



100
1919-2019
SOCIAL JUSTICE
DECENT WORK

unicef 
for every child



Towards universal social protection for children: Achieving SDG 1.3

ILO-UNICEF Joint Report on Social Protection for Children



ACKNOWLEDGEMENTS

This *ILO-UNICEF Joint Report on Social Protection for Children* is the product of close collaboration between organizations.

For UNICEF the research and writing of this report was led by Ian Orton, Dominic Richardson and David Stewart, with additional research, inputs, comments and advice from: Enkhzul Altangerel, Carolina Aulicino, Joanne Bosworth, Victor Cebotari, Enrique Delamónica, Solrun Engilbertsdottir, Pia Marie Helena Fagerstrom, Najme Kishani Farahani, Atif Khurshid, Nupur Kukrety, Antara Lahiri, Yukie Mokuo, Enkhnasan Nasan-Ulzii, Tia Maria Palermo, Amber Peterman, Gulsana Turusbekova, Sebastian Waisgrais and Alexandra Yuster. For the ILO, inputs to the report were provided by Isabel Ortiz, Christina Behrendt, Fabio Durán Valverde, Veronika Wodsak, Valeria Nesterenko and Zhiming Yu, as well as other colleagues who contributed to the *World Social Protection Report*.

Copy Editing: Mike Gautrey

Visual Communication Design: Shangning Wang

Photograph Credits:

Cover: © UNICEF/UN061103/Knowles-Coursin
Page III: © UNICEF/UN047909/AI-Majid ElNaimi
Page 4: © UNICEF/UNI139456/Mawa
Page 5: © UNICEF/UNI112437/Halle'n
Page 7: © UNICEF/UN02442/Schermbucker
Page 9: © UNICEF/UN0252796/Schermbucker
Page 10: © UNICEF/UNI172848/Singh
Page 11: © UNICEF/UNI74393/Markisz
Page 14: © UNICEF/UNI167565/Liu
Page 24: © UNICEF/UN0150228/Dejongh
Page 26: © UNICEF/UN067441/Souleiman
Page 28: © UNICEF/UN08800/Vas

Disclaimer: The designations in this publication do not imply an opinion on legal status of any country or territory, or of its authorities, or the delimitation of frontiers.

Foreword	1
Key messages.....	2
The challenge of child poverty	5
The role of social protection in addressing child poverty and socio-economic vulnerabilities.....	9
Building social protection systems for children: Towards universal coverage.....	14
Child and family cash benefit programmes anchored in national legislation.....	14
The potential of universal child grants and quasi-universal child grants to reach universal coverage for children.....	16
Effective social protection coverage for children.....	18
Recent trends in social protection for children and universality.....	19
Financing social protection: Investing in children.....	21
Combining cash benefits with in-kind benefits, childcare and other social services.....	24
Towards universal child grants in risk-prone, fragile and forced displacement contexts.....	26
Recommendations.....	29
Annexes. Case studies: The challenges and possibilities of implementing universal child grants in practice.....	30
Annex 1. Mongolia: The oscillating fortunes of its universal child grant.....	30
Annex 2. Argentina: Reaching universal social protection for children through a mixed approach.....	31
Annex 3. Iran's quasi-UCG emerging from the 2010 Targeted Subsidies Reform Act.....	31
Annex 4. Kyrgyzstan: The challenges of implementing a quasi-UCG.....	33
Annex 5. Regional quasi-UCGs in India and Indonesia.....	34
Annex 6. Statistical tables.....	35
References	43





FOREWORD

The importance of ensuring adequate social protection for children has long been high on the agenda of both the ILO and UNICEF. The right to social protection applies to everyone at every stage of life, and is clearly spelled out in the Universal Declaration of Human Rights, ILO Conventions and Recommendations and the Convention on the Rights of the Child. For children, social protection takes on a special significance, since the negative effects of poverty and deprivation in childhood have ramifications that can last a lifetime.

Over the past several years, and in collaboration with many UN Member States, international organizations, researchers and activists, our organizations have together contributed to making the expansion and universal coverage of social protection a global priority, with specific attention to children as well as other vulnerable groups. The inclusion of social protection in Sustainable Development Goal 1 on poverty is a crucial milestone in establishing that social protection, as a universal human right, is also a critical input to a universally recognized global good – a world free from poverty. The SDGs likewise emphasize universality – building on the understanding that leaving anyone out or behind means falling short of the human rights standards set over 70 years ago. This is yet one more reason to ensure that children are visible in our efforts to reduce poverty and expand social protection.

