Other ESC-SIs actively solicit views of non-members. Still others broaden



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their memberships, perceiving a link between their composition and the issues they can address.

- *Focusing on priority issues and progressively expanding the agenda in line with available resources* - ESC-SIs can identify priorities for initial action, starting with those closest to core organizational concerns. For those ESC-SIs that focus primarily on employment issues, one promising entry point could be the interface of benefits and employment. Employment-focused ESC-SIs normally have expertise in vocational training, employment services, and public employment — all of relevance in ensuring that social protection floors are structured to encourage and support work. For resource-constrained ESC-SIs, the key is to start with a specific focus and expand incrementally as resources allow, by gaining experience and a track record, as well as developing new partnerships and alliances which can eventually bring additional funds and expertise.
- *Taking on a proactive advocacy role* – The survey brought to light a number of situations where ESC-SIs have initiated advocacy on social protection, taking up topics such as social inclusion and the informal economy, which are crucial to ensuring the right to social protection for all. This shows that ESC-SIs can still assume an important and proactive role, even in countries where social protection is not high on the government’s agenda, or where the government does not yet perceive the ESC-SI as a relevant partner. By taking the lead in raising awareness of the problems that social protection floors address, ensuring that populations are effectively protected in times of crisis or low growth, and encouraging people to demand their right to social security, ESC-SIs can both push for future action and demonstrate their relevance in this area.

The ILO and AICESIS can offer crucial assistance to ESC-SIs that seek to gain roles in national social protection floor initiatives. They can for instance, create regional social protection floor exchanges to identify best practices and potential challenges; provide guidance to individual ESC-SIs; facilitate exchanges among ESC-SIs to promote regional learning; help monitor social dialogue on social protection floors; and organize respective conferences.

Through the International Training Center (ITC) in Turin, the ILO offers capacity building workshops and academies, which can help to equip ESC-SIs with effective social dialogue mechanisms on social protection floors, in addition to the skills necessary for the development, monitoring, and evaluation of national social protection floors. The ILO has already prepared considerable literature on these issues and further relevant material is under preparation. The recently published Assessment Based National Dialogue toolkit is a user-friendly tool for providing guidance to policymakers and stakeholders. It highlights social dialogue as a fundamental element of sound policymaking in the field of social protection.

ESC-SIs should aim to reinforce their action at the national level and interact with different crucial players (government, Parliament, employers’ and workers’ organizations and other economic, social and civil society organizations, etc.) to act as social dialogue platforms, in support of the promotion and establishment of social protection floors for all, within comprehensive national social security systems. For this reason, the Seoul Declaration, provided in the annex, was adopted by participants at the Seoul Conference and is also aimed at strengthening the acknowledgement of the value added by ESC-SIs in the dialogue on the extension of social protection.



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## List of abbreviations

ADB	Asian Development Bank
AICESIS	International Association of Economic and Social Councils and Similar Institutions
ESC-SIs	Economic and Social Councils and Similar Institutions
EU	European Union
FAO	Food and Agriculture Organization
GJP	Global Jobs Pact
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HLCP	High Level Committee on Programmes
IFIs	International Financial Institutions
ILC	International Labour Conference
ILO	International Labour Organization
IMF	International Monetary Fund
IOE	International Organization of Employers
ISSA	International Social Security Association
ITC	International Training Centre
ITUC	International Trade Union Confederation
MDGs	Millennium Development Goals
NGOs	Non-Governmental Organizations
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SPF	Social Protection Floor
UCESIF	Union des conseils économiques et sociaux et institutions similaires de la francophonie
UN-CEB	United Nations System Chief Executives Board
UNDP	United Nations Development Programme

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UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WHO	World Health Organization
WFP	World Food Programme

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## 1. Introduction

The Seoul Conference brought together two organizations that share a mission to promote social dialogue in support of common goals: prosperity and economic development, the promotion of participatory democracy, efficient governance, and social justice. This shared commitment is evident through joint support of meetings on issues of common interest and concern. Similarly, the Seoul Conference was devoted to continued joint exploration of a new instrument with great potential to advance common goals: The Social Protection Floors Recommendation, 2012 (No. 202) (hereafter Recommendation No. 202).

Drawing on an analysis of the ILO-AICESIS survey of ESC-SIs<sup>1</sup>, the following pages offer support for that exploration. The survey looked at the role of ESC-SIs' in promoting social protection in their respective countries, in addition to the objectives, achievements, and constraints faced by these institutions. Based on the survey responses, this report lays out general strategies for meeting the challenges that ESC-SIs confront, as well as suggesting areas for greater ILO and AICESIS involvement.

To place ESC-SIs' experiences in a broad perspective, it will be useful, first, to examine the concept of social protection floors embodied in Recommendation No. 202 and, second, to consider the conditions that led to its adoption.

### 1.1. What are social protection floors?

The adoption in 2012 by the International Labour Conference (ILC) of Recommendation No. 202 by consensus, among the 185 ILO member States reflected a global commitment to the cause of extending social protection to all. Recommendation No. 202 provides guidance to member States to establish and maintain social protection floors (SPFs) as a fundamental element of their national social security systems; and to implement SPFs within strategies for the extension of social security that progressively ensures higher levels of social protection guided by relevant international social security standards.<sup>2</sup> Tripartite constituents at the ILC agreed, without dissent that at a minimum, all those in need should be provided over the life cycle with at least a nationally defined set of basic social security guarantees. These guarantees include basic income security during childhood, adulthood, and old age and essential health care for all (see box 1.1). Recommendation No. 202 provides governments with broad latitude to structure these guarantees, in addition to setting out general principles to which all SPFs should adhere. Some of the main principles encompass universal coverage, the overall and primary responsibility of the State for SPF development, participation of social partners and consultations with other relevant organizations, the design of floors as legal entitlements, protection based on principles of non-discrimination, gender equality and responsiveness to special needs, and effective coherence of SPF measures with other forms of social protection, as well as with social, economic and employment policies.

<sup>1</sup> For more details on the structure and functioning of ESC-SIs, see ILO/AICESIS: *The Role and Impact of Economic and Social Councils and Similar Institutions (ESC-SIs) in the Response to the Global, Financial, Economic and Jobs Crisis*, Madrid, 3-4 Dec. 2013.

<sup>2</sup> Social Protection Floors Recommendation, 2012 (No. 202). Para. I.

### Box 1.1: The basic social security guarantees comprising social protection floors

Recommendation No. 202 refers to social protection floors as comprised of the following set of nationally defined basic social security guarantees:

- essential health care, including maternity care;
- basic income security for children and families;
- basic income security for all persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and
- basic income security for older persons through pensions.

Recommendation No. 202 outlines that such guarantees should be provided to all residents and children, as defined in national laws and regulations, and subject to existing international obligations.

#### Basic Pillars of Recommendation No. 202



Source: ILO Social Protection Department

At the heart of Recommendation No. 202 is the assertion of social security as a human, and thus universal right, and one that governments should in accordance with national circumstances realize as quickly as possible.

Recommendation No. 202 calls on governments to take the lead in SPF development. While governments may delegate tasks to private organizations and seek support from international actors, the overall and primary responsibility for ensuring that all children and national residents have access to basic social protection rests with the State. In fulfilling this responsibility, governments have flexibility in approaches. They may choose national standards for minimum benefit adequacy and design programmes to deliver the guarantees in various ways – e.g. through universal benefit schemes, social insurance schemes, social assistance schemes, negative income tax schemes, public employment schemes, employment support schemes or a combination thereof. Subject

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to consideration of the contributory capacities of various social groups, governments have discretion to select methods for financing SPFs.<sup>3</sup>

Recommendation No. 202 expressly calls for participation of social partners and consultations with other relevant and representative organizations of persons concerned, including social dialogue, at every stage of the social protection floors' development. Members States should: (i) formulate national strategies for the extension of social protection based on social dialogue and social participation; (ii) raise awareness of floors through information campaigns directed at social partners and other groups; (iii) engage representatives of employer and worker organizations in monitoring progress of floor development; and (iv) consult other relevant and representative organizations of persons concerned.<sup>4</sup>

A key provision of Recommendation No. 202 calls for social protection floors to be rights-based, that is, entitlement to benefits should be prescribed by national law. The law should specify what protection is guaranteed, its levels, and the criteria that must be fulfilled in order to establish eligibility, thus giving people rights. Complaint mechanisms and appeal procedures should be accessible and efficient. In keeping with this rights-based approach, governments are called on to administer SPFs in a manner that respects the rights and dignity of the covered population.

Recommendation No. 202 envisions, within a national context, strategies for extending coverage to the entire population (see box 1.2). Priority is given to expanding basic social protection guarantees to those currently excluded from the social protection floor (arrow 1 in box 1.2). The second dimension of such a strategy (arrow 2 in box 1.2) includes first, the introduction of social security schemes missing in the country (e.g. unemployment benefits, family allowances, etc.), second, an increase in the levels of protection to meet at least those adequacy benchmarks set by the Social Security (Minimum Standards) Convention, 1952 (No. 102) (or higher level standards), and third, voluntary, supplemental schemes.<sup>5</sup> In this framework, social protection floors provide “horizontal expansion” to cover the entire population, while social insurance and supplemental schemes provide “vertical expansion”, e.g. additional benefits based on worker and employer contributions.

As box 1.2 makes clear, social protection floors are not ceilings on benefits or alternatives to national social insurance schemes. Rather, national social protection floors and social insurance schemes are complementary, mutually reinforcing and interdependent. By alleviating or preventing poverty and fostering the return of beneficiaries to the labour market when possible, a strong floor helps to provide future contributors for social insurance. At the same time, the existence of social insurance and supplemental schemes that reach large portions of the formal workforce can reduce the needed scope and cost of SPFs. Importantly, social insurance is part of the mix of instruments that can be chosen to extend the SPF. Social insurance schemes are also valuable sources of know-how on management of benefits and quite often have physical

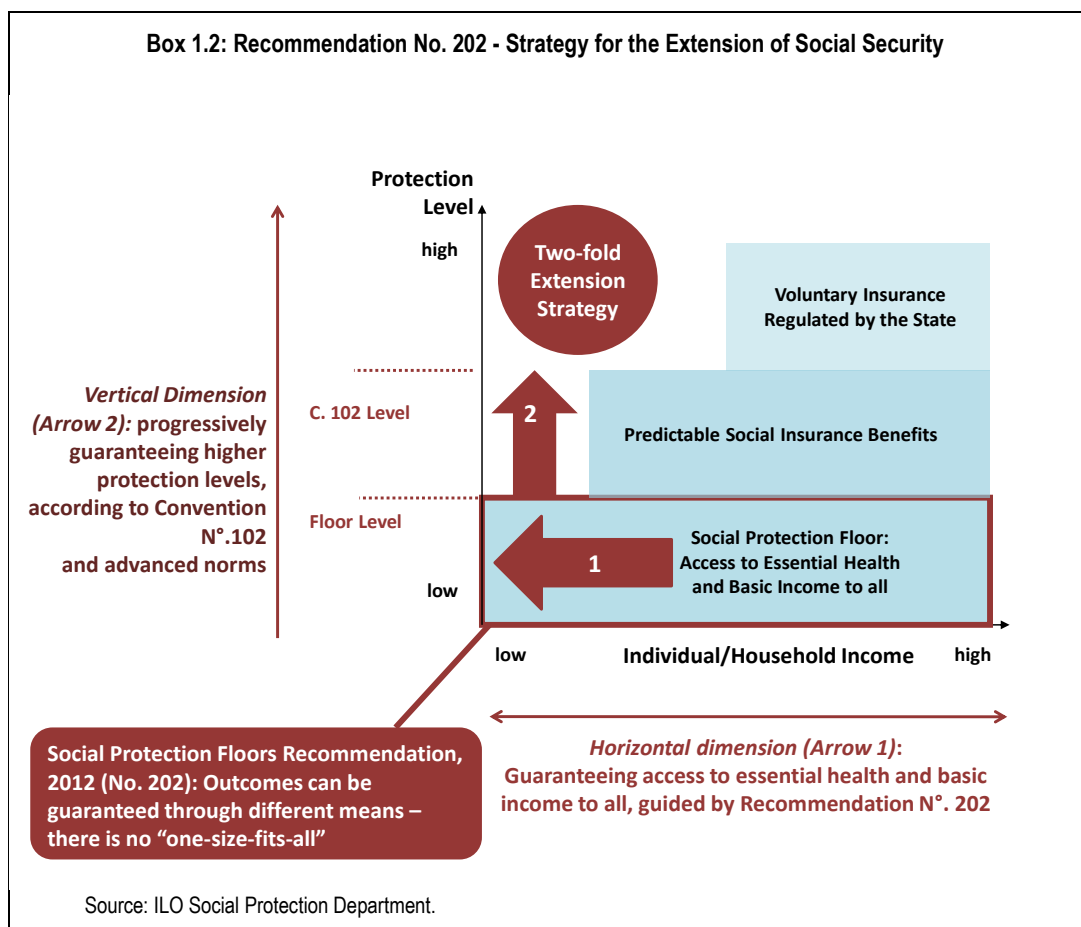
<sup>3</sup> For example, the ILO has suggested reallocating current public expenditures, increasing taxes, additional borrowing or restructuring of debt, curtailment of illicit financial flows, drawing on increased aid and transfers, using fiscal and central bank exchange reserves, and adopting a more accommodating macroeconomic framework. ILO: *World Social Protection Report: 2014-15: Building economic recovery, inclusive development and social justice* (Geneva, 2014).

