



Global Accelerator on Jobs and Social Protection for Just Transitions

Theory of Change and Results Framework

Version for Validation

September 2024

1. Context of the Global Accelerator

The Global Accelerator on Jobs and Social Protection for Just Transitions (hereafter referred to as GA) was launched in September 2021 by the UN Secretary-General, to tackle the ongoing structural policy and financing deficiencies and support the necessary inclusive structural transformations required to accelerate decent job creation, universal social protection and achieve just transitions. The origins of the GA lie in the response to the COVID-19 pandemic, which combined with the conflict in Ukraine and unsteady global economic headwinds, have set back progress towards the SDGs across the board. In 2023, “Jobs and Social Protection” were recognised as one of the Six SDG Transitions owing to its potential to generate catalytic and multiplier effects across Agenda 2030. In doing so, the GA has solidified its position as one of the primary vehicles for achieving the Six Transition Agenda.

The GA operates through three complementary and mutually supportive pillars: integrated and evidence-based national strategies and policies; integrated financing combining domestic resources and international financial support; and enhanced multilateral cooperation.

These three interlinked pillars aim to increase the level and coordination of the multilateral system’s efforts to help countries create 400 million decent jobs, including in the green, digital and care economies, and to extend social protection coverage to the 3.8 billion people currently excluded¹.

The three pillars of the GA all together constitute an important innovation in supporting the development of decent jobs and universal social protection.

- First and foremost, the GA breaks policy silos; it promotes integrated policy approaches to overcome persistent challenges of informality, social protection gaps and the lack of decent jobs; these contribute to increasing the tax and contribution base for sustainable financing of employment and social protection policies, schemes, and programmes.
- Second, the GA recognizes that policy decisions and financing allocations are inherently interdependent—in order for policy decisions to become effective they have to be matched by predictable and adequate financing.— The financing of decent jobs and universal social protection cannot be based on sporadic and unpredictable ODA or ad hoc philanthropy but needs to be supported by a nationally-defined financing strategy leveraging the use of diverse domestic resources, complemented by international financial resources, and private sector investments.
- Third, the GA links policy development with financing, inviting Ministries of Economy and Finance to lead (or co-lead) the initiative at country level, and enhancing national dialogues including the whole of government, together with social partners and civil society. Similarly, it fosters collaboration between technical and financial assistance by inviting UN and IFIs, public development banks and bilateral agencies, to contribute to roadmap design and implementation.

While these three innovations, representing the 3 pillars of the GA, are the foundation for the GA’s value proposition, the GA extends beyond a business-as-usual approach.

- The GA promotes a whole of government approach, involving also social partners and civil society organizations;
- It fosters UNRCs leadership at country level, and supports UN collaboration at national, regional and global levels;
- It creates a space for the UN and the World Bank to collaborate and find synergies;
- It involves bilateral development partners and public development banks in the GA’s design, financing and implementation;

¹ More details on the Global Accelerator, including its implementation strategy is available at: www.unglobalaccelerator.org

- It develops a results framework, research protocols and monitoring tools that can help consolidate results and impact across interventions;
- It encourages the development and application of assessment tools and diagnostics, to support policy making with evidence;
- It promotes the strengthening of national institutions and recognizes national institutional capacity building as a core and sustainable investment.

This document articulates the Global Accelerator's Theory of Change (ToC) and results framework, presenting the three pillars and value addition of the GA mentioned above. It sets forth a clear depiction of the pathways through which the GA initiative envisions the acceleration of change, the expected results, and the methods for measuring and evaluating success.

1.1. Assumptions underpinning the Global Accelerator

As with any initiative, the Global Accelerator operates under several foundational assumptions. These assumptions are at the basis of the Theory of Change, defining the conditions under which progress is expected to occur and articulating the GA process in the pathfinder countries. Assumptions underpinning the GA can be split into three distinct groups, namely i) assumptions relating to how change happens (the mechanisms underpinning the theory of change), ii) assumptions about GA adoption & process, and iii) country-specific assumptions. These assumptions are informed by the lessons learnt from the eighteen months of GA operationalisation and are briefly explored below.

1.1.1. Underlying assumptions behind the GA's Theory of Change

The Theory of Change for the Global Accelerator is built on several assumptions that clarify the mechanisms through which it expects to achieve its goals. These assumptions delineate how investments in decent jobs and social protection through an integrated policy and financing approach can have a profound effect on the formalization of the economy, progression of just transitions and broadly contribute to the virtuous cycle of development (underpinning the GA's adoption as a key initiative to support [the Six UN Transitions](#)). These assumptions are based on evidence coming from the literature (e.g., impact of investments in social protection on GDP; long term effect of cash transfers on intergenerational poverty and fiscal return; impact of integrated approaches on formalization; etc.).²

These assumptions shape the strategic interventions of the GA and define the expected pathways through which actions adopted under the roadmap³ process may lead to an acceleration of change.

1. **Integrated Policy Impact:** The GA operates on the premise that integrated policies produce greater impacts than the sum of their parts, due to synergistic effects that enhance efficacy.
2. **Virtuous Cycle of Development:** Investments in decent jobs and social protection feed into a virtuous cycle of development, enhancing aggregate demand and productivity, which in turn spur inclusive growth and expand fiscal space for further investments.
3. **Formalization of Enterprises and Employment:** Integrated policy measures promoting formalization reduce deficits in decent work and social protection, leading to improved

² Muralidharan et al. (2023) General equilibrium effects of (improving) public employment programmes; Egger et al (2023) General Equilibrium Effects of Cash Transfers; Neto and Machado (2022) Saída e permanência no CadÚnico: uma análise dos beneficiários de 2005 do PBF; Barr, Eggleston, & Smith (2022) Investing in Infants: The Lasting Effects of Cash Transfers to New Families; and Attanasio, Sosa, Medina, Meghir, & Posso-Suárez (2022) Long Term Effects of Cash Transfer Programs in Colombia.

³ Global Accelerator roadmaps are nationally driven strategies which articulate the key priorities and interventions that will be supported as part of the GA. See also: [Global Accelerator roadmap development template | UN Global Accelerator](#).

compliance with labour laws and social security legislation, enhanced working conditions and overall worker wellbeing.

4. **Just Transitions:** Comprehensive policy packages can facilitate just transitions for all workers affected by structural transformation – including digital –, climate change, and the consequences of demographic shifts (e.g. youth unemployment, increased need for care).
5. **Macro-Fiscal Financing Options:** Macro-fiscal options, in combination with ODA, FDI and blended finance, all need to be mobilized to increase available resources and their investment in the promotion of decent employment and the development of social protection systems. Financing options may have different impacts in terms of reducing poverty / inequality (e.g., VAT on basic versus luxury goods and services; income tax, wealth tax and corporate taxes), formalization of employment and enterprises (e.g., simplified tax regimes such as in the Monotax), decent job creation, social protection extension, GDP growth and fiscal space increase. These financing strategies and options should be integral part of the development plans of the country.