With the Goals now firmly in place, including the need to ensure that social protection reaches all children and protects them from poverty and deprivation, we need to turn our attention even more to finding the best ways to transform these intentions into reality, and to support countries in these efforts and monitor progress. This new joint report provides an overview of the state of social protection for children, drawing on the ILO's *World Social Protection Report 2017–19* and UNICEF's ongoing work on expanding social protection for children, including current research on universal child grants with the Overseas Development Institute (ODI), to explore the potential of universal child grants to protect all children and develop inclusive societies.

This report comes at a time when discussions about the future of social protection are particularly active, both in the policy and development community and in mainstream media. An important milestone in support of these discussions was the launching of the Global Partnership for Universal Social Protection to Achieve the 2030 Sustainable Development Agenda (USP2030) at the UN in 2016. At the other end of the spectrum, a number of countries often feel pressed by economic downturns to simply cut social protection benefits, with a grave risk of curtailing rights, increasing poverty and thus risking a vicious cycle of underinvestment and underperformance.

By working together to produce this report, UNICEF and ILO hope to shed light on how the move towards universal social protection should, and can, better encompass the rights, concerns and specific issues of children and their families. Their well-being is critical to every country's short- and long-term development, and the approaches and ideas described here are also relevant to the current debates under way about the future shape of social protection as a whole.

Alexandra Yuster

Associate Director, Programme Division
Chief, Social Policy
UNICEF New York

Isabel Ortiz

Director,
Social Protection Department
ILO Geneva



Key messages

- **Social protection systems, and in particular social protection floors, play a crucial role in addressing child poverty and socio-economic vulnerabilities.**

Evidence clearly shows impacts of social protection, and cash transfers in particular, on poverty, food security, health and access to education – thus helping to ensure that children can realize their full potential, breaking the vicious cycle of poverty and vulnerability, and realizing their rights to social security.

- **The impacts of poverty on children are devastating, and yet they are twice as likely to live in poverty as adults.**

One in five children – 385 million – are living in extreme poverty on less than PPP USD 1.90 a day, and almost one in two – 689 million – are living in multidimensionally poor households. Across both measures children are twice as likely to live in poverty as adults. Child poverty is also an urgent concern globally, with a staggering 45 per cent of children living on less than PPP USD 3.10 a day. Moreover, 27 out of 29 OECD countries with data have child poverty rates using relative poverty lines that are above 10 per cent (see Figure a).

- **The vast majority of children still have no effective social protection coverage.** Effective coverage figures for Sustainable Development Goal (SDG) indicator 1.3.1 show that 35 per cent of children globally receive social protection benefits, with significant regional disparities: while 87 per cent of children in Europe and Central Asia and 66 per cent in the Americas receive benefits, this is the case for only 28 per cent of children in Asia and the Pacific and 16 per cent in Africa (see Figure b).

- **A positive trend is the expansion of cash transfers for children.** Countries which have made great strides towards universal social protection coverage include Argentina, Brazil, Chile and Mongolia. Yet, in many countries, social protection programmes for children struggle with limited coverage, inadequate benefit levels, fragmentation and weak institutionalization.

Recent years have witnessed a groundswell of interest in universal child grants (UCGs), with a number of countries outside the OECD expressing an interest in adopting UCGs or quasi-UCGs

- **There is significant expenditure and investment in social protection for children, but more is needed.**

Data on social protection expenditure for children aged 0–14 in 139 countries show that, on average, 1.1 per cent of GDP is spent on child benefits; again there are large regional disparities, from 0.1 per cent in North Africa and the Arab States to 2.5 per cent in Europe. To extend social protection for children, more fiscal resources are needed. This is affordable even in the poorest countries (see Figure c).

- **Despite this important progress, some countries are cutting allowances.** A number of countries undergoing fiscal consolidation policies are reducing family and child benefits and allowances, often narrow-targeting child benefits to the most poor and thus excluding vulnerable children from their legitimate right to social protection. Efforts need to be made to ensure that short-term fiscal adjustment does not undermine progress.

- **Recommendations:** Towards the aim of achieving SDG 1.3 for children, this report makes the following recommendations.

- Rapid expansion of child and family benefits for children, including the progressive realization of universal child grants as a practical means to rapidly increase coverage.
- Ensure that universal approaches to child and family benefits are part of a social protection system that connects to other crucial services beyond cash, and addresses life-cycle risks.
- Institutionalize monitoring and reporting on social protection for children, including establishing a periodic interagency report.