<sup>4</sup> Governments must also implement SPFs in a manner that shows full respect for freedom of association and collective bargaining.

<sup>5</sup> The latter should also be regulated so as to protect workers' rights and resources.

and human networks in a country that can be relied on or adapted to extend a national SPF.

Recommendation No. 202 outlines a process by which governments should formulate and implement national social security extension strategies. It envisions a progressive phasing in of social protection floor components, in accordance with national circumstances, building on existing national schemes and reflecting national priorities and available resources. The process includes setting objectives, the identification of gaps in and barriers to social protection and the design of approaches for closing them, the estimation of costs and identification of available resources. Finally, governments should establish timeframes and develop a sequence of actions. Throughout, governments should give special emphasis to raising awareness among the population, including through social dialogue.



## 1.2 The state of social security:<sup>6</sup> Divergent trends – from adjustment to expansion of social protection

The global financial and economic crisis has forcefully underlined the importance of social security as an economic and social necessity, as set out in Recommendation No. 202.

<sup>6</sup> For a full description of global trends, see ILO: *World Social Protection Report: 2014-15: Building economic recovery, inclusive development and social justice* (Geneva, 2014).



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In the first phase of the crisis (2008–2009), social protection played a strong role in the expansionary response. About 50 high and middle-income countries announced fiscal stimulus packages totaling 2.4 trillion USD, of which approximately a quarter was invested in counter-cyclical social protection measures.

In the second phase of the crisis (from 2010 onwards), many governments embarked on fiscal consolidation and premature contraction of expenditure, despite an urgent need of public support among vulnerable populations. In 2015, the scope of public expenditure adjustment is expected to intensify significantly; according to International Monetary Fund (IMF) projections, 120 countries will be contracting expenditures in terms of GDP - of which 86 are developing countries - this will steadily increase to affect 131 countries in 2016. Further, a fifth of countries are undergoing fiscal consolidation, defined as cutting public expenditures below pre-crisis levels.

Contrary to public perception, fiscal consolidation measures are not limited to Europe; many developing countries have adopted adjustment measures, including the elimination or reduction of food and fuel subsidies; cuts or caps on wages, including for health and social care workers; more narrow targeting of social protection benefits; and reforms of pension and health care systems. Many governments are also considering revenue-side measures, for example increasing consumption taxes such as value added tax (VAT) on basic products that are consumed by poor households.

In developing countries, some of the proceeds of these adjustments, e.g. from the elimination of subsidies, have been used to design narrowly targeted safety nets, as a compensatory mechanism to the poorest. However, given the large number of vulnerable low-income households in developing countries, more efforts are necessary to meet the social protection needs of the population.

Of particular significance are the divergent trends in richer and poorer countries: while many high-income countries are contracting their social security systems, many developing countries are expanding them.

High-income countries have reduced a range of social protection benefits and limited access to quality public services. Together with persistent unemployment, lower wages and higher taxes, these measures have contributed to increases in poverty or social exclusion, now affecting 123 million people in the European Union, or 24 per cent of the population, many of them children, women and persons with disabilities. Future old-age pensioners will receive lower pensions in at least 14 European countries. Several European courts have found cuts unconstitutional. The cost of adjustment has been passed on to populations, who have been coping with fewer jobs and lower income for more than five years. Depressed household income levels are leading to lower domestic consumption and lower demand, slowing down recovery. The achievements of the European social model, which dramatically reduced poverty and promoted prosperity and social cohesion in the period following World War II, have been eroded by short-term adjustment reforms.

Most middle-income countries are boldly expanding their social protection systems, thereby contributing to their domestic demand-led growth strategies: this presents a powerful development lesson. China, for instance, has achieved nearly universal coverage of pensions and increased wages; Brazil has accelerated the expansion of social protection coverage and minimum wages since 2009. Continued commitment is necessary to address persistent inequalities.

Some lower-income countries have extended social protection mainly through narrowly targeted temporary safety nets with very low benefit levels. However, in many of these

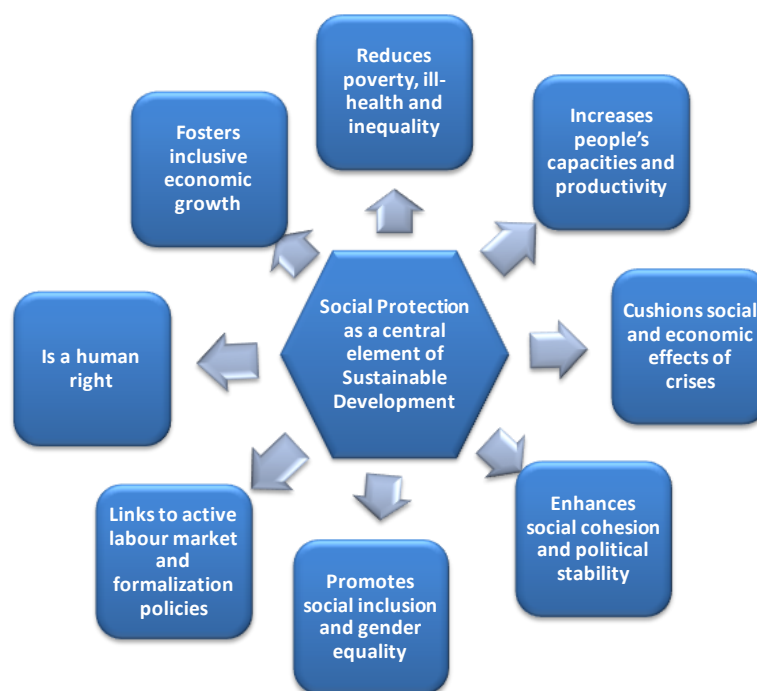
countries debates are underway on building social protection floors as part of comprehensive social protection systems. There are options available to governments to expand fiscal space for social protection even in the poorest countries.

The case for social protection is compelling in present times. Social protection is both a human right and sound economic policy. Social protection powerfully contributes to reducing poverty, exclusion, and inequality – while enhancing political stability and social cohesion. Social protection also contributes to economic growth by supporting household income and thus domestic consumption; this is particularly important during times of slow recovery and low global demand. Further, social protection enhances human capital and productivity, and has therefore become a critical policy for transformative national development. Social protection and specifically social protection floors are essential for recovery, inclusive development and social justice, and must be part of the post-2015 development agenda.

### 1.3. Why Recommendation No. 202?

Support for building social protection floors is part and parcel of a shift in global understanding of social protection and economic development. Social protection is now seen as a key element in the national and global development agenda (see figure 1.1). To cast light on this shift, it is useful to consider the conditions that led to the approval of Recommendation No. 202. These conditions are both contemporary and historical.

Figure 1.1. Why do we need social protection floors? Recognizing the key roles of social protection in development



Source: ILO Social Protection Department

The immediate catalyst for the adoption of Recommendation No. 202 was the global financial and economic crisis that began in the fall of 2008. In April 2009, the High Level Committee on Programmes (HLCP) of the United Nations System Chief Executives Board (UN-CEB), the International Financial Institutions (IFIs), and civil society organizations jointly approved the Social Protection Floor Initiative as part of its

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joint response to the crisis, in order to address the resulting social and economic impacts and human hardship caused by the crisis.<sup>7</sup> The Initiative called for a SPF, which grants access to essential public services (such as water and sanitation, health and education); and a basic set of essential social transfers, in cash and in kind to provide minimum income security for all, and access to essential services, including health care.

The ILO Global Jobs Pact (GJP) adopted at the 98th Session of the ILC in June 2009, gave further substance to the ‘floor concept’. The Pact called on governments to build social protection floors that provide access to health care, income security for the elderly, children, and persons with disabilities, as well as guaranteed public works schemes for the unemployed and working poor. It urged the international community to provide development assistance to help in building national floors.<sup>8</sup> The GJP also stressed the role of social dialogue as an “invaluable mechanism for the design of policies to fit national priorities”.<sup>9</sup>

A major step towards the development of the Recommendation No. 202 was the adoption by the ILC of the Resolution and conclusions of the Recurrent discussion on social protection (social security)<sup>10</sup> at its 100<sup>th</sup> Session in June 2011. The ILC explicitly endorsed the ILO’s two dimensional strategy for the extension of social security and requested the development of a Recommendation on the SPF which was discussed and adopted at the ILC in June 2012.

At the global level more and more voices were heard acknowledging and supporting the need for a minimum level of social protection for people worldwide and the implementation of the Social Protection Floor Initiative. In 2011, the Social Protection Floor Advisory Group under the chairmanship of H.E. Ms. Bachelet published a report<sup>11</sup> which provided advocacy on the SPF and guidance to countries on the conceptual and policy framework for the implementation of the social protection floor, or elements of it which have been adapted to national contexts. This concept was subsequently endorsed by others, notably, at the G20 Labour and Employment Ministers’ Conclusions in Paris

<sup>7</sup> The broader package addressed issues related to the environment, technology and innovation, the attrition of jobs and trade, and implementation of an alert system to track the most vulnerable.

<sup>8</sup> These themes found expression in multiple venues: the World Bank South-South Learning Forum (on the Food, Fuel and Financial Crisis and the Role of Social Protection), the Economic and Social Council (July 2009), the UNESCO Forum of Ministers in Quito, the Social Security Forum 2009 of the Human Rights Council in Geneva, 2009.

<sup>9</sup> ILO: *Recovering from the crisis: A Global Jobs Pact*, International Labour Conference, 98th Session, Geneva, 2009.

<sup>10</sup> ILO: *Sixth item on the agenda: A recurrent discussion on the strategic objective of social protection (social security) under the follow-up to the 2008 ILO Declaration on Social Justice for a Fair Globalization*, Provisional Record, International Labour Conference, 100th Session, Geneva, 2011.

<sup>11</sup> Social Protection Floor Advisory Group: *Social protection floor for a fair and inclusive globalization*, (Geneva, ILO, 2011).

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on 26-27 September 2011<sup>12</sup> and the G20 Cannes Summit in November 2011<sup>13</sup>; the UN at the Rio+20 Conference on Sustainable Development held in Rio de Janeiro (Brazil) 20-22 June 2012<sup>14</sup>.

While the crisis and its aftermath propelled social protection floors into the international spotlight, the idea did not originate with the crisis. It was rather articulated in preceding years as a response to economic problems, principally, persistent poverty, the uneven effects of globalization, and rising levels of informal and precarious work. Together these conditions put many workers beyond the reach of traditional social insurance schemes, where eligibility is based on contributions during a stable employment relationship. In developing countries these trends have dashed expectations that small social insurance schemes would expand to cover more of the excluded majority. In developed countries, they caused social insurance coverage to contract, creating the need for universal minimum levels of non-contributory protection to reach workers in expanding informal economies.

Recognizing these trends, the 2001 ILC discussion on social security proposed that the global social floor on working conditions (embodied in the ILO Declaration on Fundamental Principles and Rights at Work) be complemented by entitlements to basic education, health care, and social protection.<sup>15</sup> In 2003, the ILO initiated a Global Campaign on Social Security and Coverage for All to extend social protection, including through micro insurance, universal benefits, and social assistance. In 2004, the World Commission on the Social Dimension of Globalization set out in its report<sup>16</sup> the concept of a global social floor or a global socio-economic floor, which called for a minimum level of social protection for all people everywhere. Following that the ILO Declaration on Social Justice for a Fair Globalization adopted by the ILC at its 99<sup>th</sup> Session in Geneva in June 2008,<sup>17</sup> called for the extension of social security for all, including measures to provide basic income. Thus, when the crisis hit in 2008, the concept of the social protection floor had already gained considerable currency.

Looking further back in time, Recommendation No. 202 is strongly linked to several landmark instruments. These links are most evident in the fact that, despite its powerful focus on social protection, human rights, and alleviating social and economic distress, the Recommendation does not create new rights. Its preamble, rather, *reaffirms* existing

<sup>12</sup> *G20 Labour and Employment Ministers' Conclusions*, Paris, 26-27 Sept. 2011, [http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/multilateral-system/g20/WCMS\\_164260/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/multilateral-system/g20/WCMS_164260/lang--en/index.htm) (accessed 13 October 2014).

<sup>13</sup> *Cannes Summit Final Declaration – Building Our Common Future: Renewed Collective Action for the Benefit of All*, Cannes, 4 Nov. 2011, <http://www.g20.utoronto.ca/2011/2011-cannes-declaration-111104-en.html> (accessed 13 October 2014).

<sup>14</sup> UN: *The future we want*, Resolution adopted by the General Assembly, 66th Session, Rio de Janeiro, 27 July 2012.

<sup>15</sup> ILO: *Social Security: A New Consensus*, (Geneva, 2001).

<sup>16</sup> World Commission on the Social Dimension of Globalization: *A fair globalization: Creating opportunities for all* (Geneva, ILO, 2004).

<sup>17</sup> ILO: *ILO Declaration on Social Justice for a Fair Globalization*, International Labour Conference, 97th Session, Geneva, 2008.

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rights to social security. This reaffirmation tacitly acknowledges the human rights dimension of the ILO Income Security Recommendation, 1944 (No. 67) and the Medical Care Recommendation, 1944 (No. 69), adopted towards the close of World War II as part of a renewal of worker protection efforts that had been flagged in the late 1930s; the Universal Declaration of Human Rights adopted by the then young United Nations four years later; and the International Covenant on Economic, Social, and Cultural Rights adopted in 1966 and subsequently ratified by 162 countries (see box 1.3).