1.1.2. Assumptions about GA Adoption & Process

The successful adoption and implementation of the Global Accelerator (GA) depends heavily on the engagement and actions of pathfinder countries, international partners and financial institutions, as well as adherence to the GA process. While the GA intends to accelerate change by creating a solid financial and institutional structure to empower national and local stakeholders to pursue certain objectives, the achievement of the intended outcomes will rely strongly on national ownership and leadership, as expressed in the high-level commitment made by countries when joining the initiative. These assumptions underpin the rationale behind a government-led multi-stakeholder engagement process, at the heart of the national roadmaps.

1. **Partner Countries' Commitment:** Pathfinder Countries remain dedicated to actively developing and implementing integrated policies aligned with the GA Roadmap.
2. **Whole of Government Approach:** Pathfinder Countries adopt a whole-of-government approach, ideally led by Ministries of Finance/Planning to ensure the required fiscal support, and policy coherence and coordination.
3. **Inclusive Policy Design:** Policies under the GA are assumed to be inclusively designed, taking into account the voices of worker and employer representatives, and beneficiaries including marginalized groups and local government to ensure proposed policy actions are grounded and provide equitable benefits and leave no one behind. Policies will thus have a greater buy-in from people which in turn will lead to more sustainable and inclusive outcomes in the long run.
4. **Support from Financial Institutions:** There is strong interest from PDBs, MDBs, and DFIs, which can align their investment portfolio to contribute to the GA pathways and provide financial and technical support to sustain and expand the GA's activities.
5. **Continuous Learning and Improvement:** Through the adoption of the GA in multiple Pathfinder Countries it is able to continuously refine its strategies and offerings based on ongoing learning and feedback, enhancing its effectiveness and adaptability.

1.1.3. Country Specific Assumptions

Beyond the assumptions above, it is worth noting that country-specific assumptions will also be integral to the development and implementation of realistic integrated policies and financing strategies, responding to each specific national context. These assumptions should anticipate

heterogenous institutional capacities, economic conditions, and external variables that may influence the successful implementation of a Roadmap.

1.2. Country Pathway during the GA Roadmap Development Process

The Theory of Change, developed further below, is designed to articulate the processes of change anticipated through the GA's integrated policy and financing approach. It does not, however, provide an overview of the roadmap development process, which, although unique to each pathfinder country, nonetheless revolves around a standard procedure. As such, the figure on the subsequent page, provides an overview of the country pathway for a pathfinder country participating in the GA.

Figure 1 Country Pathway Under the Global Accelerator

GLOBAL ACCELERATOR – COUNTRY PATHWAY

Technical Support Facility Inputs

- Funding of Roadmap Design through the Joint SDG Fund
- Technical support (UNRCO/TSF)
- Tested tools & diagnostics
- Commitment of international support
- GA TOC and tested framework for Roadmap development
- Leveraging of lessons learned in other pathfinder countries

National Inputs

- Political Commitment to undertake the GA
- Designation of a lead ministry
- Commitment to adopt the multi-stakeholder approach committed under the GA TOC
- Guidance on national priorities in relation to decent jobs & social protection

GA Roadmap Diagnostic

- Articulation of national priorities & goals
- Policy mapping and analysis
- Participatory diagnostic and prioritization workshop
- Additional diagnostics & tools
- Capacity assessment of relevant national institutions
- Identification of primary challenges and gaps
- Identification of entry points & opportunities
- Selection of key sectors & target groups as national priorities

GA Country Roadmap Articulation

- National GA coordination structure
- Entry points, selected sectors and target groups
- Identification & prioritization of integrated policy actions
- Expected policy interactions & multipliers
- Existing gaps & financing needs (costing exercise)
- Anticipated impact of the GA
- Country-specific monitoring framework
- Roadmap financing strategy based on costing
- Roles and responsibilities of national and international stakeholders



National Roadmap Targets Monitored Through:

- Core Global Accelerator Indicators
- Other Indicators Tailored to National Targets

National Development Outcomes

Jobs & Enterprises

Accelerated creation of decent and productive jobs in country-specific targeted sectors

Immediate Outcomes

Immediate impact on poverty reduction, consumption of goods and services & GDP Growth for every \$ invested in decent jobs & social protection.

Social Protection

Accelerated achievement of universal, comprehensive, adequate and sustainable social protection

Private Sector

Stronger and more responsive private sector engagement.

SDG Multipliers

Progress across other SDG targets as a result of GA investments

Roadmap Outcomes: Integrated Policies & Financing

Integrated Policies

Integrated employment, social protection and sector policies that create greater value than the sum of their parts.

Building an Evidence Base

Collecting Data, undertaking research and building knowledge base through GA implementation to inform future actions

Integrated Financing

Integrated financing strategies that align public and private, domestic and international flows with integrated policies.

Institutional Capacity

Increased and strengthened institutional capacities to implement integrated policies and financing.

The model country pathway outlines the required inputs from both the government and the GA's Technical Support Facility (TSF), the role of the GA roadmap's diagnostic phase, the content of the final GA roadmap, and a summary of both the outcomes of the roadmap process and the expected development outcomes across most Pathfinder countries. In essence, the graphic presents an illustrative pathway for a GA Pathfinder Country to achieve the expected results under the accelerator.

While this country pathway is designed to showcase a process at a country level, it is worth noting that the GA anticipates various linkages between its activities at a national level (i.e. the Roadmap process across Pathfinder Countries) and its actions at a global level (e.g. developing a cross-country research base, building institutional partnerships, etc.).

2. Introducing the Theory of Change

The Global Accelerator's Theory of Change (ToC) provides a strategic framework for advancing decent jobs and social protection to achieve just transitions. It outlines how the Global Accelerator intends to operationalize its goals through a comprehensive multi-stakeholder approach that identifies integrated policy packages linked to financing and strong institutions. The ToC outlines the rationale behind the need for an accelerator (the why), the roles of different actors (the who), the process through which change happens (the how), and the results to be achieved (the what). The timeframe (the when) includes short-term (two years, i.e., the duration of UN joint programmes) and longer term (by 2030), even if countries use the GA framework in the context of longer-term development plans and visions.

The Theory of Change is separated into three parts, briefly summarised below. Each of these three sections maintains its own logic, and together they offer an articulation of the logic underpinning the GA as a whole.

