



International
Labour
Organization

Progress Report - TOGO

01/01/2022 - 31/12/2022

BUILDING SOCIAL PROTECTION FLOORS FOR ALL - PHASE II

Project Code (GLO/21/34/MUL)



6 January 2023

Donor: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
Admin Unit: SOCPRO

Project title:	BUILDING SOCIAL PROTECTION FLOORS FOR ALL - PHASE II
Report type (pick one):	Annual
Reporting period:	From January 2022 to December 2022

Linkages:

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

Country Programme Outcome: TGO126

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

Preparation and Review

Report prepared by: Dramane Batchabi, 06/01/2023

► ILO Global Flagship Programme on Building Social Protection Floors for All

Annual update 2022 – Togo

1. Country context

The current social protection system in Togo is characterized by limited coverage and a low level of public expenditure on social protection. According to ILO estimates¹, only 23 per cent of Togo's population is covered by at least one social protection cash benefit. Despite the legislative and institutional reforms undertaken to extend social protection to all categories of workers, those in the informal and rural economy are not yet effectively covered by the general social security system and only 4.5 per cent of the population benefit from social health insurance.

This low coverage is particularly attributable to the difficulties faced by the country in putting in place a coherent strategy for public financing of social protection to cover especially the most vulnerable members of the population. Indeed, social protection expenditure represents only 1.1 per cent of the country's GDP.

To address this coverage deficit, the Government assigned a priority to the extension of social protection in its National Development Plan (PND 2018–2022) through Strategic Axis 3, entitled "Consolidating social development and strengthening the mechanisms of inclusion". In particular, the Government roadmap has set a target of 60 per cent of the population to be covered by universal health coverage by 2025. It is in this context that a law on universal health insurance has been adopted.

The extension of social protection is also a priority of the Decent Work Country Programme 2019–2022, most notably, Priority 2 "Strengthening and extending social protection". Thus the Government, through the Ministry in charge of Health, Public Hygiene and Universal Access to Health Care, sent a request for technical assistance to the ILO to support the operationalization of the law on universal health insurance.

Furthermore, Togo is one of the five countries selected for collaboration between the ILO and the IMF. In this context, the ILO is currently participating in consultations between the Government and the IMF on Article 4 and the negotiation of an Extended Credit Facility programme. Sustainable financing of social protection programmes is an important component of these consultations.

This project will help Togo to improve its capacity to increase financing for social protection through: (a) analytical work to identify options for increasing fiscal space for social protection; (b) capacity-building for all actors, including the social partners, on the financing of social protection; (c) a solid social dialogue to promote adequate financial allocations to social protection, in particular for meeting the desired objective of 60 per cent universal health coverage of the population.

The direct beneficiaries of the intervention in Togo are the Ministry in charge of Civil Service, Labour and Social Dialogue, the Ministry in charge of Health, Public Hygiene and Universal Access to Health

¹ ILO. 2021. *World Social Protection Report 2020–22: Social protection at the crossroads – in pursuit of a better future*. (Geneva).

Care, the Ministry of Economy and Finance, the National Organization for the Implementation of Universal Health Coverage, the National Council for the Promotion of Social Protection and the employers' and workers' organizations.

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

2. Progress report

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

The project is being implemented in the setting of negotiations between the Government and the IMF for the signing of an Extended Credit Facility Agreement, in collaboration with the ILO. One of the important topics of these discussions was to agree on a definition of social spending that includes social protection. The finalization of this discussion on social spending was of high priority for the activities of the project on fiscal space and the development of a strategy for financing social protection. The project supported the discussion and a consensus on the definition of social spending was reached in September 2022.

The delay in this discussion and the resignation of the project coordinator in September 2022 led to a holdup in the implementation of the activities.

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

- Activity 1: Support the Ministry of Civil Service, Labour and Social Dialogue in restructuring the social protection technical working group.
Following discussions with the Ministry of Civil Service, Labour and Social Dialogue and other key stakeholders, the National Social Protection Committee was revitalized and held a meeting in October 2022. The project supported the Committee for the development and validation of the regulatory texts for the implementation of the universal health insurance law.
- Activity 2: Organize a training workshop on sustainable financing approaches for social protection.
Owing to the unavailability of constituents, this activity was postponed until 2023.
- Activity 3: Determine the roles and contributions of each member of the technical working group in the social protection financing analysis process.
This activity is planned for 2023.

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

The terms of reference for the development of the report were developed and a call for proposals was launched in October 2022. The recruitment of consultants to carry out the activity is in progress.

The ILO supported the discussion on the definition of social spending as including social protection expenditures, and a consensus was reached in September 2022. This definition will be the basis for the development of the analysis of the budget allocation and public spending on social protection.

3. Collaboration and partnerships

The ILO is an active member of the national social protection working group. The ILO collaborated with the IMF and World Bank regarding the definition of social spending.

4. Challenges and actions

The main challenge encountered was the resignation of the project coordinator in September 2022.

5. Summary and outlook

The discussions between the Government of Togo and the IMF presented an opportunity for the ILO to engage on issues of financing social protection with the Ministry of Economy and Finance. The consensus on the definition of social spending as including social protection expenditures is a key achievement and will be the basis for the development of the analysis of the budget allocation and public spending on social protection.