**Box 1.3: International Instruments that Declare Rights to Basic Social Protection**

ILO Recommendations No. 67 and No. 69, adopted by the International Labour Conference in 1944, read unambiguously that:

“Appropriate allowances in cash or partly in cash and partly in kind should be provided for all persons who are in want ...” (R. 67) and “... health care service should cover all members of the community, whether or not they are gainfully employed” (R. 69). Moreover, “the provision of care should not depend on any qualifying conditions, such as payment of taxes or compliance with a means test, and all beneficiaries should have an equal right to the care provided.”

Four years later (1948), the Universal Declaration of Human Rights adopted by the then young United Nations proclaimed that:

“Everyone, as a member of society, has the right to social security ...” (Article 22) as well as to “... a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control...” (Art. 25) and “... Everyone has the right to education ...” (Art. 26).

These rights inure to all “... without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

In 1966, the International Covenant on Economic, Social and Cultural Rights, ratified by 162 countries, recognized:

“... the right of everyone to social security, including social insurance...” (Art. 9) along with “the right of everyone to an adequate standard of living ... including adequate food, clothing and housing ...” (Art. 11.1) “the fundamental right of everyone to be free from hunger ...” (Art. 11.2) “the right of everyone to the enjoyment of the highest standard attainable of physical and mental health.” (Art. 12.1) and finally “the right of everyone to education.” (Art. 13.1)

While the goals enumerated in these instruments have been widely endorsed, they are still largely unfulfilled. The World Social Protection Report, 2014-2015, notes that 73 per cent of the world’s population is still without adequate access to social protection. In some countries, progress has stalled or regressed due to armed conflicts, economic turmoil, social chaos, climate factors, natural and man-made disasters, and lack of political will. But even where national commitment has been high, there remains serious practical challenges to realizing a universal right to social protection: e.g. securing the necessary resources; delivering benefits efficiently, without incurring heavy losses to rent-seeking intermediaries; providing guarantees that are adequate while maintaining incentives for gainful employment; and delivering services in regions where the necessary infrastructures and supply chains are weak or non-existent.

In reaffirming the right to social security, Recommendation No. 202 provides a new framework for moving forward on long standing international commitments. It is imbuing efforts to expand social protection with new visibility, energy, and resources. Yet the challenges remain large, requiring concerted national initiatives that enlist the support of a country’s most experienced people and capable organizations. ESC-SIs and especially their member employers’ and workers’ organizations have much to contribute to such initiatives and much to gain from assuming lead roles.

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## 2. Promoting social protection floors through social dialogue

No matter how rich or poor, and regardless of geographic location, all countries have put in place some benefits and services directed at groups beyond the reach of traditional social insurance systems. Thus, no country will start from scratch in building social protection floors. Few existing programmes are complete in the sense of having achieved all their original goals. Rather, the process of extending social protection is ongoing.

- To what extent do ESC-SIs relate to these efforts?
- On what issues are they most active?
- What are their main contributions?

Drawing on the Conference survey of AICESIS members and non-members, as well as secondary literature, this section seeks to cast light on these questions.

Perhaps the most salient feature of ESC-SIs' involvement is high diversity. Some organizations are on the cutting edge of national action to develop SPFs. They are promoting social dialogue and building consensus on SPF-related issues, signing and monitoring agreements, and developing recommendations to address remaining gaps (see box 2.1). A number of other ESC-SIs are located at the other end of the continuum, having not yet become involved in SPF-related issues. Between these two extremes, a large number of ESC-SIs are engaged to some extent. Their activities can be grouped into three broad categories: facilitating dialogue, providing advocacy and technical expertise, and making available international experience. In addition, some ESC-SIs that have not yet become involved in SPF issues are promoting the vertical expansion of social protection through social insurance.

### **Box 2.1: Korean Economic and Social Development Commission (ESDC) Agreements**

In February 2009, the ESDC concluded the "Four-Way Agreement to Overcome the Crisis," in which government, employers, workers, and civil society pledged to pursue an integrated set of economic recovery measures. The Agreement called for wage freezes, job sharing, public employment creation, and strengthening social protection for those most affected by the crisis. Among the latter were proposals to:

- make health care available to every person in need;
- expand coverage of the Basic Livelihood Security Benefits Programme; and
- devise new ways to assist people in overcoming poverty through their own efforts, including micro-credit and asset accumulation.

In February 2013, the ESDC again reached consensus on the "Tripartite Agreement to Reinforce the Social Safety Net and Make Work Pay." This was the result of a year-long effort to find common ground led by an ESDC committee. The Agreement focuses on expanding employment services and improving their integration with cash benefits. Among the specific proposals are:

- improved integration of the National Basic Livelihood Security Programme with other forms of support for the poor;
- expansion of the scope and generosity of earned income tax credits;
- expansion of public works programmes for the unemployed; and
- increase in subsidies for the payment of social insurance contributions by persons with low incomes.

The ESDC monitors the implementation of these agreements through its Committee for Implementation, which comprises representatives of employers, workers and government. The Committee performs quarterly checks on government action aimed at achieving the provisions of these agreements.

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***Facilitating dialogue among members and beyond: open discussion, concertation (on-going tripartite dialogue), exchanges of opinions, consultation and negotiation (agreements/common opinions)***

For the International Labour Organization, “social dialogue includes all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers on issues of common interest relating to economic and social policy”.<sup>18</sup> Social dialogue is relevant to any effort aiming to achieve more productive and effective enterprises and sectors, and a fairer and more efficient economy. It is an essential instrument through which governance can be enhanced in many fields. As emphasized in the ILO Global Jobs Pact (2009), “Social dialogue is ... a strong basis for building the commitment of employers and workers to the joint action with governments needed to overcome the crisis and for a sustainable recovery.”

Many ESC-SIs poll their members on social protection issues, tally their views, and present them to governments as inputs for policymaking. This provides governments with an index of support for particular initiatives. This is in line with the stipulations of the Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113) which calls on member States to promote effective consultation and cooperation through which “...the competent public authorities seek the views, advice and assistance of employers' and workers' organizations in an appropriate manner, in respect of such matters...as the establishment and functioning of national bodies such as those responsible for...social security and welfare”.

For example, in **Macao**, the Standing Committee for Coordination of Social Affairs (CPCS) holds regular meetings at which it tallies the positions of employer and worker associations on various issues. In recent years, CPCS has reviewed adjustments to cash supplements for the disabled, elderly, and workers over the age of 50 with low incomes. After reviewing CPCS reports and other policy inputs, the authorities decide on the level of adjustments. In **Spain**, the Economic and Social Council (CES) plays a similar role, bringing workers, employers, and scientific experts together to evaluate draft legislation. In recent years the CES has commented on many proposals for improvements in social protection, including coverage of the self-employed, temporary disability benefits, and coverage of agricultural workers. Similarly in **Laos**, the Lao Front for National Construction contributes to the development of social protection policy by promoting national tripartite consensus for reforms or policy adjustments, in addition to providing advice on policy coherence across multiple subareas of social protection.

In **Senegal**, the Economic, Social and Environmental Council (CESE) took a similar initiative in 2014 and produced a report on the theme of “the contribution of social protection systems to the strategies aimed at reducing poverty”. The report was tabled during the social dialogue conference dedicated to social protection held in 2014. In **Jordan** the Economic and Social Council (ESC) provided advice on policy coherence across sub areas of social protection and contributed in providing comments to the Parliament on the draft social security law, which was first enacted as a temporary law in March 2010.<sup>19</sup> In **Algeria**, the National Economic and Social Council (CNES) played a

<sup>18</sup> *Different views, one goal, Leaflet of Social Dialogue*, ILO, Social Dialogue Sector, <http://www.ilo.org/public/english/dialogue/download/broch2011e.pdf> (accessed 4 November, 2014).

<sup>19</sup> ILO: *Independent evaluation of the ILO's strategy to extend the coverage of social security*, Vol. 2, Annexes, Sept. (Geneva, 2010) p.8.

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similar role and formulated recommendations aimed at promoting coherence across the national social protection policy. Finally, in **Congo** the efforts of the Economic and Social Council (CES) have been aimed at promoting tripartite consensus on the financing of social protection programmes.

Some ESC-SIs also solicit views of non-members on social protection issues. This is in keeping with Recommendation No. 202, which states members should apply the following principles: tripartite participation with representative organizations of employers and workers, as well as “consultation with other relevant and representative organizations of persons concerned” (Para. 3). The ESC-SIs are in a privileged position to bring into practice this consultation with a wider array of partners and concerned sectors of society during the national dialogue processes to build SPFs and integrated social protection systems. For example, in **Armenia**, the Public Council solicits views from the general public at its plenary sessions and reflects these in recommendations to the government on pensions, health care, and maternity benefits. In **Italy**, the National Council for Economics and Labour (CNEL) issues an annual report on the “state of the welfare State,” for which it holds open meetings. The CNEL gives the floor not only to its members but also to experts, policymakers, and representatives of civil society. In the **Netherlands**, the Social and Economic Council (SER) recently prepared an advisory report on the future of the labour market as well as orchestrating a pension debate. In both cases, SER solicited the views of a wide range of stakeholders. The SER explains, “...what is new is stronger emphasis on broader consultations. For example, nowadays the SER puts more and more effort into widening the dialogue, so as to enhance legitimacy and visibility of our work.”

Some ESC-SIs encourage civil dialogue, as part of their core mandate. For example, the **Armenian** Public Council’s committee on civil dialogue has made a proposal for the development of civil society organizations and foresees representing their interests on State policy formation and implementation related to social protection. Similarly, in **Brazil**, the Economic and Social Development Council (CDES) carries out public consultations. With a diverse membership – workers and employers, as key labour market actors, as well as representatives of women, indigenous peoples, churches, and persons with disabilities – the CDES seeks to mobilize social groups towards restructuring and consolidation of public policies, including social protection. In recent years, it has held conferences and developed recommendations on the fight against hunger, inequality in Brazilian schooling, and the country’s need for more qualified medical personnel. In **Russia**, the Civic Chamber has sponsored the creation of Public Councils within Russian ministries and agencies, both federal and municipal. Public councils consist of government officials, representatives of trade unions and employer associations, and civil society groups, including the Russian Civic Chamber.<sup>20</sup> Issues related to social protection floors feature prominently in the Civic Chamber’s work. For example, in 2013, it held public hearings on the provision of special jobs for persons with disabilities, and strengthening social assistance for families in need, including development of professional standards for social assistance workers.

### ***Providing advocacy and technical expertise to national policies***

Many ESC-SIs have among their member’s individuals with considerable technical expertise in social protection, and several organizations have built research departments capable of sophisticated analysis, including social protection surveys, cost estimates, and

<sup>20</sup> Today there are Public Councils at the Ministry of Labour and Social Protection, the Ministry of Health care, and the Federal Service for Labour and Employment.



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demographic projections.<sup>21</sup> These organizations' recommendations are the focus of public policy deliberations on SPF-related issues. In some cases, ESC-SIs also monitor government implementation of social protection floor expansions. For example in **Romania** the ESC remains vigilant in monitoring the performance of social protection policies and programmes. Similar initiatives have taken place:

- In **Burkina Faso**, the Economic and Social Council (CES) issued a report (2013) that called for the creation of affordable childcare in all regions of the country, acceleration of national health care, and development of other social services. In a follow-up report (2014), the CES called on financial institutions to promote and invest in social services, based on the principle of social solidarity.
- In **France**, the Economic, Social and Environmental Council (CESE) is exploring options for solidarity financing of national health care, including tax on financial transactions and a social value added tax.
- In **Italy**, the CNEL has used its authority to issue reports on its own initiative to make recommendations on social inclusion, the informal economy, youth employment, gender equality, and social inclusion of immigrants.
- In **Kenya**, the National Economic and Social Council (NESC) contributed to the development of social assistance through the National Development Blueprint (Kenya Vision 2030) that outlines various programmes under the Social Pillar.
- In **Korea**, the ESDC has issued a series of reports and recommendations for improving social protection for the poor and coordinating income support with employment so as to avoid work disincentives (see box 2.1).
- In **Mauritius**, the National Economic and Social Council (NESC) has made recommendations on the social integration of stigmatized and vulnerable groups, encouraging the employment of persons with disabilities, and assisting people affected by HIV/AIDS.
- In the **Netherlands**, the SER made recommendations on active labour market policies for people receiving social assistance (2012-2013), the thrust of which is to increase their employment rates while maintaining benefit support as needed.
- In **Russia**, the Civic Chamber is monitoring the implementation of the 2012 Presidential Order on issues of social protection, including improvements in education, housing, and family support.

### ***Partnership and institutional capacity development through international experience and knowledge sharing***

Horizontal collaboration among ESC-SIs is increasing, thanks in large part to more frequent contacts through AICESIS. Through such collaboration, ESC-SIs are sharing experiences, best practices, and challenges on a range of issues, including social protection floors. The main modes of collaboration are exchanges of national delegations, presentations of foreign experience at national conferences, and participation

<sup>21</sup> In the Netherlands, for example, SER has the Committee on Social Security and Health Care and the Committee on Pensions. In Korea, the ESDC has the Research Committee on Employment and the Social Safety Net. In Spain, CES has both specialized committees and a research department.