1. The first section, '**Context & Drivers of Change**', explains the rationale behind the GA's focus - the 'why'. It highlights the current global challenges that have led to the need for an accelerator, as well as ongoing transitions which present both challenges and opportunities for countries to make advancements in decent employment and social protection. Finally, this section identifies the beneficiaries who will be the target of GA actions.
2. The second section delves into the '**Processes of Change**', detailing 'how' the change is expected to occur through the structured GA Roadmap Process. It explains the rationale behind the initial diagnostic phase to develop an informed Roadmap and the nature of policy change (inextricably linked to financing and institutional strengthening) that forms the heart of the GA. This section also clarifies the necessary stakeholders requiring engagement in the process (the who) and takes note of the GA's iterative learning process to improve its value offer to Pathfinder Countries.
3. The third and final section highlights the '**Expected Results**' of the GA's interventions, answering the 'what' in terms of concrete changes that the GA expects to materialize. This is split into two types of enabling outcomes (policy/institutional changes and improved financing) and ultimately, the impact on people's lives.

It is important to acknowledge that the GA's ToC recognizes the heterogeneity of Pathfinder Countries, and that resulting Roadmaps will all be unique in their selection of policy priorities, focus on target groups, and type of financing options chosen. The GA ToC does not aim to be prescriptive in this sense, but rather serves as a standard reference for developing integrated policy packages and financing approaches, that respond to the national priorities and are reinforced by multilateral cooperation.

3. Context & Drivers of Change

The GA Theory of Change addresses enduring barriers to sustainable development, while recognizing that recent global crises such as COVID-19, the conflict in Ukraine, and a period of high inflation have deepened existing vulnerabilities, exacerbated structural inequalities and created fiscal deficits, limiting the scope of government action worldwide. Pathfinder countries, while bearing unique challenges, broadly continue to face extreme poverty for large segments of the population, a financing and coverage gap across social protection systems, a lack of decent employment in the economy, overshadowed with a persistent informality, and a deficit of investments in and attention towards these issues.

Beyond these deep-rooted and longstanding challenges, which speak to the broader objectives of the Agenda 2030, the GA also recognizes and responds to ongoing economic, environmental and demographic transitions, which will have significant implications for the existing economic and social order (both positive and negative). While the number of ongoing transitions is significant, the GA broadly responds to three particular drivers of change, namely:

Economic & Structural Transitions: Technological advancements and globalization are changing the job market, with automation both displacing existing jobs while also transforming the nature of the job market and the skillset required to succeed. The negative effects of these transformations should be compensated (e.g., through social protection and ALMPs to support workers negatively affected), but these transformations of the economy are potentially also a source of increased income and improved livelihoods if the new jobs created are decent; of GDP increase as well as broadening the tax and social contribution base. Countries with constrained fiscal space need to explore how to increase investments in social protection and decent employment policies and schemes and how strategic investments in promising sectors of the economy can also generate social dividends. This may demand a policy shift to realign spending and policy priorities, and foster growth in priority sectors.

Climate Transition: Climate change and environmental degradation profoundly affect economies, enterprises, workers, and society as a whole and pose significant challenges to economic growth. It affects both existing and future jobs in multiple ways that include reduced labour productivity, outputs, and incomes across diverse sectors such as agriculture, construction, tourism, energy, and infrastructure. The push towards green and sustainable economies poses questions for traditional industries and jobs, while similarly posing the need to mobilise large investments to undertake sustainable energy transitions. At the same time, climate change and more frequent extreme events threatens a wide variety of existing livelihoods, particularly agriculture, requiring strong social protection measures to protect those most at risk and empower them to invest in climate mitigation and adaptation measures. In response, both standalone investments (e.g. investment in renewable energy) and broader policy measures (e.g. removal of fuel subsidies) must consider the impetus of decent job creation and the protection of income of those negatively affected, requiring a policy approach that integrates environmental, economic, and social considerations in a meaningful and balanced way. The substantial opportunities offered by climate transitions could result in negative effects on inequalities if the right policies are not in place, such as 1) unequal exposure to climatic hazards, faced by socioeconomically vulnerable populations, active in sectors more at risk; 2) unequal exposure to the ecological transition and the challenges presented by the just transition, with poorer individuals and households that could see an increase in inequalities.

Demographic Transition: Notable trends across birth rates (both in countries with a large youth bulge and those with ageing populations) pose distinct challenges to labour markets and social protection systems (e.g. creating decent jobs for youth or developing resilient care systems and pension programmes for an aging population). Providing access to social protection and decent work

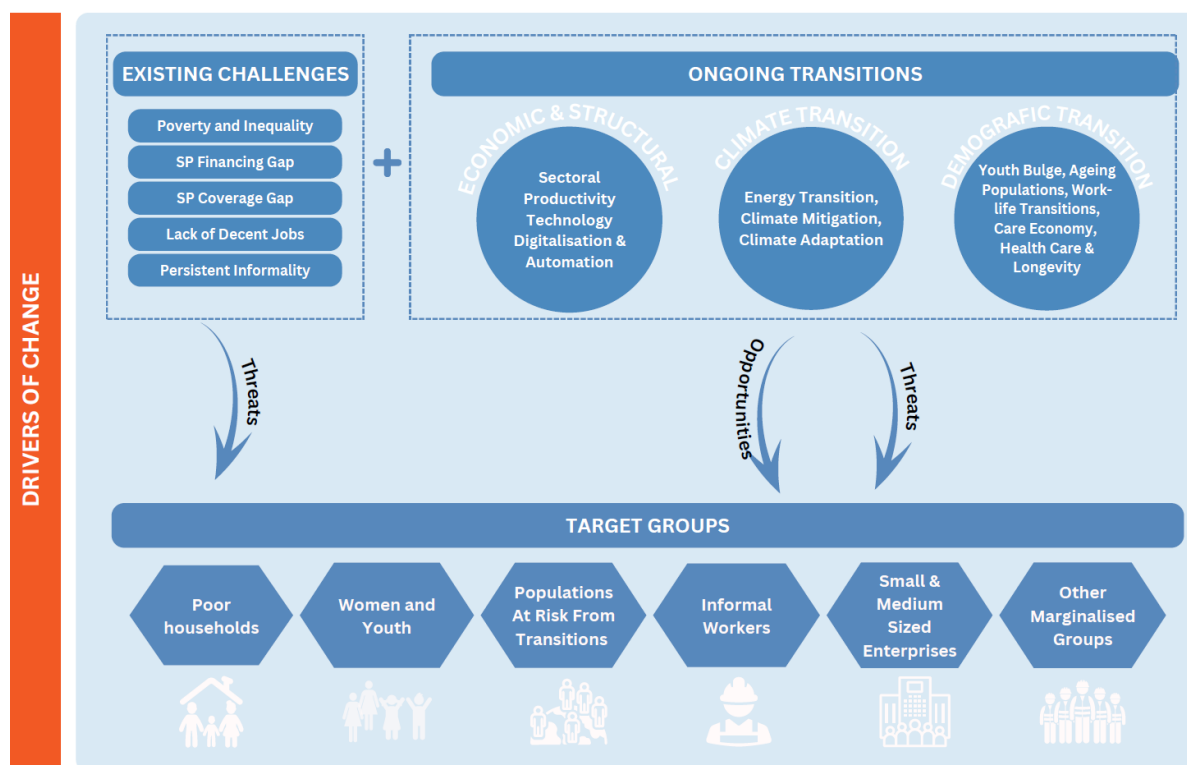
throughout these work and life transitions is fundamental to the fulfilment of individual rights and well-being, and is the foundation for productive, just and inclusive societies. Also developing care services can contribute to the creation of decent employment while supporting the labour market participation of women, increasing the tax and contribution base. Changing demographic structures, family structures, increasing migration, increasing ethnic diversity, are all having an impact on inequality as well (and vice versa, as income inequality impact demographic growth negatively). These are also manifesting in spatial inequality, with increased differences between urban and rural contexts.