Figure a

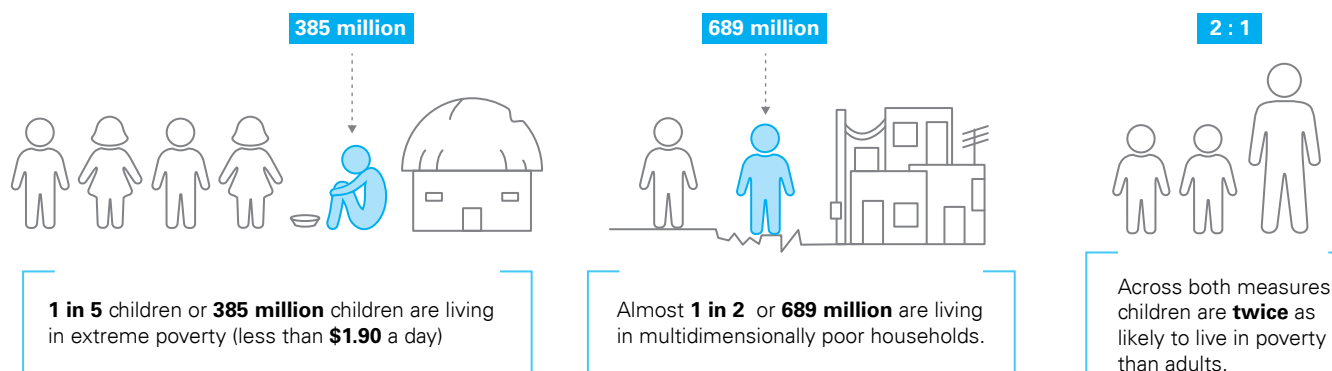


Figure b

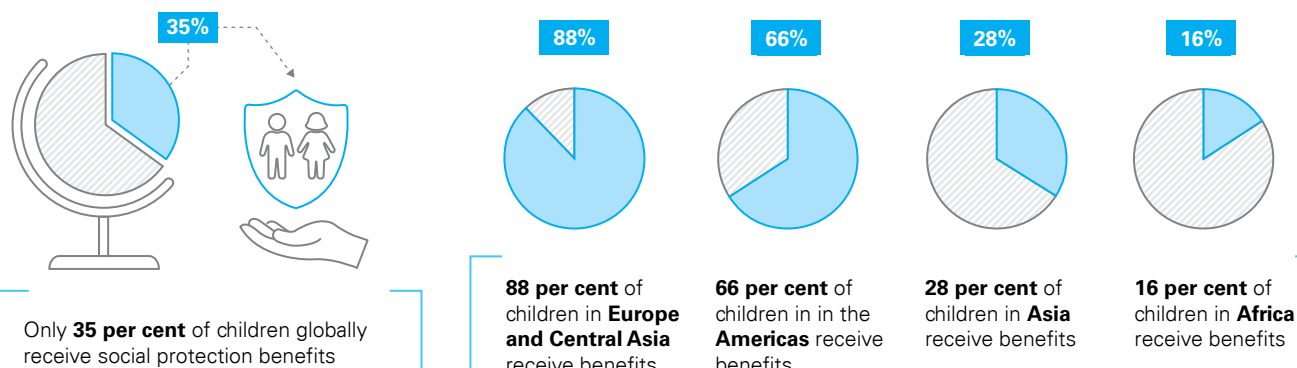
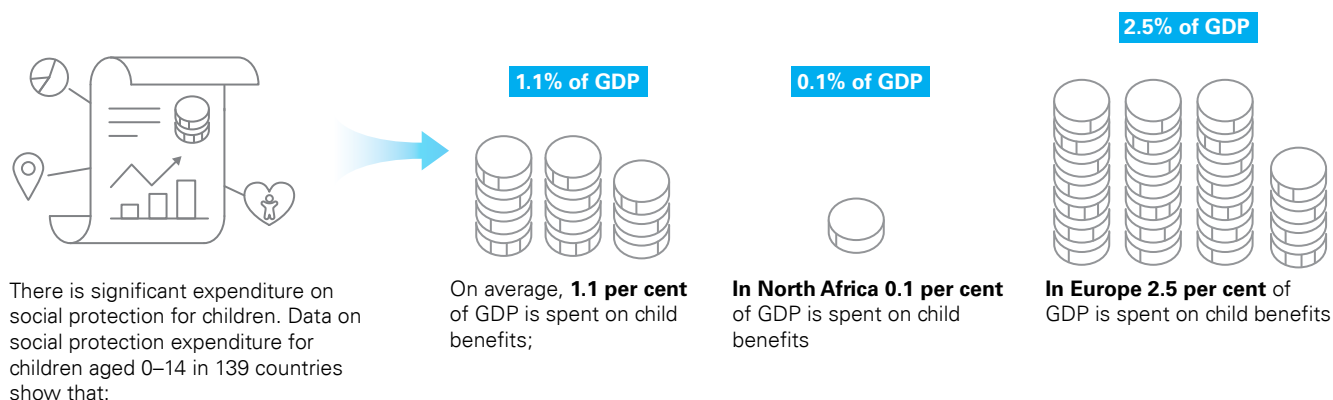


Figure c





预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_6106