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in international events, such as those sponsored by the ILO, other UN agencies, international financial institutions (IFIs), and the European Commission. For example:

- **Brazil's** CDES sent a delegation to Moscow (2009) and Athens (2013) to present the Brazilian strategy for responding to the global economic crisis with inclusive development policies. Its presentation highlighted among other initiatives the role of Bolsa Familia, Brazil's conditional cash transfer programme for families with children, in enabling Brazilians with low incomes to cope with economic shocks.
- **Italy's** CNEL received a delegation from Thailand's National Economic and Social Advisory Council (NESAC) earlier this year to share experience related to social dialogue and social cohesion. CNEL also participated in a European Union conference on the social protection of migrants sponsored by the Greek Presidency of the Council of the EU.
- **Niger's** Economic, Social, and Cultural Council (CESOC) sponsored a regional conference on "The implementation of universal social protection floors: achievements and challenges" in September 2014. The conference was held under the auspices of the Union of ESC-SIs of Francophone Countries (UCESIF) and included ESC-SIs from seven countries.<sup>22</sup> The conclusions stressed the need for reliable budget resources to finance social protection floors, for transparent and participatory governance, and for guarantees of access to quality services. It was recommended that UCESIF plan a further conference on floor implementation next year.

### ***Contributing to vertical expansion of social protection***

As shown, many ESC-SIs have vigorously taken on board issues of poverty and social exclusion. There are, however, those that have not yet made this step. Some of them do not deal with social protection, while others focus primarily or exclusively on contributory social insurance schemes.<sup>23</sup> For example:

- In **Armenia**, the Public Council recently made recommendations to government on pension amendments, aimed at avoiding financial incentives for informality which could result from mandatory contributions under the new capitalized tier of the pension system.
- The ESC of **Gabon** has also contributed to the development of social protection in the country. In 2014 the ESC organized a conference on extending social protection systems in order to identify best practices, as well as future prospects for growth in Gabon.
- In **Kenya**, the NESC has recommended converting existing health and pension schemes for the public sector from individual employer liability to social insurance. Closely in keeping with Convention No. 102, this conversion would

<sup>22</sup> Benin, Congo, France, Gabon, Morocco, Mali and Mauritania.

<sup>23</sup> The Economic and Social Council (CES) of Congo is an example of the former, although it has a report on social protection planned for 2015. Similarly, in Guinea, CES priorities for 2008-2013 do not include social protection. (They focus on budget, money and credit; mining codes; civil service organization; national environment policy; promoting rural development. Presentation by Michael Kamano, Nairobi Workshop on National Dialogue on Economic and Social Policies, 8 March 2011.)

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strengthen financing, reduce the need for scheme financial reserves to cover risks of unexpected developments, and thus allow for more adequate benefits.<sup>24</sup>

- In **Lithuania**, the Tripartite Council is developing recommendations on the contribution rate and financial reserves of the national pension scheme.<sup>25</sup>
- In the Bosnian Entity of **Republika Srpska**, the ESC unanimously supported an increase in unemployment insurance. Its recommendation was adopted by government in 2012, bringing benefit levels in Republika Srpska into compliance with Convention No. 102 and closer to benefits in neighboring entities and countries.

These initiatives are of great importance in building comprehensive social protection systems while enhancing the role of social dialogue institutions in policy making. Also, they are in line with the stipulations of ILO standards on the promotion of consultations and tripartite cooperation on economic, social and labour policies.

As discussed, Recommendation No. 202 calls for a comprehensive strategy for extending social protection, in which SPFs form the horizontal dimension, while vertical extension occurs through improving social insurance and supplemental benefits. Efforts as described above make a significant contribution to the latter. In addition, social insurance institutions can become key partners in SPF-coalitions, sharing expertise, experience, and administrative networks.

<sup>24</sup> Convention No. 102 calls for the pooling of risks and resources broadly across the covered population.

<sup>25</sup> To be included in a larger report on “The Development of Lithuania’s Social Model” which, will focus on employment promotion, labour relations, and social insurance.

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### 3. Constraints on ESC-SI action

The extent of ESC-SIs' involvement in social protection is uneven, not only globally, but also regionally. While some ESC-SIs play leading roles in the design, promotion, and monitoring of social protection floors, others remain on the sidelines of national action. Their lack of engagement is clearly a loss for their countries' efforts to address poverty, vulnerability, and exclusion. The ESC-SIs also lose opportunities to shape social policies, influence public perceptions, achieve greater prominence and credibility, and to join more extensive networks.

What limits ESC-SI efforts at greater engagement? The ILO-AICESIS survey points to four main challenges: the complex and highly technical character of social protection; limitations on available resources, including both funds and time; a heavy or exclusive organizational focus on formal labour markets; and factors in the external environment, especially the priority that the government assigns to giving effect to Recommendation No. 202 and the extent to which it perceives the ESC-SI as a relevant partner, generally or in relation to social protection initiatives.<sup>26</sup>

#### ***Need to increase knowledge to deal with technical complexity***

The inherent complexity of social protection may present a challenge to some ESC-SIs when becoming involved in SPF initiatives. This complexity has several dimensions. First, social protection schemes usually have components focusing on different risks or demographic groups. As discussed, for basic income security, Recommendation No. 202 focuses on children, the elderly, and certain adults of working age.<sup>27</sup> Recommendation No. 202 calls also for universal access to essential health care services. Second, guarantees can be met in several ways: cash payments, services, public works, and/or tax subsidies. Recommendation No. 202 allows all of them, and each has its pros and cons. Third, those countries that opt for cash benefits may deliver them through different arrangements, e.g. universal benefit schemes that cover all people in a demographic group (e.g. the elderly, children, mothers); social insurance schemes; social assistance schemes, restricted to the poor members of such groups; conditional cash transfers, where beneficiaries are required to take certain actions (e.g. keep children in school or receive regular health check-ups); negative income tax schemes; public employment schemes; and employment support schemes. Recommendation No. 202 gives governments flexibility to decide among these. Furthermore, monitoring of social protection requires many kinds of technical expertise: e.g. familiarity with poverty measures, analysis of survey data, and interpretation of financial, demographic, and actuarial projections.

This complexity creates a need for specialization. Many ESC-SIs address this need through committees, working groups, support staff, research units, or agreements with organizations that have the necessary expertise, such as the ministries in charge of social protection, institutions managing social protection programmes, research institutions and

<sup>26</sup> Some ESC-SIs also have no mandate to negotiate agreements or social pacts. Without such a mandate, they cannot project an authoritative concept of the social protection floor at the national level. However, as shown in Section I, ESC-SIs of this type still play useful roles in promoting social protection. They comment on proposed legislation and regulations, create forums for members or larger groups to express opinions, conduct member and public education, carry out studies, formulate recommendations, and monitor government action.

<sup>27</sup> As noted earlier, those who are unable to earn sufficient income – in particular as a result of sickness, unemployment, maternity, and disability.

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international sources (ILO, One-UN Teams, etc.). However, a significant number of ESC-SIs reported having none of these arrangements in place.<sup>28</sup> Given the complexity of social protection, lack of specialization is a major impediment to effective engagement.

### ***Resource constraints***

Some ESC-SIs face resource constraints in expanding their efforts in new directions. This is reported to be the case, for example, in the ILO/AICESIS survey responses from the councils of the following countries: **Albania, Benin, Burkina Faso, Burundi, Guinea, Honduras, Jordan, Kenya, Russia and Senegal**. Resource constraints are a particularly serious barrier to engagement of social protection issues because, as just discussed, the complexity of this field requires expertise as a precondition for effective engagement. This in turn requires investments of organizational resources, both funds and time.

### ***Heavy focus on formal labour markets***

Another challenge relates to the scope of an ESC-SI's own interests and priorities. Some ESC-SIs focus heavily on issues that affect workers in formal employment – for example, **Japan's** Labour Policy Council and **Lithuania's** Tripartite Council. To the extent that such ESC-SIs deal with social protection, they are usually concerned with contributory social insurance schemes and supplemental private benefits, both of great importance for formal-sector workers and part of the extension strategy laid down by the ILO. The SPF, however, promotes the coverage extension of basic social protection guarantees and was inspired by the needs of those people who generally lack access to social insurance. To reach those populations, different approaches are required, such as combining social assistance, universal benefits, and public employment projects with social insurance policies. Given these differences, ESC-SIs in the former category may not immediately perceive the full relevance of Recommendation No. 202. At times, their members may even perceive SPFs as a threat. They may, for example, be unaware of Recommendation No. 202's strategy for horizontal and vertical expansion of social protection and thus see SPFs as detrimental to social insurance.<sup>29</sup>

### ***Contextual challenges***

A final set of barriers resides not within ESC-SIs but in the broader context in which they operate. As discussed, Recommendation No. 202 assigns overall and primary responsibility for provision of social protection to the government. At the same time, it calls on the government to involve employers, workers and other representative organizations in planning and monitoring SPFs. Some governments, though, may be slow to embrace the SPF concept, or they may pursue it without following the steps for inclusive policy formation set out in Recommendation No. 202. Thus, some ESC-SIs may be ready to engage on this issue but lack opportunities. The ILO/AICESIS questionnaire suggests several possible reasons for this.

<sup>28</sup> The ESC-SIs of Algeria, the Bosnian Entity Republika Srpska, Burkina Faso, Cameroon, Lithuania, and Macao report having no expert committee on social protection.

<sup>29</sup> For example, in Albania, the head of a major trade union confederation spoke at a conference organized by the Ministry of Social Welfare (July 2014) against a government proposal for a national minimum pension on the grounds that this could weaken Albania's social insurance system.

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First, many governments have national programmes for the extension of social protection already in place. A number have multiple programmes. For example, the Bosnian Entity **Republika Srpska** has five relevant programmes (relating to pensions, employment, social protection, disability, and children), while **Italy** has four (relating to social inclusion, social protection, and long-term care; youth employment; skills development for women and immigrants, and job readiness for recipients of social assistance). With strategies formulated and implementation underway, some governments may not see it as essential to follow the guidelines for inclusive social dialogue on building social protection floors laid out in Recommendation No. 202. “The train is already in motion,” so to speak.

Second, as discussed, various agencies are working in the field of social protection with varying perspectives on social dialogue. The Social Protection Floor Initiative launched by the UN-CEB in 2009, as well as the joint letter from the Chair of the United Nations Development Group, Helen Clark, and the ILO Director-General, Guy Ryder, call on inter-agency efforts including through One-UN social protection floor teams to provide support to countries in implementing SPFs. Such diversity inevitably brings different perspectives. Depending on donor preferences concerning national dialogue, social dialogue, and other forms of consultation, and the composition and mandate of the ESC-SI that exists in the country, some ESC-SIs may be afforded larger roles, others smaller ones.<sup>30</sup> In some countries, “the train has no empty seats,” so to speak.

Third, ESC-SIs’ engagement in SPF-related issues is facilitated when governments embrace the notion of inclusive economic growth and perceive social protection as key to its achievement. Thus, for example, **Mauritius**, with a well-developed social protection system covering virtually the entire population, also has an ESC that is actively engaged in issues related to poverty alleviation and social inclusion. In **Brazil**, where the government has made social protection the centerpiece of its economic development initiatives, the CDES promotes many programmes that aid people who live and work beyond the reach of formal social protection schemes. Conversely, where public discourse offers less space for problems of poverty and exclusion, it may prove more difficult for an ESC-SI to take on board the issues that social protection floors address. “There is no train,” so to speak.

<sup>30</sup> For example, a recent (November 2014) conference on Niger’s progress in developing a social protection floor sponsored by five UN agencies (ILO, UNDP, UNICEF, FAO, WFP) included broad national representation – e.g. employer organizations, worker organizations, civil society, the social insurance institution, the social assistance institution, beneficiaries, and donors – but not the CESOC. Similarly, a 2012 UN-sponsored rapid assessment of Armenia’s social protection floor encouraged national dialogue but did not involve Armenia’s Public Council. In Cameroon, the ILO, UNDP, UNICEF, WHO, and the World Bank are supporting implementation of a social protection floor, but this does not figure in the ESC’s engagement. In Benin the government created a multi-stakeholder group in early 2014 to support SPF development, of which the ESC is not part.

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## 4. Paths to effective engagement

As has been shown, several factors may constrain ESC-SIs from joining national initiatives to build social protection floors: the inherent complexity of social protection; costs and resource constraints; organizational interests that focus heavily on formal labour markets; and a public context that does not yet have a social protection agenda or does not recognize the ESC-SI as a relevant actor. This section considers how ESC-SIs can address these constraints. It asks, first, why it is in ESC-SIs' interest to do so and, second, what are the most promising strategies.

### **Reasons for action**

Main reasons for ESC-SIs to engage on this issue are the following:

- First, the global push for social protection floors will not go away. As discussed in the Introduction, Recommendation No. 202 reflects the difficulty of quickly extending social insurance to a large fraction of the world's workers. It reflects as well the global consensus that the right to social security is a social and economic necessity for development and progress and that social security is an important tool to prevent and reduce poverty, inequality, social exclusion and social insecurity. Recommendation No. 202 holds that social protection floors are a fundamental element of national social security systems and a priority within national social security extension strategies. Furthermore, the World Social Protection Report 2014-15, also documents the impact of austerity policies, adopted by many developed and developing countries in the aftermath of the Global Financial Crisis, on social protection systems, which have not been immune to fiscal adjustments and, as a result have suffered a reduction in their capacity. Hence, it is important that broad social dialogue assesses the impacts and consequences of crisis response programmes.
- Second, engagement in national floor initiatives provides ESC-SIs with useful opportunities. At the ILO-AICESIS Madrid Conference (December 2013), ESC-SIs agreed on the need to diversify their roles and increase their impact, especially their visibility, monitoring functions, and collaboration with other organizations.<sup>31</sup> Engaging in a national social protection floor initiative provides a platform for pursuing this agenda. As social protection has come under a global spotlight, many SPF initiatives have gained high visibility and media coverage. In all regions of the world, "One-UN social protection floor teams" (as described earlier) are bringing organizations together in a common effort, including both national stakeholders and development partners, and thus enable ESC-SIs to expand their partner networks. The teams also offer ESC-SIs opportunities to acquire the capacity to carry out analyses of social protection needs, gaps, and accomplishments; to identify measures to close the gaps; and to put to work ILO tools for assessing costs and monitoring progress. The acquisition of new capacities will also open pathways to financial support of SPF-related projects.
- Third, engaging on this issue would be perfectly in line with ESC-SIs' and AICESIS's action regarding the Millennium Development Goals (MDGs) and the Post-2015 Sustainable Development Goals Agenda (SDGs - currently under negotiation at the UN). Profitable synergies could be built in that respect.