The GA's ToC recognizes that each of these transitions, combined with pre-existing vulnerabilities, create both challenges and opportunities. For example, climate. Climate change threatens the livelihoods of affected populations, and may lead to displacements, but can also be seen as an opportunity to create new decent jobs through investments in renewable energy. Within this context, the GA identifies specific target groups affected by intersecting vulnerabilities that are the primary beneficiaries of activities undertaken under the GA roadmaps. These include:

1. **Poor households:** The GA specifically aims to assist those living in acute poverty, who are most vulnerable to the effects of climate change, economic and social transitions, by crafting integrated policy packages that can help improve their livelihoods and reduce intergenerational transmission of poverty; this includes measures to facilitate access to decent jobs and social protection.
2. **Informal Economy Workers:** The GA places a significant focus on those in the informal economy, who lack job security, labour rights and contributory social protection, making them particularly susceptible to the adverse impacts of structural changes in the economy.
3. **Women and Youth:** The GA recognises that women and youth often face formal and informal structural constraints to equality and power relations that maintain and exacerbate inequalities and hinder their participation to the workforce and their access to and control over social protection benefits.
4. **Micro, Small & Medium-Sized Enterprises (MSMEs):** As key drivers of employment, SMEs require support to navigate ongoing transitions, and guidance for entering into the formal sector.
5. **Populations at Risk from Transitions:** This includes those currently in decent employment, with access to social protection but who may experience adverse effects such as a loss of job or livelihood due to climate, technological, or demographic transitions. These may include children and the youth, small-scale food producers and rural households more in general, etc. The GA aims to safeguard these groups through proactive and inclusive integrated policy making.
6. **Other Vulnerable Communities:** Lastly, the GA broadens its scope to include other marginalized communities within a given pathfinder country, such as migrants, indigenous populations, and people with disabilities.

These three components (existing challenges, ongoing transitions and target groups) form the basis for the GA's integrated approach, as highlighted in the subsequent ToC description, and are represented in the Figure 3 below:

Figure 2 Drivers of change



While many of these considerations may be broader in scope than is conventional in employment and social protection domains, the GA recognizes that as a vehicle of the UN Six Transitions, its work aligns with a much wider array of SDGs, aiming for a just transition in all facets of economic and social development.

4. How Change Happens

The heart of the GA's Theory of Change lies in its description of how change happens, illustrating a pathway for accelerating change that can be achieved through the Roadmap development process. This process is conducted by the national stakeholders (government, social partners and civil society) with support from the UN and other partners (development partners including development banks). National stakeholders may form a national steering committee for the design, implementation and monitoring of the GA. It must be noted that while the ToC provides a generic model of achieving progress, it is illustrative, and its actual application will reflect each country's unique context and priorities.

The starting point of the Roadmap development process can be an Initial Diagnostic, which may serve as the cornerstone for understanding national context and priorities relevant to the GA. This diagnostic can be conducted through comprehensive ex-ante assessments, policy mapping, and may use various tools developed in the context of the GA by the Technical Support Facility, including a macro-economic diagnostic tool, an informality dashboard, and guides and methodologies to assess social protection coverage, legal, institutional, expenditure and financing gaps, as well as methodologies to conduct sectoral diagnostics, among others. The aim of this phase is to paint a clear picture of the national landscape, identifying existing gaps in decent employment and social protection systems, assessing institutional capacity limitations, determining sectors and target groups for intervention, and selecting GA priorities for the development of integrated policy actions.

Following the Initial Diagnostic, the national steering committee will focus on the design of the national Roadmap which may identify priority policy actions and investments to advance decent job creation, social protection extension and just transitions.

For the purpose of the Theory of Change and in order to build a results framework which complies with results-based management principles, the 3 pillars of the Global Accelerator have been unpacked and translated into 5 objectives. These have also been used as part of the [first funding round launched by the Joint SDG Fund](#) between March and May 2024 (including the Seed Funding, High Impact and M-GA⁴ Tracks). These objectives include the design and implementation of national social protection and employment policies and schemes (objective 3), the integration of policy approaches (objective 1), their financing (objective 2), stakeholder engagement and consensus building (objective 4), the generation of new knowledge and data to both manage and refine the implementation process (objective 5). It should be noted here that these five objectives are not structured in a linear progression but intend to form a more dynamic, iterative process.

1. **Objective 1**, titled “integrated and well-coordinated national public policies and strategies” centres on developing policy interventions that are cross-cutting in scope and act upon both distribution and redistribution levers and policies thereby forming integrated policy packages. These interventions, which may involve a combination of sector-specific, employment, or social protection policies, may include more focussed policy efforts relating to a specific challenge, but should generally aim to combine related policy measures to have an effect greater than the sum of individual parts. The GA recognizes that there are both causal and definitional synergies between policies.
 - Causal synergies result from positive policy interaction effects between employment, social protection, macro and sectoral policies.
 - Definitional synergies result from the overlapping goals of the Global Accelerator, e.g. if we define a decent job to include social protection, then by extending social protection to uncovered workers who have otherwise decent jobs, this simultaneously contributes to both the Global Accelerator’s goals.
2. **Objective 2** titled “national frameworks for adequate and sustainable financing” focusses on strategically mobilizing finances in support of the integrated policy packages established under the first objective. Objective 2 is predicated on the acknowledgment that financing decent employment and social protection outcomes requires diverse and innovative financing approaches, making use of untapped sources of revenue both domestically and internationally, improving financial management of national budgets and institutions in charge of employment and social protection, exploring innovative (for instance social bonds, debt swap) and blended finance (for instance EU budget support blended with Public Development Banks concessional financing), and increasing the social impact (or dividend) of economic and green investments. Objective 2 identifies several possible financial sources which should be considered a complementary and mutually supportive under a unified GA financing strategy, and consistent with national financing strategies (e.g. the ongoing INFF process).

Four dimensions can be distinguished in the financing of jobs and social protection accelerations. These dimensions need to be considered by pathfinder countries as part of the initial roadmap design and as roadmaps are further detailed and implemented. What to start with and how to proceed on these financing options will differ given country contexts.

⁴ [Multistakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection Compass](#)

1. **Take action on public spending on social protection & jobs.** A first aspect is obviously how much a country directly spends on social protection and employment, including with ODA support: countries need to be able to track these expenditures and benchmarking with other international practices and standards is useful to inform policy (public expenditure). This dimension also covers actions related to improving public finance management and smarter government spending.
 2. **Take action on public revenues for social protection & jobs.** The second dimension is the flip-side of spending, public revenues. The broader taxation and fiscal policy issues are covered below under the macroeconomic dimension, but a more focused look at revenues includes work on promoting more efficient tax collection, harnessing ODA in the social protection and employment domains, as well as the extension of non-contributory social security and formalisation, that expand the tax base and contribute to the wider government revenues for stronger social protection and employment systems.
 3. **Promote investments with a social impact.** The third dimension is financial: how credit and investment - public and private, domestic and international, contribute to employment and social protection. The question is broad and complex. To provide actionable policy recommendations, two key elements can be focused on: domestic preferential finance and foreign direct and portfolio investments. Here again, it is useful to benchmark the country against international practices (finance).
 4. **The fourth dimension is macroeconomic.** Fiscal space and broader financing are a product of *macroeconomic policy choices* and of how this impacts the economic and social trajectory of a country. Evidence-based policy dialogue is needed for macro policy (led by Ministry of Finance, Central Bank) and socioeconomic policies (led by Ministry of Labour, other ministries, social partners) *to converge* towards inclusive, job-rich growth. Macroeconomic models on the other hand allow to focus on potential public investment projects or fiscal measures and estimate their total economy *economic and social returns* (fiscal space and macro).
3. **Objective 3**, titled “strengthened national social protection and employment programs and systems” revolves around enhancing national systems and institutions, and institutional capacities to be able to execute the integrated policy and financing requirements under objectives 1 & 2. It recognizes that achieving integrated policies relies on preexisting robust institutions and identifies a range of possible policy, administrative and financial management reforms that can help achieve this, recognizing these as areas of investment.

Together, Objectives 1, 2, and 3 represent the tangible outcomes of the Roadmap development process. Informed by the initial diagnostic, these tracks are interdependent, each reinforcing the other to accelerate progress towards decent employment, universal social protection, and just transitions.

4. **Objective 4**, titled “strengthened national ownership and consensus” suggests that the success of the other objectives is contingent upon building a national coalition that can reach consensus on key decisions, ideally structured through an Inter-Ministerial National Steering Committee. These committees should be able to incorporate a diverse array of perspectives, including from across UN agencies and IFIs, as well as representatives of workers and employers, the private sector, and local government authorities. This collaborative approach should not only guide the design phase of the roadmap but persist throughout its implementation.
5. **Objective 5** titled “innovation and new knowledge, evidence, and tools” leverages the GA Pathfinder process to collect new data, refine research methods, and assess the impact of policy and financing strategies in practice. While this will enable each pathfinder country to enrich its

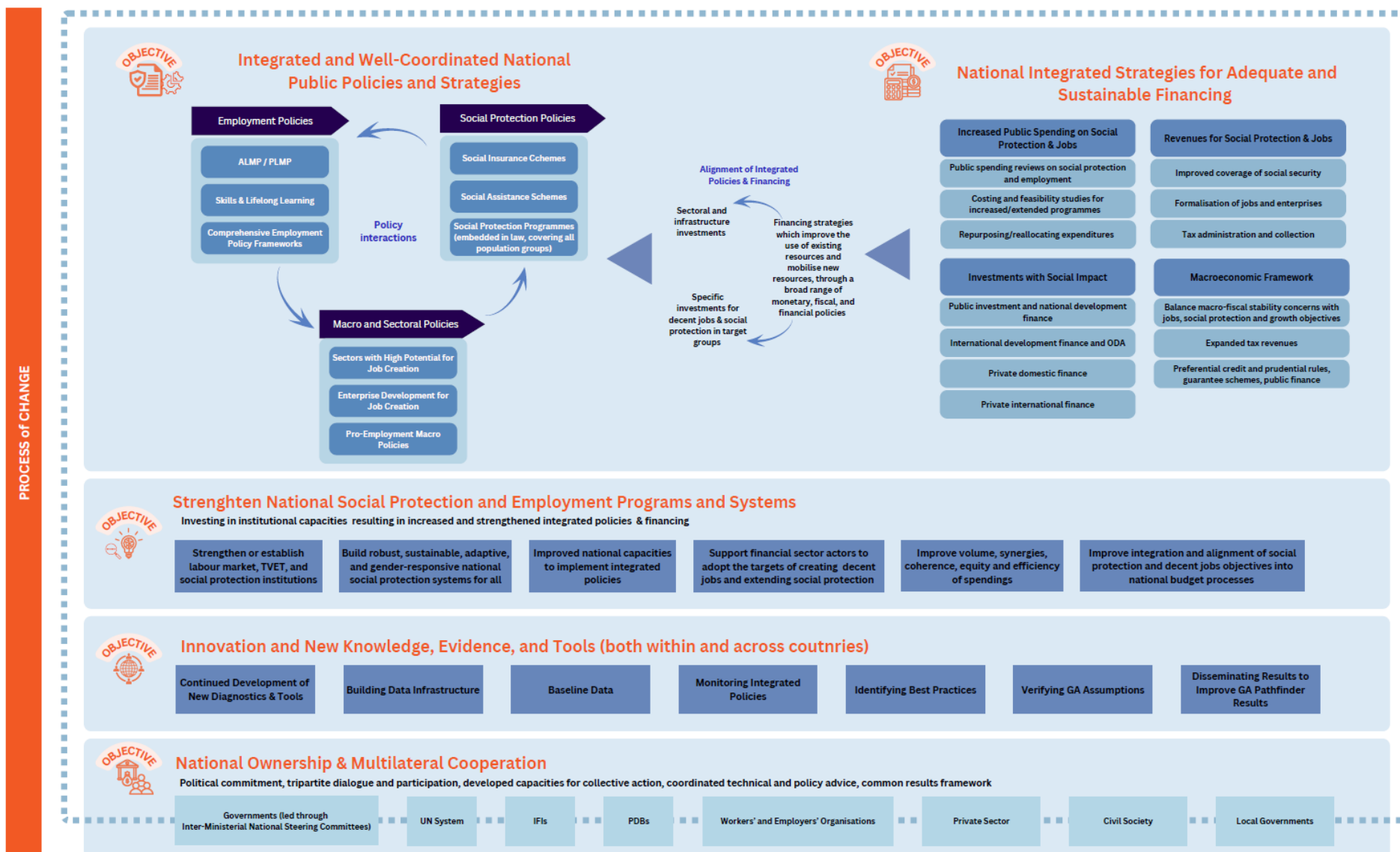
knowledge base, facilitating more informed decision-making, it also fosters inter-country learning by aggregating insights from various pathfinders, and in doing so, enhancing the GA's collective understanding of what works and what does not in accelerating change.