<sup>31</sup> ILO/AICESIS: *The Role and Impact of Economic and Social Councils and Similar Institutions (ESC-SIs) in the Response to the Global, Financial, Economic and Jobs Crisis*, Madrid, 3-4 Dec. 2013, p. 37.

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- Forth, by remaining on the sidelines of national floor initiatives, ESC-SIs will forfeit roles to other organizations. The proliferation of advocacy groups in recent decades places ESC-SIs in competitive environments where NGOs (representing e.g. persons with disabilities, women, workers in the informal economy, environmentalists, ethnic and religious associations, and advocates for human rights) vie for roles in policy deliberations. In this new world, ESC-SIs should take a broader view of interests at stake and be strategic in their approach.
  - Finally, floors are potent tools for inclusive economic growth. There is compelling evidence that, by enabling people to cope with economic shocks, well-designed social protection sustains demand in hard times, allows people to take the risks that energize a country's economy, and enables societies to benefit from the positive aspects of globalization.<sup>32</sup> Such SPFs help expand capabilities and improve the quality of life of all. This is indeed the meaning of development.

ESC-SIs that find these arguments compelling can face a number of practical challenges. How can they meet the knowledge prerequisites for effective engagement? Cope with resource constraints? Formulate priorities? Find a place in national SPF initiatives? The answers to these questions will vary depending on the ESC-SI's composition, organizational mission and resources, as well as the national context. It also depends on government's attitudes towards the principle of social dialogue and tripartite consultation with non-state actors especially employers' and workers' organizations. The usual disclaimer -- one size does not fit all -- has strong relevance here. Yet the ILO-AICESIS survey, together with ILO's experience regarding social protection floors, provide a basis for general guidance that can be adapted to national circumstances.

### ***Acquiring knowledge and technical skills***

As discussed, Recommendation No. 202 gives government's broad latitude to design social protection floors that match national needs and capacities. Given this latitude, ESC-SIs that join national SPF initiatives will need to consider the possibility of redesigning their working methods. For those organizations that serve in a working group that is charged with reviewing a government proposal, these are likely to include:

- Has the government identified the most pressing unmet needs for social protection?
- Does the proposed level of benefits strike the optimal balance between adequacy and affordability for the country?
- Is the proposed method of financing adequate and fair?
- Does the SPF provide adequate incentives for gainful employment?
- Does it promote gender equality?
- How can public awareness be raised and people encouraged to exercise these rights?

<sup>32</sup> ILO: *World Social Protection Report: 2014-15: Building economic recovery, inclusive development and social justice* (Geneva, 2014); J. Hanlon, A. Barrientos, and D. Hulme: *Just give money to the poor: The development revolution from the global South* (Virginia, Kumarian Press, 2010).



Similar issues confront those ESC-SIs that initiate action on social protection, including awareness raising and advocacy. They must broadly decide which social or demographic groups have the most pressing unmet needs for protection and what forms it should take. To exert maximum influence, such ESC-SIs will also need to formulate ideas on how to finance and deliver the benefits.

Clearly these issues are complex. How should ESC-SIs that are relatively new to this field acquire the necessary expertise? The ILO-AICESIS survey points to four strategies:

- First, ESC-SIs may call for SPF designs that match their country’s administrative capacities. It is important to avoid the impulse to mirror design features of more developed economies and instead press for SPFs that are in accordance with national circumstances. For countries with limited administrative infrastructure, this means advocating a simple SPF design: one that avoids detailed eligibility criteria, targeting rules, and conditions on beneficiary eligibility that are difficult or costly to monitor. The forms that guarantees take – cash, food, services, right to work and tax credits – should also be matched with available delivery mechanisms. Avoidance of overly complex designs will not only facilitate ESC-SI participation but also raise the probability of early success of the national SPF initiative.
- Second, ESC-SIs can cope with high knowledge demands through specialization. They can create committees or working groups that comprise those members with highest interest and most relevant experience (see table 4.1). ESC-SIs will need to make a commitment of internal resources to support this work. Some staff members or staff time should be allocated to social protection and the ESC-SI will need to secure sustained access to current information. One solution adopted by some ESC-SIs has been to establish internal research units (e.g. **Korea, Spain**). Others have partnered with external research organizations (e.g. **Italy’s** CNEL and the **Netherlands’** SER). However, such partnerships will work best once the ESC-SI has acquired its own capacity. Interestingly, in **Estonia** the national level ESC was disbanded, however, the social partners have developed alternative ways of promoting social protection, namely through the establishment of ad-hoc tripartite working groups and tripartite consultations.

**Table 4.1. Examples of ESC-SIs committees specializing in social protection**

Country	Description of committees/working groups
<b>Albania</b> NLC (3)	<ul style="list-style-type: none"> <li>- wages, pensions, and social protection</li> <li>- labour conditions, health and workplace safety</li> <li>- equal opportunities and disability</li> </ul>
<b>Armenia</b> Public Council (2)	<ul style="list-style-type: none"> <li>- social issues and health</li> <li>- economic and budgetary issues</li> </ul>
<b>Japan</b> Labour Policy Council (2)	<ul style="list-style-type: none"> <li>- workers’ compensation</li> <li>- employment injury</li> </ul>
<b>Kenya</b> ESC (1)	<ul style="list-style-type: none"> <li>- labour, health, gender, education, youth, culture, housing, and population</li> </ul>
<b>Netherlands</b> ESC (2)	<ul style="list-style-type: none"> <li>- social security and health care</li> <li>- pensions</li> </ul>

Source: Based on information from ILO/AICESIS Survey

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- Third, the ESC-SIs can seek technical training. This may be provided through government ministries with responsibilities for social protection, One-UN social protection floor teams, the ILO's International Training Center, regional organizations that take an interest in social protection such as the Council of Europe or the Southern African Development Community (SADC), or periodic training on social protection by IFIs, among others.
  - Fourth, ESC-SIs can develop bilateral and multilateral arrangements with other ESC-SIs with the help of AICESIS whenever needed, in order to share information and national experience in building social protection floors on a sustained and periodic basis. Section 2 provides a number of useful examples.

The costs of these investments are not trivial, especially for ESC-SIs that are strained financially. Yet involvement in a SPF initiative without an initial commitment of the time and resources is unlikely to be fruitful.

### ***Broadening the focus to give the excluded a voice in the national dialogue process***

As discussed in the introduction, social protection floors extend coverage to people beyond the reach of traditional social insurance. Those who consider, monitor, and evaluate SPFs need a firm grasp of the needs and characteristics of such groups. In other words, potential beneficiaries of the SPF need to have a voice throughout the process. The ILO's 2002 Resolution on Social Dialogue and Tripartism recognizes that, in order to gain a wider perspective and consensus on specific issues beyond the world of work, tripartite constituents may choose to open social dialogue to other groups of civil society that share the same values and objectives.<sup>33</sup> Such action is needed in this case to enable ESC-SIs to connect with the excluded.

The preceding pages depict different models whereby ESC-SIs reach out to groups that SPFs protect. For some ESC-SIs, such consultation happens automatically, since they were constituted to include representatives of people who do not benefit from traditional forms of social protection. For example, **Brazil's** CDES includes representatives of persons with disabilities, churches, indigenous people, women, and other civil society groups. Other ESC-SIs actively solicit the views of non-members. For example, the **Dutch** SER holds regular consultations with representatives of civil society, including youth, the elderly and even pension funds. The SER explains:

“SER has to constantly adjust and renew its ways of working ... whereas in the past the organizations of social partners were the only key players, nowadays SER puts more and more effort in this widening of the dialogue, to enhance the legitimacy and also visibility of our work, e.g. by organizing internet consultations, public discussion sessions, hearings etc.”

Still other ESC-SIs are seeking to broaden their memberships, perceiving a link between their composition and the issues they can address. As discussed, the **Armenian** Public Council has made a proposal for developing civil society in the country and representing civil society groups. Similarly, the **Korean** ESDC, as part of its effort to reach beyond

<sup>33</sup> ILO: *Social Dialogue: Recurrent Discussion under the ILO Declaration on Social Justice for a Fair Globalization*, Report IV, International Labour Conference, 102nd Session, Geneva 2013, p. 21.

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the formal labour market, has requested statutory authorization to add representatives of the poor and those working in irregular jobs to its membership.

### ***Focusing on priority issues and progressively expanding the agenda in line with available resources***

ESC-SIs with limited resources should identify a small number of priorities for initial action. In most cases, it will be more effective to start with issues closest to core concerns. For those ESC-SIs that focus primarily on employment issues, for example, one promising entry point is the interface of benefits and employment. Employment-focused ESC-SIs normally have expertise in vocational training, employment services, and public employment — all of high relevance in ensuring that SPFs are structured to encourage and support work. The **Korean** ESDC’s “Make Work Pay” initiative is a good example of working at the interface of employment and social protection.

The menu of possible entry points is rich. Depending on an ESC-SI’s mission and composition, these include identifying gaps in current protection, developing recommendations on benefit adequacy, comparing options for financing protection, weighing the pros and cons of conditional versus unconditional transfers, or devising ways to keep administrative costs of social protection schemes within reasonable bounds. For resource-constrained ESC-SIs, the key is to start with a specific focus, identify a limited number of relevant priorities, pursue them well, and expand incrementally as resources allow.

### ***Developing further/better coordination and facilitating skills and partnership with social partners and other non-governmental organizations as social dialogue institutions***

Relevant dimensions and policies regarding social protection floors are often under the responsibility of several distinct ministries: labour, social protection, health, education, finance, social insurance institution, civil service administration, etc. It is therefore crucial that the ESC-SIs can effectively involve all the stakeholders in dialogue with social partners and other concerned groups to exchange views and build consensus and advice. This requires the secretariat of the ESC-SIs to have excellent information sharing, coordination, planning and management skills, among others.

### ***Taking on a proactive advocacy role***

As discussed, ESC-SIs may find it difficult to become active in building social protection floors because the issue is not high on the government’s agenda or because the government does not yet perceive the ESC-SI as a relevant partner. While these are different barriers, they call for a similar strategy, namely, assuming a proactive posture. By taking the lead in raising awareness of the problems that social protection floors address, ESC-SIs can simultaneously encourage government action and demonstrate their own relevance. **Italy’s** CNEL exemplifies this approach. While the CNEL is not mandated constitutionally to work on social protection and the Italian government does not actively seek its views, the CNEL uses its authority to initiate advocacy on its own motion. In this way it has made recommendations on many topics relevant to social protection floors, including social inclusion, the informal economy, and youth employment. Similarly, **Guinea’s** CES initiated a national campaign to promote social protection and social dialogue in rural areas, focusing on the need for more health-care centers and school lunch programmes.

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However, social dialogue must not be taken for granted. Nor does it operate in a vacuum. Certain basic conditions must be met if it is to be effective and deliver positive results, these conditions must include respect for freedom of association, strong and independent workers and employers' organizations, political will on the part of public authorities to involve non state actors in the formulation of and implementation of public policies and effective social dialogue institutions<sup>34</sup>.

Some of the recommendations mentioned earlier can help ESC-SIs to become more proactive, for example by creating an internal knowledge base and reaching out to the members of the population that SPFs are designed to cover. ESC-SIs can also:

- produce and distribute films or brochures that offer narratives of the lives of people who suffer from vulnerability;
- prepare and distribute informational material to help raise awareness of how to access existing SPF components, including in regional languages;
- make guest appearances on TV or radio talk shows to discuss social protection floors;
- enlist well-known public figures and celebrities on behalf of core causes;
- support employers' and workers' organizations in their efforts to advocate for the development of national social protection floors;
- lobby policymakers, educating them to social protection needs, priorities and issues identified within their circle of influence; and
- join forces with other organizations actively promoting the right to social security and development of SPFs.

Proactive engagement is also an important way to attract donor support. Donors are often reluctant to provide seed funds for untested approaches, but they are more likely to support organizations that have developed priorities for action and are taking steps toward their fulfillment.

#### **4.1. What can AICESIS and the ILO do?**

How can AICESIS and the ILO help ESC-SIs initiate or accelerate activity on social protection floors? The ILO-AICESIS questionnaire points to clear roles for both organizations.

AICESIS, together with the ILO, can create regional social protection floor exchanges. Their purpose would be to:

- monitor national level social dialogue on social protection developments;
- monitor social protection trends and provide policy materials to support social dialogue, including both the expansion of social protection floors and the possible contraction/reforms of social security systems as a result of fiscal

<sup>34</sup> ILO: *National Tripartite Social Dialogue: an ILO Guide for improved performance*, Social Dialogue and Tripartism Unit, Governance and Tripartism Department (Geneva, 2013).