Objectives 4 and 5, while not output-driven like objectives 1, 2 and 3, are nonetheless essential for broader efficacy of the GA. Indeed, it is only through an integrated and synergistic approach, wherein each objective is expected to complement and amplify the outcomes of others, that the GA's ToC offers a model for accelerating change. For example, the following interactions between objectives are telling:

- The ToC depicts the integral relationship between the development of integrated policy packages (Objective 1) and their financing (Objective 2), highlighting that well-conceived policies require robust financing mechanisms to be truly effective.
- In a similar vein, policy actions identified and financed under Objective 2 are, in-turn, anticipated to have macroeconomic knock-on effects. Investments in decent employment and social protection can boost government revenue through various streams, which can, in turn, increase the fiscal space required for financing additional waves of integrated policies.
- Effective implementation of integrated policy packages in Objective 1 is contingent upon the governance and multistakeholder collaboration outlined in Objective 4, in so far as policies spanning different governance areas, necessitate synchronized efforts across all relevant national bodies.
- The inclusive engagement of a wide range of stakeholders under Objective 4 also ensures that policy recommendations and financial strategies emerging from Objectives 1, 2, and 3 are grounded in diverse perspectives, leading to more equitable and context-sensitive outcomes.
- Research and evidence building under Objective 5 fundamentally bolsters all other objectives by enabling data-driven decision making and an examination of other best practices to inform the selection of integrated policy packages.

These examples illustrate the interwoven nature of policy creation, financing, institutional strengthening, effective coordination and continuous learning, under the GA's ToC model.

Figure 3 Global Accelerator Theory of Change



5. Expected Results & GA Indicators

5.1. Expected Results in the GA Theory of Change (ToC)

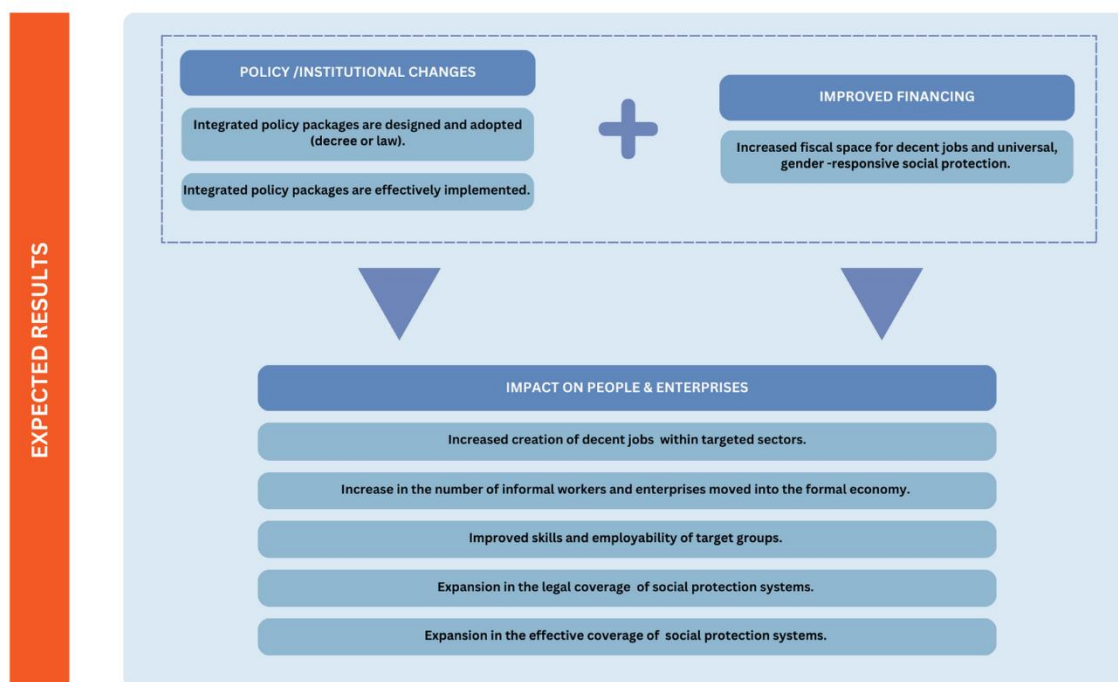
The Global Accelerator's (GA) ToC does not follow a conventional ToC structure, characterised by inputs, activities, outputs, and outcomes. Instead, the ToC aims to develop a more dynamic and interconnected articulation for how change is expected to be accelerated under the GA. As such, the ToC focusses less on the sequence of inputs and actions and more on synergies between policies and the multiplier effects that integrated policies can produce. This approach emphasizes the complex nature of introducing systemic advancements and allows for a deeper understanding of the ingredients required for accelerated change to take place.

As such, the results outlined in the GA's ToC are also not presented as outputs and outcomes which are linked to specific activities, but as interconnected results that can be achieved through the various streams of the GA. The GA's expected results span across three primary categories, namely i) policy and institutional changes, ii) improved financing, and iii) impacts on people and enterprises. The first can be broadly characterised as conventional output-level results, i.e. direct outputs of the GA's Roadmap process. These outputs are instrumental in creating the necessary conditions for 'impacts on people' the third category of expected results, which roughly translates to envision outcomes of the GA. These three outcome statements, which are expected to be realized in each Pathfinder country, reflect the tangible improvements to decent employment opportunities and social protection coverage and access that the GA aims to achieve.

- **Policy / Institutional Changes:** The "Policy/Institutional Changes" category within the GA's expected results presents two output statements that demonstrate the level of success of Pathfinder Countries in implementing and scaling policy interventions selected during the roadmap. These results revolve around the establishment and effective implementation of comprehensive policy packages, considering both standalone interventions and the more complex integrated policy approach, with a keen focus on both policies and reforms alongside changes in legal and regulatory frameworks. Policy and institutional results therefore represent necessary steps towards achieving the transformative social and economic benefits envisioned under the GA.
- **Improved Financing Results:** The "Improved Financing" category and its associated indicators within the GA's expected results underscores the centrality of improved financing (both in terms of finance mobilised as well as how finance is effectively used) to achieve the GA's goals. This draws on the GA's underlying rationale, that the expansion of fiscal space, increase in budgetary allocations, improved budgeting systems, are vital for accelerating change and are non-negotiable outcomes of the GA process. These results cover both financial commitments (e.g. annual change (%) in social protection and employment-related public spending) , capacity to report on them and will in large part determine the scale and scope of outcomes on decent employment and social protection.
- **Impact on People and Enterprises:** The "Impact on People" category within the GA's expected results gets to the core outcomes intending to be achieved by the GA, focussing on the direct effects GA interventions should have on individuals, enterprises and communities. These outcomes are the highest in the hierarchy of results and will depend on the success of enhanced policy frameworks and improved financing mechanisms detailed in previous categories. They embody the core objectives of the GA to improve livelihoods, increase social equity and achieve just transitions through tangible improvements in employment and social protection.