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consolidation policies; identify successes, challenges, and conditions associated with each;

- offer guidance to individual ESC-SIs, encouraging them to promote Recommendation No. 202 together with Recommendation No. 113;
- encourage ESC-SIs to lobby governments that have not ratified Convention No. 102 and Convention No. 144 to do so; facilitate exchanges among ESC-SIs so as to promote regional learning;
- promote twinning projects that pair ESC-SIs from more and less developed countries;
- organize workshops, conferences, and other forms of exchange devoted to the above ends;
- build the capacity of employers' and workers' organizations to enable them to contribute in an effective way to the consultation process and policy deliberations with ESC-SIs.

These exchanges can make use of existing local and regional facilities of either or both organizations. They should explore the possibility of pooling resources so that a region has specialists that serve multiple ESC-SIs.

The ILO already offers training and technical guidance and so has a natural niche that relates to ESC-SIs' need to build expertise. The ITC-ILO has a programme focusing on both social protection and social dialogue. A variety of courses on specific social protection topics, including on SPFs, as well as on-line courses are offered on a regular basis. Capacity building courses on social dialogue and policy issues including social protection related topics targeting tripartite constituents, organized on a regular basis, also offer a good basis.

With guidance both from ILO headquarters and from experienced officials in the field, this programme can enhance the training courses for ESC-SIs with the dual objectives of equipping them for effective national level social dialogue on social protection floors while familiarizing them with ILO tools for SPF development, monitoring, and evaluation.<sup>35</sup> The recent Academy on social dialogue which was successfully organized in September 2014 at the ITC-ILO premises in Turin, with participants from several ESC-SIs, may be a reference in that respect. Courses could also be offered in national settings.

The ILO, along with other institutions, has already prepared considerable literature on issues of SPF design and implementation as well as cases of country specific experiences which are available on the ILO's Social Protection Platform. The recently published Assessment Based National Dialogue toolkit is a user-friendly tool providing guidance, to policymakers as well as all stakeholders, on processes leading to the development of national social protection floors. It highlights the importance of social dialogue as a fundamental element of sound and sustainable policymaking in social protection.

<sup>35</sup> For example, rapid assessment protocols, social protection expenditure and performance reviews, and financial and actuarial projections.

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## 4.2. Final considerations

Recommendation No. 202, adopted in June 2012 by ILO member States at the International Labour Conference, established a new approach to extend social protection to all through national social protection floors. Social protection floors are nationally defined sets of at least four basic social security guarantees that ensure basic income security for all and access to universal essential health care. They are core elements of comprehensive social protection systems and extend protection to those not covered yet by the traditional social protection policies. Social protection floors should allow people to live a life of dignity, the guarantees should be established by national law and implementation should be regularly monitored and evaluated. Countries should, in a subsequent step, progressively ensure higher levels of protection guided by Convention No. 102 and other ILO social security standards.

Recommendation No. 202 highlights the indispensable role of social dialogue in the construction of social protection floors. Member States should set up a broad consultation process that includes not only the traditional tripartite social partners, but also relevant and representative organizations of the persons concerned. The formulation and implementation of a national strategy to extend social security should include the following steps:

- set objectives in accordance with national priorities;
- identify gaps in and barriers to protection, including potential welfare losses due to adjustment, fiscal consolidation and other policies;
- design appropriate and coordinated schemes;
- link social protection and labour market policies;
- assess the costs, identify the required resources and establish progressive milestones,
- raise awareness about social protection for all and the right to social security.

Given their privileged position as national social dialogue platforms, capable of articulating a wide array of players, ESC-SIs are key actors that should contribute to the follow-up of this process. In partnership with the crucial national players (government, Parliament, member organizations, employers' and workers' organizations, and more generally economic and social organizations, other civil society organizations, etc.), ESC-SIs can provide valuable contributions to the development of the necessary consensus regarding the design, implementation and monitoring of social protection policies and programmes, including SPFs. The survey carried out for this background paper has shown that many ESC-SIs are already actively engaged at different levels. Furthermore, ESC-SIs can find creative solutions to the challenges posed by accumulating technical expertise, taking proactive advocacy roles, progressively expanding the agenda and adapting their composition to give the excluded a voice. Many countries have progressed significantly in extending social security coverage during the last decade, offering positive evidence that building social protection floors can be achieved.

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“Social protection is compelling in our times as a human right and sound economic policy.”

Guy Ryder, Director-General, ILO.

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## ANNEX I. Seoul Declaration



### **Seoul Declaration on the promotion of national social protection floors for all by economic and social councils and similar institutions**

*We, representatives from Economic and Social Councils and Similar Institutions (ESC-SIs), participating in the international conference on “The role of ESC-SIs and social dialogue in the implementation of social protection floors for all”, hosted by the AICESIS-ILO-Korean Economic and Social Development Commission on 20-21 November 2014 in Seoul,*

*Recalling that the ILO Social Protection Floors Recommendation, 2012 (No. 202) calls on ILO member States to formulate and implement national social security extension strategies, based on national consultations through effective social dialogue and broad participation,*

*Determined to advance inclusive development and social justice,*

*Reaffirming that achieving social protection for all is a crucial goal for the realization of the human right to social security, for preventing and reducing poverty and inequality,*

*Considering the institutional role of Economic and Social Councils and Similar Institutions of facilitating broad social dialogue processes and consultations amongst representative organizations of employers and workers, as well as other relevant and representative organizations of persons concerned, for promoting the establishment and the expansion of social protection floors and for ensuring that any social security reform is fair and sustainable*

#### *Recognize that:*

While the need for social protection is widely recognized, the fundamental human right to social security remains unfulfilled for the majority of the world’s population. Only 27 per cent of the global population enjoys access to comprehensive social security systems, whereas 73 per cent are covered partially or not at all.

Social security protects and empowers people, contributes to boosting economic demand and accelerating recovery. It has proven to be a powerful stabilizer in times of economic crisis as observed during the recent global economic downturn. It is an economic and social necessity for inclusive development and progress.

There is an urgent need to build national Social Protection Floors, as called for in Recommendation No. 202 by which member States agreed to formulate and implement national social security extension strategies based on effective social dialogue and broad participation.

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Most middle-income and low income countries are boldly expanding their social protection systems, demonstrating a powerful example of inclusive development.

However, a number of countries are reforming their social protection systems for cost-savings as a result of fiscal consolidation policies. These policies lead to cutting welfare coverage, reducing benefits and limiting access to quality public services, with significant adverse social impacts.

The ESC-SIs can play a critical role to ensure adequate levels of social protection and that any reform of social security, including financial sustainability, is the subject of an effective social dialogue and consultations and not decided unilaterally. Through national consensus building, ESC-SIs can contribute to the formulation or reform of optimal social protection systems that are in accordance with national circumstances, as well as to the implementation and monitoring of progress by involving the main social, economic and political actors concerned.

The ILO and AICESIS consider that it is critical therefore to strengthen the capacities of ESC-SIs so that the latter can play an effective role in the area of social protection. Recalling that the common goals of the ILO and the AICESIS were highlighted at the joint International Conference on the “Social Protection Floor for an Inclusive and Fair Globalization” held in Geneva in May 2012. The Seoul Declaration aims at mobilizing the ESC-SIs on this strategic issue and strengthening their role in this framework.

*We are determined to:*

Reinforce actions at the national level and with regard to different crucial players (government, Parliament, representative organizations of employers and workers, Economic and Social Councils and Similar Institutions, as well as other relevant and representative organizations of persons concerned) in order to play a key role as social dialogue platforms in support of the promotion and recognition of the importance of comprehensive social protection for all.

*We the ESC-SIs propose the following action:*

***At national level, as key platforms for tripartite and enlarged consultations and deliberations on economic and social policies and for building consensus, we the ESC-SIs commit to use our best endeavor to:***

- Include Social Protection Floors on our agendas, give priority to engagement in the field of social protection in line with the Recommendation No. 202 and help shape national dialogues, committing time and resources required to this end;
- Participate actively in the formulation, implementation and monitoring of social protection floors and other objectives of national social security extension strategies;
- Promote consultation processes in case of the introduction of social security reforms and fiscal adjustment to ensure adequate benefits and the safeguard of fair social protection systems;
- Support actively the main principles of the Social Protection Floors Recommendation No. 202; undertake proactive advocacy efforts and awareness-raising among the stakeholders and the general public on the key role of social protection for national development; and contribute to forging virtuous alliances in favor of the elaboration of national social security extension strategies;



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- Give due consideration to the guidance given by relevant ILO instruments in the area of Social Dialogue, especially the Tripartite Consultation (International Labour Standards) Convention No. 144; and
  - Invite the ILO to initiate discussions with the international financial institutions to include in their respective agendas the fight against poverty and the promotion of social justice.

*We the AICESIS propose the following action:*

- Favor exchanges of information, experiences and good practices between individual ESC-SIs concerning their contributions, and their specific roles in designing and implementing social protection floors for all;
- Undertake follow-up actions to the Seoul Conference which will be presented at the General Assembly meeting in Moscow in 2015 including specific initiatives aiming at reinforcing ESC-SIs' capacities to support the implementation of national Social Protection Floors at country level; and
- Document efforts and achievements of ESC-SIs in promoting the implementation of Social Protection Floors, and promote social and civil dialogue in case of social security reforms, and provide recommendations for complementary measures that ESC-SIs could take.

*We the ILO propose the following action:*

- Promote social dialogue and consultation with tripartite partners and other relevant and representative organizations of persons concerned, with the support of broad platforms such as ESC-SIs, in the formulation and implementation of national social protection reforms and strategies;
- Monitor social protection trends and provide policy tools and training to support social dialogue, regarding both the expansion of social protection floors and other possible reforms of social security systems; and
- Offer its expertise to ESC-SIs to formulate strategies that aim at establishing socially and economically adequate and sustainable national social security systems according to the principles of Social Security (Minimum Standards) Convention, 1952 (No. 102).

*Seoul, 21 November 2014*

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## ANNEX II. Summary paper of the Seoul Conference

### The role of economic and social councils and similar institutions in promoting social protection floors for all through social dialogue (Seoul, 20-21 November, 2014)

#### *Background*

The two-day high-level Conference, hosted jointly by the ILO, AICESIS and the ESDC of Korea took place in Seoul on 20-21 November, 2014, in order to discuss the role of social dialogue institutions in strengthening social protection at the national level. The event also provided a follow-up to the 2012 cooperation agreement signed between the ILO and AICESIS. In line with the 2012 International Labour Conference discussion, the meeting focused largely on the ILO Social Protection Floors Recommendation, 2012 (No. 202) and the Tripartite Consultation Convention, 1976 (No. 144). The Conference brought together representatives from ESC-SIs of the Arab States, Africa, Asia, the Caribbean, Europe, and Latin America, together with experts from international and regional institutions. To foster discussion, the ILO released two reports; a background paper highlighting good practices of social dialogue in promoting SPFs, and the global analysis of Social protection trends 2010-2015.

#### *Summary of discussions: day-one*

The Conference was opened by *Mr. Tim de Meyer*, Director (ILO Country Office for China and Mongolia), *Mr. Kim Dae-hwan*, President (ESDC of Korea), *Ms. Isabel Ortiz*, Director, Social Protection Department (ILO) and *Mr. Evgueny Velikhov*, President (AICESIS) delivered opening statements. The speakers emphasised the key role of social dialogue in promoting SPFs and the privileged position of ESC-SIs in stimulating this process as a result of their broad composition base. In his welcome address, the Prime Minister of the Republic of Korea, *Mr Jung Hong-won* shared Korea's experience in overcoming two major crises through the use of social dialogue and the subsequent development of a more resilient social protection net. He explained how the aftershock of the last crisis is still being felt through sluggish economic development and employment instability around the world, however, increased social dialogue and communication will help to resolve these problems.

In the next session *Ms. Isabel Ortiz*, presented the findings of the ILO's 2014 Global Report on Social Protection. She outlined the role of social protection systems as automatic stabilisers in response to the first phase of the global economic and financial crisis (2008-2009). However, intensified fiscal consolidation measures during the second phase of the crisis, from 2010 onwards, led to major reforms and cuts in social protection systems. By 2015, 120 countries are expected to contract expenditures leading to a downward deflationary spiral with negative social impacts. The results of the ILO-AICESIS Global Survey on the Role of ESC-SIs and Social Dialogue in Promoting SPFs were presented by *Mr. Youcef Ghellab*, Head of the Social Dialogue and Tripartism Unit (ILO). The report highlighted the extremely diverse role of ESC-SIs in promoting social protection, and provided a number of recommendations for deepening the engagement of ESC-SIs facing barriers.

The afternoon working sessions entailed country experiences from around the world on the role of social dialogue in extending or reforming social protection systems. Throughout the discussion it became apparent that role of ESC-SIs largely depends on the country's history and political constellation. In both China and Korea, social dialogue on social protection developed as a reaction to national challenges and financial crises. Social dialogue in **Korea** played a crucial role in promoting social protection to

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overcome the 1997 Asian financial crisis through programmes such as vocational training to prevent layoffs, and again in 2008 when the global crisis occurred. Similarly in **China**, the national challenge of a decades-long social security reform involved the introduction and extension of a multi-tiered and multi-pillared universal social protection system to all citizens.

Social dialogue on social protection became materialized as part of the institutional or national building process in a number of countries that experienced historical turmoil. As was the case in the **Republic of Srpska**, which despite a difficult post-war recovery period has still managed to boast successful results through the General Collective Agreement which among others, led to an increase in the minimum wage. Similarly in **Armenia**, the Public Council became a unique platform for re-establishing dialogue between civil society and State bodies that had been violated during the “triple revolution” following the collapse of the Soviet Union. In **South Africa** social protection has played a role in reversing inequalities from the apartheid-regime, while **Cambodia** has achieved a number of major policy developments in social protection, in which all stakeholders have been involved. In particular through the National Strategic Development Plan (NSDP) which began as a government initiative in 2006 to work towards the elimination of poverty.

Social dialogue on social protection underpins national strategies in much of Sub-Saharan Africa, including Benin, Cameroun, Gabon and Niger. Representatives from **Benin** - and also **Cameroun** - explained how they have taken active roles in organizing field visits, seminars and workshops to communicate and interact with political decision makers. Furthermore in **Algeria** social protection has acted as a tool for responding to rising unemployment rates, as a result of the global crisis. Recent initiatives fall in line with the national strategy to promote inclusive growth and the 2014 Economic and Social Growth Pact. The representative of **Niger** presented key conclusions from the joint UCESIF-CESOC conference for Francophone countries on “the implementation of universal social protection floors: successes and challenges”.

In Russia and Mauritius social dialogue on social protection systems has helped to increase the coherence and efficiency of policies. In **Russia** social dialogue led to improvements in benefits such as maternity and disability, particularly through the recent adoption of the Federal law, which aims at maintaining SPFs and extending social security on an individual needs basis. In **Mauritius**, through the elaboration of the Decent Work Country Programme, social protection reforms have received a new impetus. Equally in **Azerbaijan**, social dialogue often addresses minimum wage and public sector salary increases.

In Morocco and Lebanon, discussions outlined how social dialogue has helped to shape reforms of existing social protection systems. In **Morocco**, barriers such as insufficient resources, displacement of workers and social imbalances have resulted in coverage of just 30 per cent of the working population. However, following the 2011 Constitutional guarantee on social protection, a new stimulus has been given to expanding existing systems in order to enhance national development. In **Lebanon**, a fragmented social security system has not been able to absorb mass immigration as a result of the Syrian conflict. In response the Ministry of Social Affairs has been working in conjunction with the ESEC to develop measures for reform.

Economic and Social Councils in **Argentina**, **Brazil** and the **Dominican Republic**, have broadly based compositions: members come from a variety of social, technical, professional, sporting and cultural associations, which subsequently enables social dialogue to infiltrate many aspects of society. On the other hand some countries, such as **Greece**, experienced labour market reforms in the absence of social dialogue, as a result

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of hastily implemented austerity measures. In the search for alternatives to cutting social expenditure, in line with the economic adjustment programme, the government introduced a pilot level minimum income grant in September 2014.

### *Summary of discussions: day-two*

On the second day a number of international and regional organizations presented their experiences and views on promoting SPFs for all. Presentations were given by the Asian Development Bank (ADB), the ICSW-NEA Region, the International Monetary Fund (IMF), International Social Security Association (ISSA), UN Economic and Social Commission for Asia and the Pacific (ESCAP) and the World Bank.

The presentations highlighted a number of challenges facing these organizations in the promotion of long-term social protection for the most vulnerable members of society. One of the greatest issues for the **World Bank**, as outlined by *Mr Arup Banerji*, involves firstly, the absence of a minimum SPF for the poor in a number of developing countries; and secondly where social protection systems do exist, they are often highly fragmented and inaccessible to many. In order to address these issues, the World Bank – under the Agenda to end extreme poverty by 2030 - has committed to helping 40 African countries’ build comprehensive systems and strong mandates. A challenge in many areas of Asia, as highlighted by *Ms Sri Wening Handayani* from the **ADB**, remains the low level of social expenditure; with just 2.6 per cent of GDP per capita spent on social protection in comparison to approximately 19 per cent in OECD countries. This presents barriers for many countries that need to focus on expanding their coverage and beneficiaries. She concluded that there is no “one-size-fits-all” solution and interventions must be country-led and responsive to national needs, priorities and resources.

Speakers also highlighted the vital role of social dialogue as a means for building national consensus and fostering political will for expanding social protection. This was emphasised by *Mr. Manuel Mejido* from **UNESCAP** who described how the SPF has proven to be an essential mechanism in Asia and the Pacific for stimulating constructive discussions and sharing of experiences between policymakers and stakeholders. Equally, *Ms Yuko Kinoshita* from the **IMF** explained that while a number of certain conditions must be met in order to benefit from technical assistance programmes, the IMF is careful to maintain a minimum level of protection for the most vulnerable members of society. This includes taking the necessary steps to engage in dialogue and reach consensus with NGOs, the private sector and trade unions.

The importance of collaboration with other organizations and institutions was emphasised by the speakers from **ISSA** and the **ICSW-NEA Region**. ISSA’s longstanding partnership with the ILO in promoting social security as a fundamental part of the SPF was highlighted by *Mr Ariel Pino*. This partnership was formalised in 2012 through the signing of a co-operation agreement between the two organizations, aimed at promoting the extension of social security to the world's population. At regional level, *Dr Heung-Bong Cha* explained how ICSW facilitates cooperation between civil society and regional intergovernmental bodies to achieve better regional social policies and the development and adoption of social programmes in Southern areas.

The final panel session brought together members from the International Trade Union Confederation (ITUC), International Organization of Employers (IOE), the Minister of Social Welfare and Youth of Albania, the Deputy Minister for Labour Policy of the Ministry of Employment and Labour of Korea together with the President of the ESEC of Senegal. Discussions focused around ways to strengthen the roles of social dialogue, social partners and ESCs-SIs in the formulation, implementation, monitoring and evaluation of SPFs for all.

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Representatives from the **ITUC** and the **IOE** were in agreement that in order for SPF initiatives to work, the social partners must be well informed and constructively involved from the beginning of the process. *Ms. Helen Kelly (ITUC)* explained that this could be achieved through capacity building processes and access to expert advice. She also reiterated the importance of developing local solutions, with vulnerable populations, and social partners who better understand the needs of the country and are often leaders within their community. This could help to enhance the potential for systems that innovate, and assist to build stronger communities and political commitment to the schemes. *Mr Roberto Suárez (IOE)* followed on from this by stressing the importance of linking SPF needs with efficient active labour market policies in order to produce more concrete outcomes.

At a glance, *Minister Erion Veliaj* and *Deputy Minister Kwon, Young-soon*, outlined their recent country experiences in Albania and Korea. Following the endorsement of a new Socialist-led government in 2013, **Albania** has undergone vast reforms, notably in the areas of pension, social protection and vocational education and training (VET). In response to an increasingly outdated system, policy measures have been taken to address issues such as skills mismatch, providing public incentives to join the renovated public pension scheme and improving financial management of the social protection scheme. All of which have been discussed and approved by the National Labour Council, as well as the full inclusion of the social partners from the initial stages. In addition to describing the symbiotic relationship between social dialogue and social protection in **Korea** during the economic crisis, the Deputy Minister highlighted the future direction of the system with aims to enhance current programmes and supplement missing pillars. These initiatives include reducing ‘blind zones’, enhancing protection levels and expanding sources of funding. *Mr. El hadji Momar Samb* from **Senegal** outlined crucial mechanisms for strengthening the role of African ESCs and social partners, namely through capacity building and strengthening their role in and influence over national policies. This is especially pertinent for African states where social protection is a relatively new concept.

## Closing Session

The Conference was brought to a close by *Mr. Youcef Ghellab*, *Mr. Kim Dae-hwan*, *Mr Kamran Fannizadeh*, Deputy Director, Governance (ILO) and *Mr Patrick Venturini*, General Secretary (AICESIS), who congratulated participants on the successful adoption of the Seoul Declaration. This Declaration aims to reinforce ESC-SIs efforts in bringing together governments, representative organizations of employers and workers, as well as other relevant organizations to consult on issues pertaining to the promotion of social protection floors for all. In line with this, participants reaffirmed their commitment to ILO instruments in the area of Social Dialogue, especially the Tripartite Consultation Convention, 1976 (No. 144), to make social and labour policies fair and sustainable even in times of economic crisis. Participants also invited the ILO to initiate discussions with international financial institutions to include the fight against poverty and the promotion of social justice on their agendas. Follow-up actions from the Conference are planned to be presented at the General Assembly meeting in Moscow in 2015.

## ANNEX III. Seoul Conference Agenda

### International Conference: The role of economic and social councils and similar social dialogue institutions in promoting social protection floors for all (Seoul, 20-21 November 2014)

Venue: Grand Hilton Seoul

<b>Thursday 20 November</b>	
<b>08:00 – 09:00</b>	Registration of participants
<b>09:00 – 9:40</b>	<p><b><u>Opening Session</u></b></p> <p><i>Chair: Mr. Tim de Meyer, Director of ILO Country Office for China and Mongolia on behalf of ILO Regional Office for Asia and the Pacific</i></p> <p>Opening Address by:</p> <ul style="list-style-type: none"> <li>▪ <b>Mr. KIM Dae-hwan</b>, President of the ESDC of Korea</li> <li>▪ <b>Ms. Isabel ORTIZ</b>, Director, Social Protection Department, ILO Geneva</li> <li>▪ <b>Mr. Evgueny VELIKHOV</b>, President of the AICESIS</li> </ul> <p>Welcome Address by:</p> <ul style="list-style-type: none"> <li>▪ <b>H.E CHUNG, Hongwon</b>, Prime Minister of the Republic of Korea</li> </ul>
<b>9:40– 9:50</b>	Group photography
<b>9:50–10:10</b>	Coffee Break
<b>10:10 – 11:15</b>	<p><b><u>Key Note Address</u></b></p> <p><b>Launch of ILO’s Global Report on Social Protection for Social Dialogue</b> <i>From fiscal consolidation to expanding social protection: Key to crisis recovery, inclusive development and social justice</i></p> <p><i>Moderator: Mr. CHOI, Young-ki</i>, Vice-Chairman of ESDC of Korea</p> <p><b>Ms. Isabel ORTIZ</b>, Director, Social Protection Department, ILO Geneva</p> <ul style="list-style-type: none"> <li>▪ Address (45 minutes)</li> <li>▪ Q&amp;A (20 minutes): Algeria, China, Morocco, South Africa, ISSA, Dominican Republic, Azerbaijan, Senegal, Lebanon, Mauritius</li> </ul>
<b>11:15-12:30</b>	<p><b><u>Working Session 1</u></b></p> <p><i>Presentation of the results of the ILO-AICESIS Global Survey on the Role of ESC-SIs and Social Dialogue in Promoting Social Protection Floors</i></p> <p><i>Moderator: Dr. Julius MUIA</i>, Secretary of the NESC of Kenya</p> <ul style="list-style-type: none"> <li>▪ <i>Presentation on The Role of ESC-SIs and Social Dialogue in Promoting Social Protection Floors: Trends, Good Practices, and Challenges</i> (45 minutes): <b>Mr. Youcef GHELLAB</b>, Head of the Social Dialogue and Tripartism Unit, GOVERNANCE Department, ILO</li> </ul> <p><b>Discussion (45 minutes):</b> Algeria, Gabon</p>

12:30 – 14:00	Lunch break
14:00 – 15:45	<p><b><u>Working Session 2</u></b>  <i>Country Experiences: why do we need adequate Social Protection Floors for all and how to promote them through social dialogue?</i></p> <p><i>Panellists are requested to present:</i></p> <ol style="list-style-type: none"> <li>1. <i>Recent experience in your country on social dialogue and extending/reforming social protection systems</i></li> <li>2. <i>Lessons learned and what measures would you recommend to ensure that all stakeholders are involved in any reform process?</i></li> </ol> <p><i>Moderator: Mr Patrick VENTURINI, Secretary General of AICESIS</i></p> <p><i>Panellists:</i>  <b>Europe: 4 country experiences</b></p> <ul style="list-style-type: none"> <li>- Greece: <b>Mr. Apostolos XYRAPHIS</b>, Acting Secretary-General of the OKE</li> <li>- Russia: <b>Mr. Vladimir SLEPAK</b>, Chairman of the Commission on social protection and living standards of citizens, Civic Chamber</li> <li>- Republic of Srpska – Bosnia &amp; Herzegovina: <b>Mr. Predrag ZGONJANIN</b>, President of Union of Employers Association</li> <li>- Armenia: <b>Mr. Hovik MUSAYELYAN</b>, Member of the Council</li> </ul> <p><b>Africa: 4 country experiences</b></p> <ul style="list-style-type: none"> <li>- Benin: <b>Mr. Augustin Tabé GBIAN</b>, President of the ESC</li> <li>- South Africa: <b>Mr. Alistair SMITH</b>, Executive Director of the NEDLAC</li> <li>- Niger: <b>Mr. Youssoufou Ahmadou TIDJANI</b>, SG of the ESCC, Presentation of francophone ESCs' experience (UCESIF)</li> <li>- Cameroun: <b>Mr. René Marie ESSOME BIKOU</b>, Secretary-General of the ESC</li> </ul> <p><b>Q&amp;A:</b> Benin, Mauritius, Gabon, Senegal</p>
15 :45 – 16 :15	Coffee break
16:15 – 18:00	<p><b><u>Working Session 3</u></b>  <i>Country Experiences: why do we need Social Protection Floors for all and how to promote them through social dialogue?</i></p> <p><i>Panellists are requested to present:</i></p> <ol style="list-style-type: none"> <li>1. <i>Recent experience in your country on social dialogue and extending/reforming social protection systems</i></li> <li>2. <i>Lessons learned and what measures would you recommend to ensure that all stakeholders are involved in any reform process?</i></li> </ol> <p><i>Moderator: Mr. Igor SHPEKTOR, Chairman of the Commission on social infrastructure and housing and communal policy, Civic Chamber of Russia</i></p> <p><i>Panellists:</i>  <b>Asia: 3 country experiences</b></p> <ul style="list-style-type: none"> <li>- Korea: <b>HWANG, Deok-soon</b>, Senior Research Fellow of Korea Labor Institute</li> <li>- China: <b>Professor Dr. ZHOU Hong</b>, Institute of European Studies, Chinese Academy of Social Sciences Member</li> </ul>