The full list of expected results across each category is provided below:

Figure 4 Expected Results of the Global Accelerator



5.2. Corresponding Indicators

The results indicators for the GA's ToC correspond with the 8 expected results listed previously. These represent core indicators that are to be universally adopted during a GA Roadmap process and regularly reported against. In addition, it should be noted that a far wider range of indicators can and should be identified for each country roadmap, in addition to the core indicators specified below. A menu of potential additional indicators which can be adapted to each country context is provided in Annex A.

| Expected Result | Associated Indicator | Sources and Methods | Core or Elective |
|---|---|---------------------|------------------|
| POLICY / INSTITUTIONAL CHANGES | | | |
| Integrated policy packages are designed and adopted (Decree or Law) | Number of reforms, policies and programmes that have been adopted (Decree, Law, governmental policy), by a national authority (such as the parliament or national assembly, government institution or body relating to decent jobs or social protection and originating in the GA Roadmap.) | Legislation | Core |

| | | | |
|--|---|---|-------------------------------------|
| Integrated packages are effectively implemented | Number of reforms, policies and programmes relating to decent jobs and social protection, originating in the GA Roadmap that are implemented. | Legislation and other sources (ex: an implementation decree, an MIS system implemented, an office established, a SWS opened, a web-portal launched, a registration campaign organized) | Core |
| IMPROVED FINANCING | | | |
| Increased fiscal space for decent jobs and universal, gender-responsive social protection. | Annual change (%) in employment-related public spending (with GA support) | <p>Two options:</p> <ol style="list-style-type: none"> 1. Simple: in countries without a full-fledged definition of employment-related spending, GA countries will track spending of the main employment related programmes (skills, ALMPs, direct job creation programmes, etc.) 2. Complex: whenever possible a comprehensive definition of employment related spending will be carried out. <p>The focus will be in actual spending. If that is not available, then budgeted estimates will be used.</p> | Core |
| | Annual change (%) in social protection public spending (with GA support) | <p>Two options:</p> <ol style="list-style-type: none"> 1. Simple: in countries without a national tracking system of social protection-related spending, GA countries will use the WSPR data provided as a share of GDP (and then multiply by GDP). 2. Complex: whenever possible a comprehensive national definition of SP related spending will be carried out. <p>The focus will be in actual spending. If that is not available, then budgeted estimates will be used.</p> <p>Important caveat: ideally the analysis should involve both contributory and non-contributory SP spending.</p> | Core |
| | Share of social security contributions with GA support | <p>Whenever possible, provide the share of social security contributions in itself. Source: GFSY Query - Revenue - IMF Data</p> <p>Otherwise, provide the estimate for social security contributions and payroll taxes as provided in Article IV.</p> | Elective (not available everywhere) |

| | | | |
|---|--|--|----------|
| | | IMF Government Finance Statistics: Detailed Revenue Breakdown - IMF Data Available for Albania, Cabo Verde, Cambodia (2020), Colombia, Indonesia, Namibia, Nepal, Paraguay, Rwanda, Senegal, Uzbekistan (2021), Not available: DRC, Guinea, Malawi, Pakistan, Philippines, Viet Nam | |
| | Share of ODA allocated to social protection and employment policies and skills over total ODA | OECD Data: OECD Data Explorer | Core |
| | Number of countries that track and publish data on social protection spending with GA support | Annual reports | Core |
| | Number of countries that track and publish data on employment-related spending with GA support | Annual reports | Core |
| IMPACT ON PEOPLE AND ENTERPRISES | | | |
| Increased creation of decent jobs within targeted sectors. | Number of decent jobs created in targeted sectors or areas in the roadmap, disaggregated by age, sex, and other relevant dimensions with GA support | Depends on the level of disaggregation of the targeted sector. ILO STATS can report on ISIC 2 digits. Methodological note accessible on this link . By default, formal employment will be used as a proxy for decent job. | Core |
| Increase in the number of informal workers and enterprises moved into the formal economy. | Share of formal employment in targeted sectors and/or areas by sector, sex with GA support (consider also by age-group, education, employment status and possibly other dimensions able to capture the heterogeneity and inequalities) | Depends on the level of disaggregation of the targeted sector. ILO STATS can report on ISIC 2 digits. To provide sufficient level of disaggregation, use LFS microdata (ILO STATS will not be enough). To be coordinate with SMSD. (refer to job creation technical note) | Core |
| | Number and percentage increase in the number of registered enterprises by sector/areas and size of enterprises with GA support | Two options: 1. Enterprise Census 2. LFS. In countries without annual enterprises census, we could use LFS to see the share of employers that register | Elective |

| | | | |
|---|--|---|------|
| | (including formal enterprises creation and transition of informal ones to the formal sector) | their businesses. However, in this second option, it will be more difficult to subset very narrow sectors or regions. | |
| Improved skills and employability of the target groups. | Number of people who benefited from skills and lifelong learning services with GA support. | To be collected from the country reports | Core |
| Expansion in the legal coverage of social protection systems. | Number of persons legally covered through the adoption of a new or revised Law, with GA support. | Legislation + administrative sources | Core |
| | Increase in number of persons with higher benefits (adequacy) with GA support. | Legislation (I would keep it at legal increase rather than effective increase) | Core |
| Expansion in the effective coverage of social protection systems. | Increase in number of persons effectively covered, including for workers, by employment status and contributory / non-contributory coverage, with GA support | Administrative sources To be determined whether it is available in all countries | Core |

Annex A. Potential additional indicators adaptable to country contexts

Enabling outcomes level

| Outcomes | Indicators |
|--|---|
| 1. Social protection and decent employment objectives are better integrated into national budget processes and better aligned to support leading sectors | <ul style="list-style-type: none"> • Employment targets and indicators are reflected in relevant budget programmes • Share of LMPs on GDP/budget • Share of credit (pub. or private) channelled to productive investments and social protection • Existing USP policy, and share of social protection in government budget and GDP (with trends over years) |
| 2. Volume, synergies, coherence, adequacy and efficiency of social protection and employment spending improved | <ul style="list-style-type: none"> • Increase in the share of employment-related social spending or active labour market programme spending out of total national budget [including in the context of just transition] • Increase in the job content of public investments (direct, and indirect, induced job creation), estimated through employment impact assessments. • SDG Indicator 1.a.2: Proportion of total government spending on essential services (education, health and social protection) • Increase of share of social protection expenditure in total government expenditure and in percentage of GDP • Indicator of efficiency of PFM for social protection (under construction) – disaggregated contributory/ non-contributory • Compliance with R202 guiding principle (j) <i>transparent, accountable and sound financial management and administration</i> |
| 3. An efficient combination of public and private financial flows supporting the objectives of job creation and social protection and aligned with SDGs is established | <ul style="list-style-type: none"> • Percentage net increase in resources (domestic and ODA) allocated directly to social protection and employment programmes • Leverage ratio of private to public financial flows per GA sector |