	<p>- Cambodia: <b>H.E. Mr. Mom VANNAK</b>, Secretary of State</p> <p>Arab States: <b>3 country experiences</b></p> <ul style="list-style-type: none"> <li>- Lebanon: <b>Mr Samir NAIMEH</b>, Head of Cabinet</li> <li>- Morocco: <b>Mr. Jilali HAZIM</b>, Member of the ESEC</li> <li>- Algeria: <b>Mrs. Nadira CHENTOUF</b>, Head of Cabinet of the CNES</li> </ul> <p>Latin America: <b>2 country experiences</b></p> <ul style="list-style-type: none"> <li>- Argentina: <b>Mr. Carlos CHILE HUERTA</b>, ESC of Buenos Aires</li> <li>- Dominican Republic: <b>Dr. Iraima CAPRILES</b>, Executive Director of the ESC</li> </ul> <p><b>Q&amp;A:</b> Armenia, Korea</p>
<b>18:00-19:30</b>	Drafting Committee (Mauritius, Dominican Republic, Korea, Russia, Senegal, Kenya, Algeria, Greece, Lebanon, South Africa) to finalize the Seoul Declaration on SPFs for all and social dialogue
<b>19:30 – 21:00</b>	Welcome diner hosted by the Ministry for Employment and Labour
<b>Friday 21 November</b>	
<b>09:00 – 09:45</b>	<p><b><u>Wrap up Session of the first day</u></b></p> <p>Presentation (20 minutes): <b>Mr Helmut SCHWARZER</b>, Social Protection Specialist, SOCPRO, ILO</p> <p><b><u>Discussion (25 minutes)</u></b></p>
<b>09:45 – 11:15</b>	<p><b><u>Working Session 4</u></b></p> <p><i>Experiences and Views of International and regional organizations/institutions on promoting Social Protection Floors for all</i></p> <p><i>Moderator: Ms. Isabel ORTIZ</i>, Director, Social Protection Department, ILO Geneva</p> <p>Panel discussion with the representatives of:</p> <ul style="list-style-type: none"> <li>▪ <b>Mr Arup BANERJI</b>, Senior Director and Head of Global Practice, Social Protection &amp; Labor, World Bank</li> <li>▪ <b>Ms. Sri Wening HANDAYANI</b>, Principal Social Development Specialist, Regional and Sustainable Development Department, Asian Development Bank</li> <li>▪ <b>Ms Yuko KINOSHITA</b>, Assistant to the Director, Regional Office for Asia and the Pacific, International Monetary Fund</li> <li>▪ <b>Mr. Manuel MEJIDO</b>, Social Affairs Officer, ESCAP focal point on Social Protection, UN Economic and Social Commission for Asia and the Pacific (ESCAP)</li> <li>▪ <b>Mr Ariel PINO</b>, Regional Coordinator, International Social Security Association (ISSA)</li> <li>▪ <b>Dr Heung-Bong CHA</b>, President, ICSW-NEA Region</li> </ul> <p><b>Q&amp;A:</b> Niger, Mauritius, Indonesia</p>
<b>11:15 – 11:30</b>	Coffee break
<b>11:30-13:00</b>	<b><u>Working Session 5</u></b>



	<p><i>Final Panel: How to strengthen the roles of social dialogue, social partners and ESCs/SIs in the formulation, implementation, monitoring and evaluation of Social Protection Floors for all?</i></p> <p><b>Moderator: Mr. Kamran FANNIZADEH</b>, Deputy Director Governance and Tripartism Department, ILO</p> <p>Panel discussion with:</p> <ul style="list-style-type: none"> <li>▪ <b>Ms. Helen KELLY</b>, President of the New Zealand Council of Trade Unions, International Trade Union Confederation</li> <li>▪ <b>Mr. Roberto SUÁREZ</b>, Deputy Secretary-General, International Organization of Employers</li> <li>▪ <b>Mr. Erion VELIAJ</b>, Minister of MSWY-Ministry of Social Welfare &amp; Youth of Albania</li> <li>▪ <b>Mr. KWON, Young-soon</b>, Deputy Minister for Labor Policy of the Ministry of Employment and Labor of Korea</li> <li>▪ <b>El hadji Momar SAMB</b>, President of Commission of the ESEC of Senegal and working group of the Union of the ESCs of Africa (UCESA)</li> </ul> <p><b>Q&amp;A:</b> Benin, Algeria, Romania, South Africa</p>
<b>13:00-14:30</b>	Lunch
<b>14:30 – 16:00</b>	<p><b><u>Closing Session</u></b></p> <p>Presentation of the Declaration by <b>Mr. Youcef GHELLAB</b>, Head of the Social Dialogue and Tripartism Unit, GOVERNANCE Department, ILO, and adoption</p> <p><b>Discussion :</b> Niger, Romania, Morocco, Benin, Argentina, Gabon, IOE</p> <p>Closing:</p> <ul style="list-style-type: none"> <li>▪ Economic and Social Development Commission of Korea: <b>Mr. KIM Dae-hwan</b>, President</li> <li>▪ ILO: <b>Mr Kamran FANNIZADEH</b>, Deputy Director, Governance</li> <li>▪ AICESIS: <b>Mr Patrick VENTURINI</b>, General Secretary</li> </ul>
<b>16.00-17:00</b>	Press Conference

## ANNEX IV. Seoul Conference list of participants

**International Conference: The role of economic and social councils and similar social dialogue institutions in promoting social protection floors for all (Seoul, 20-21 November 2014)**

No.	Country	Names	Function
<b>AICESIS Members</b>			
1.	South Africa National Economic Development and Labour Council (NEDLAC)	Mr. Alistair SMITH	Executive Director
2.	Algeria National Economic and Social Council (CNES)	Mrs Nadira CHENTOUF	Head of Cabinet
		Mr. Boubakeur ABBES	Advisor
		Mr. Smail MOUDJAHED	Advisor
3.	Argentina (Buenos Aires) Economic and Social Council (ESC)	Mr. Carlos CHILE HUERTA	Member
4.	Armenia Public Council	Mr. Vazgen MANUKYAN	President
		Mr. Hovik MUSAYELYAN	
		Mr. Armen TER- TATSHATYAN	
5.	Benin Economic and Social Council (ESC)	Mr. Augustin Tabé GBIAN	President
		Mr. Dominique ATCHAWE	Vice President
		Mr. Espérant NOUTAÏS	Councilor
		Mr. Noël CHADARE	Councilor
		Mr. Samuel AHOKPA	Secretary-General
6.	Cameroon Economic and Social Council (ESC)	Mr. René Marie ESSOME BIKOU	Secretary-General
7.	China Economic and Social Council (ESC)	Professor Dr. ZHOU Hong	Institute of European Studies, Chinese Academy of Social Sciences Member
		Ms. HUANG Guili	Secretariat Staff
8.	Congo Economic and Social Council (ESC)	Mr. Alphonse MALONGO	Director of Socio-Economic Affairs
9.	Korea Economic and Social Development Commission (ESDC)	Mr. KIM Dae-hwan	President
		Mr. Choi, Young-ki	Vice-Chairman
10.	Gabon Economic and Social Council (ESC)	Mme Célestine NDONG NGUEMA	Première Secrétaire
11.	Greece OKE	Mr. Apostolos Xyraphis	Acting Secretary-General
12.	Kenya National Economic and Social	Mr. Julius MUIA	Secretary

	Council (NESC)		
13.	Lebanon Economic and Social Council (ESC)	Mr Samir NAIMEH	Head of Cabinet
14.	Macao Standing Committee for the Coordination of Social Affairs	Mrs. SUN SOK U Rosa Maria	Senior Technical Advisor
15.	Mali Economic, Social and Cultural Council	Mr. Cheickna BARRY	Secretary-General
16.	Morocco Economic, Social and Environmental Council	Mr. Jilali HAZIM	Member
17.	Mauritius National Economic and Social Council (NESC)	Mr. Radhakrisna SADIEN	President
18.	Niger Economic, Social, and Cultural Council (CESOC)	Mr. Youssoufou Ahmadou TIDJANI	Secretary-General Representative of the UCESIF
19.	Dominican Republic Economic and Social Council (ESC)	Dr. Iraima CAPRILES	Executive Director AICESIS Vice Secretary- General
20.	Romania Economic and Social Council (ESC)	Mr. Radu Dumitru Maximilian MINEA	Vice President
21.	Russia Civic Chamber	Mr. Evgeny VELIKHOV	President
		Mr. Igor SHPEKTOR	Member
		Mr. Vladimir SLEPAK	Member
		Ms. Yulia BORZENKOVA	Deputy Head of the international relations department
		Ms. Polina SMIRNOVA	Councillor, International Relations Department
22.	Senegal Economic, Social and Environemental Council	El hadji Momar SAMB	President of commission and UCESA working group
<b>Non AICESIS Members</b>			
23.	Albania	Mr. Erion VELIAJ	Minister of MSWY-Ministry of Social Welfare & Youth
		Mr. Bashkim SALA	Advisor
		Mr. Enkelejd MUSABELLIU	Ministry of Social Welfare & Youth
24.	Azerbaijan	Mr. Idris ISAYEV	Deputy Minister of Labour and Social Protection of Population
		Mr. Fuad ALIZADA	Inspectorate Service
25.	Bosnia – Herzegovina Republic of Srpska	Mr. Predrag ZGONJANIN	President of Union of Employers Association
		Mr. Vlado PAVLOVIĆ	ESCRS in front of Trade Union Association
26.	Cambodia	H.E. Mr. Mom VANNAK	Secretary of State

		Mr. Heng SAROEUN	Deputy Director of International Cooperation of Ministry of Labour and Vocational Training
27.	Indonesia	Mr. Rudi KUNCORO	Director, Ministry of Manpower and Transmigration
		Ms. Bondet YUDASWARIN	Director, Ministry of Manpower and Transmigration
		Ms Editha MANURUNG	Sub Division of Regional Cooperation, Center for International Cooperation at Ministry of Manpower
28.	Japan	Yuko MATSUI	Second Secretary - Embassy of Japan in Korea
29.	Malaysia	Mr. Mohd Hajazy Bin Jusoh	Officer from Ministry of Human Resources
		Mrs Samihah Bt MD Razi	Officer from Ministry of Human Resources
30.	Sri Lanka	Mr. W.J.L.U WIJAYAWEERA	Secretary, Ministry of Labour and Labour Relations
<b>ILO and AICESIS</b>			
31.	AICESIS	Mr. Patrick VENTURINI	Secretary-General
		Ms. Samira AZARBA	Administrator
32.	ILO	Mr. Tim de Meyer	Director of ILO Country Office for China and Mongolia
33.		Ms. Isabel ORTIZ	Director, Social Protection Department, ILO Geneva
34.		Mr. Kamran FANNIZADEH	Deputy Director Governance and Tripartism Department
35.		Mr. Helmut SCHWARZER	Social Protection Specialist, SOCPRO
36.		Mr. Youcef GHELLAB	Head of the Social Dialogue and Tripartism Unit, GOVERNANCE Department
37.		Mrs. Yuka OKUMURA	Governance, Tripartism and Strategic Programming Specialist in GOVERNANCE
38.		Ms. Sarah DOYLE	Social Dialogue Officer
<b>International and Regional Institutions</b>			
39.	World Bank	Mr. Arup BANERJI	Senior Director and Head of Global Practice, Social Protection & Labor
40.	International Monetary Fund	Ms Yuko KINOSHITA	Assistant to the Director, Regional Office for Asia and the Pacific
41.	UN Economic and Social Commission for Asia and the Pacific (ESCAP)	Mr. Manuel MEJIDO	Social Affairs Officer, ESCAP focal point on Social Protection
42.	Asian Development Bank	Ms. Sri WENING	Principal Social Development

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		HANDAYANI	Specialist, Regional and Sustainable Development Department
43.	International Council on Social Welfare	Dr Heung-Bong CHA	Regional President for North East Asia
44.	International Social Security Association	Mr. Ariel PINO	Regional Coordinator
<b>International Organization of Employers and Workers</b>			
45.	International Organization of Employers (IOE)	Mr. Roberto SUAREZ	Deputy Secretary-General
46.	International Trade Union Confederation (ITUC)	Ms. Helen KELLY	President of the New Zealand Council of Trade Unions
<b>Guests</b>			
47.	Korea	H.E CHUNG, Hongwon	Prime Minister
48.	Korea	Mr. KWON, Young-soon	Deputy Minister for Labor Policy of the Ministry of Employment and Labor of Korea
49.	Korea	Professor Dr. ZHOU Hong	Institute of European Studies, Chinese Academy of Social Sciences Member