| | |
|---|--|
| | <ul style="list-style-type: none"> • Employment and social protection reflected in INFFs analysis reflected in policy options and policy choices. • Sources of financing for social protection (social insurance contributions, tax-financed SP, ODA...) • Compliance with R202 guiding principles (h, i, and k) --- (h) solidarity in financing ...; (i) diversity of methods and approaches in financing; (k) financial, fiscal and economic sustainability with due regard to social justice and equity • SDG impact management and measurement approaches integrated in private investors operations |
| 4. Tax and redistributive policies address inequality of outcome | <ul style="list-style-type: none"> • Increase in public revenues from progressive income, wealth and consumption tax rates • Alignment of wage growth with productivity growth • Kakwani index (subject to the country and availability of data) |
| 5. Enhanced fiscal space, including through more progressive fiscal measures | <ul style="list-style-type: none"> • Tax collection capacity in percentage of GDP |
| 6. Macro, sectoral and environment policies influence decent jobs creation and social protection outcomes | <ul style="list-style-type: none"> • Employment and universal social protection objectives feature in monetary/central bank core objectives. • Commitment to countercyclical measures to support businesses and workers in downturns, with emphasis on female-dominated sectors. |
| 7. Formalisation and other integrated policies and strategies implemented | <ul style="list-style-type: none"> • Total amount of social security contributions collected from workers (with a trend over years) / [and possibly: as a percentage of total social protection expenditures] • Enterprise registered by type of enterprise (size, sector, location) + compliance with fiscal, labour, social obligations (amount paid) • Total government revenue (% of GDP), by source (SDG 17.1.1) • Quantitative and percentage increase in the number of workers by formal/ informal: <ul style="list-style-type: none"> - contributing to social security by employment status - working within the range of 'normal working hours' (35-48h/week) |

| | |
|---|--|
| | <ul style="list-style-type: none"> - earning less than the defined benchmarks (for example, XX per cent of the median wage or median labour income), by status in employment - affiliated to a union, a professional organization, a workers' association or a member-based organization of workers, by status in employment. - trained/retrained by type of training provider - covered by Fundamentals Principles and Rights at Work |
| 8. Improved business environment, access to finance and BDS promoting inclusive job rich growth | <ul style="list-style-type: none"> • Credit to MSMEs as ratio of GDP • Credit to MSMEs as ratio of GDP, disaggregated by GA sector |

Institutional capacity outcomes (within enabling outcomes)

| Outcomes | Indicators |
|---|---|
| 1. Countries have strengthened institutional capacities, efficiency, governance and accountability frameworks to support the design and implementation of integrated policy and programme packages. | <ul style="list-style-type: none"> • Structure and mechanisms in place to improve coordination on employment and social protection policies, with budgeting and macroeconomic policies • Capacities to implement, integrated macro-sectoral diagnostics for jobs, lifelong learning, social protection and greening • Capacities to commission, conduct Employment Impact Assessments and act on their findings and recommendations • Active and labour market policies are structured around pathways that facilitate transitions to and within the labour market; • Policies are aligned with international labour standards • Financial governance improved through the adoption and implementation of actuarial or public finance management recommendations • Management information systems and administrative processes and tools designed, implemented or improved, including ability to scale up in a crisis. • Tripartite and gender-balanced representation in the boards of social security institutions and skills |

| | |
|--|--|
| | <p>development institutions (at national and sector levels) introduced or strengthened</p> <ul style="list-style-type: none"> • National and sector-level governance and dialogue between State, private sector/employers, and workers, on industrial/sectoral policies, job creation, skills development, social protection and just transition to environmental sustainability/green jobs effectively channel the voice of workers and employers. • Complaints and appeals mechanisms designed, implemented or improved, ensuring the participation of social partners, young people, and other members of the community |
| 2. Policy decisions are based on improved and accessible labour market information and social protection data, analysis, and monitoring and evaluation (M&E) systems. | <ul style="list-style-type: none"> • Regular robust labour market and establishment surveys on employment, skills anticipation, incomes and social protection (SSI) to inform policies • Integrated labour market information systems combining statistical and administrative data are designed, implemented and improved • Distributional impact assessments are carried out both on spending and expenditure • M&E framework for social protection and employment are developed and implemented, with strengthened gender-disaggregated data • National Statistical Offices are better equipped/have their capacities strengthened to perform diagnostics (inequality) and to respond to tri-annual Social security inquiry • Data on social protection coverage and adequacy regularly updated and shared. |
| 3. Enhanced capacity of pathfinder countries to assess returns on investment that integrated social protection and jobs interventions can generate at the macroeconomic level, at the sectorial level and at individuals, households, and enterprises level. | <ul style="list-style-type: none"> • Estimation of fiscal multipliers for employability and social protection spending • Fiscal space analysis • Estimation of poverty and inequality impact of social protection (and employment) policies and measures |
| 4. Countries have strengthened institutional | <ul style="list-style-type: none"> • Tax to GDP ratio |

| | |
|---|--|
| capacities for increased domestic resource mobilization (e.g. sustainable budgeting, fiscal reforms, earmarked taxes, reinforced inspection) and investment measures (e.g. wage subsidies, tax incentives). | <ul style="list-style-type: none"> • A national financing dashboard developed with baseline, financing gaps and investment needs, and sources and levels of financing linked to integrated policies. |
| 5. Financial sector stakeholders strengthened to support the creation of decent work in targeted sectors | <ul style="list-style-type: none"> • #financial institutions signatory to international or national sustainability framework/s • #financial institutions with increased depth and breadth of financial and non-financial service offering targeted at GA sectors • #financial institutions with sustainability management systems tracking DW impacts in their operations targeted at GA sectors |
| 6. Poverty and vulnerability analysis undertaken or updated and disseminated including connections to social protection and employment. | <ul style="list-style-type: none"> • Poverty and vulnerability analysis completed/or updated, including disaggregations by age, gender, and disability. • Government lead dissemination event with connections to employment and social protection policy responses. |
| 7. Social protection and employment systems strengthened to better respond to future shocks and support socio-economic transformations | <ul style="list-style-type: none"> • Number of social protection and employment systems that have updated their legal framework, included measures and automatic triggers, and integrated financial mechanisms to efficiently respond to shocks • Number of social protection and employment policies and systems that include provisions and measures to support just transitions and social and economic transformations |
| 8. Social protection and employment systems strengthened to be inclusive of gender, disability and migrant populations | <ul style="list-style-type: none"> • Number of social protection and employment systems that have updated their legal framework, to be inclusive of gender, disability, refugees and migrant populations. |