GLOBAL ACCELERATOR

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Guidelines for the Development of Financing Strategies for the Global Accelerator Roadmaps

Global Accelerator on Jobs and Social Protection for Just Transitions

Technical Support Facility

Guidelines for the Development of Financing Strategies for the Global Accelerator Roadmaps

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1. Objectives and principles

This guidance note intends to provide practical advice to Global Accelerator (GA) pathfinder national teams on the financing strategy of the Global Accelerator "roadmaps". These guidelines should be read in conjunction with the Global Accelerator roadmap development template and the thematic roadmap on Financing Frameworks developed by the UN Interagency Task Team. Integrated financing is one of the three pillars of the Global Accelerator approach, considering the importance of driving investments that can generate social dividends and strong social and economic multipliers.

When it comes to financing, employment and social protection can be considered both as a means and an end. A virtuous dynamic of higher GDP per capita, full and productive employment and universal social protection should be promoted, while taking into account transition constraints and opportunities. Central to this approach is the concept of 'decent work': work that is productive and that entails fair income, safety and health in the workplace, social protection, better prospects for personal development and social integration, freedom for workers to express their concerns, organize and participate in the decisions that affect their lives, and equality of opportunity and treatment for all.

Formal, productive jobs are critical to financing in the long run, driving higher consumption and increased domestic budget revenue through taxation and social security contribution collection. Social protection plays a critical role as an automatic aggregate demand stabiliser, reducing poverty and "Impossible choices" between several critical priorities, supporting productivity growth and broader development outcomes (nutrition, education, health, care and support). Higher net wages and other earnings from work translate into higher social security contributions, while higher income security supports a more productive workforce and sustainable enterprises. Social protection and investments in public services through their redistributive role further reduce vulnerabilities, horizontal and vertical inequalities, social exclusion, and poverty. A government's ability to generate sufficient revenue and create the necessary fiscal space for redistributive policies is closely linked to its capacity to foster an enabling environment for sustainable enterprises that create decent and productive employment, hence the relevance of both quantity and quality of employment.[1]

While recent years have seen a stronger focus on the social dimension of Agenda 2030, with an emphasis on a human-centred and gender-responsive socio-economic recovery for a more sustained, sustainable and inclusive economic growth, financing social investments does not always figure high in finance ministers' agenda (see also here).

The Global Accelerator mobilizes high-level political commitment to prioritize employment and social protection in national development plans and investment strategies. Through a whole-of-government approach and the active involvement of finance ministries and financing partners, it promotes investments that generate strong social returns. This is a core dimension of the Secretary General's SDG stimulus.[2] An integrated financing strategy that includes financing solutions for employment and social protection priorities is a critical enabler in the implementation of the GA roadmaps and achievement of the desired outcomes of enhancing employment and social protection.

[1] Adapted from Guidance for Mainstreaming Decent Work in Integrated National Financing Frameworks | UN Global Accelerator. On social protection multipliers, see for instance. Multiplier effects of government expenditures on social protection: A multi-country study. (2023).
[2] Particularly actions No 2 "Leverage better the lending from MDBs and PDBs to support the SDGs" and No 5 "Align financial flows with the SDGs and the Paris Agreement (including through INFFs)."

2. Developing a Financing Strategy for the GA

A financing strategy is an essential element to consider during the development of the GA roadmaps, but even more importantly, for their implementation and monitoring. GA Financing Strategies can be part of the national roadmaps or developed as an integral element of the road map implementation in the country. Ideally, the policy analysis done for GA roadmaps will include the analytical foundations of the financing strategy, including fiscal space analysis, diagnostics on public finance management challenges, and other relevant analysis. Where robust national financing frameworks are already in place, such as INFFs, the roadmap should outline the linkages and align the GA roadmap financing strategy to existing frameworks.

Ultimately, a well-designed financing strategy will support governments, national stakeholders, UN teams, PDBs and other partners in answering critical questions for the implementation of GA Roadmaps, such as:

I. What are the financial needs and priorities for achieving the proposed actions of the GA roadmap?

While all countries already invest in employment and social protection policies and programmes to some extent, the ambition of GA roadmaps require additional resources for their achievement. Determining the costs of the proposed actions is needed in defining suitable financing strategies and options to be pursued. The GA financing strategy should outline what are the financing needs of the proposed actions in the roadmap, and reflecting on the heterogeneity of priorities and measures, consider the various levels and types of financing that may be required. Different financing needs will require different financing approaches, which in turn may require differentiated timeframes to secure and spend resources. The level of financing of actions to be considered include:

- **Macro level actions and measures** – these are high level measures, often with national reach, and usually financed by the national government budget. These are often linked to the introduction or expansion of policies and programmes, such as the extension of social protection schemes, fiscal incentives for small businesses, implementing industrial or sectoral policies. Financing these measures usually require significant resources, over an extended period, or as recurring expenditures. These measures often have broad multiplier effects at national level, and in turn support further pro-cyclical effects that can generate fiscal space once implemented. Such priorities are typically implemented through domestic resources, complemented by other measures, when adequate.
- **Meso level actions and measures** – these measures will encompass investments that are still significant, have a narrower focus in a sector, region, service or programme. These can include infrastructure investments at sectoral level, expansion of access to skills development/funds, scaling up existing employment programmes, or providing social protection for workers going through sectoral transitions, etc. The measures are typically implemented through a mix of public resources, private investments, loans and/or ODA.
- **Micro level actions and measures** – these measures are limited in scale and/or technical in nature. These often focus on piloting integrated policy interventions or investing on institutional development and governance. Examples of this level of action include piloting of the integration between ALMP and social protection programmes, establishing a new governance structure to coordinate employment and social protection interventions,

upgrading and/or digitalizing institutional processes to increase efficiency and reach of schemes, etc. These are often financed by domestic public resources or ODA.

The distinction between these action/financing levels is not strict, and priority areas of roadmaps will usually require a combination of macro, meso and micro level interventions. Establishing the financial needs for all the proposed actions (and consequently for the full roadmap) is the ideal situation, but it may not be possible in all contexts. In such cases, stakeholders should define a set of priorities within the proposed actions of the roadmap and estimate their resource requirements. This identification process can be led by the national GA coordination structure or be conducted internally by the actors responsible for the implementation of the roadmap, such as line ministries, and brought together under a joint framework. In addition, the resource needs for specific actions can be calculated together with potential partners, such as PDBs, who may subsequently support the financing and implementation of these interventions.

Some elements of the roadmap may already be funded by ongoing initiatives (even if additional resources are required). Thus, understanding how much is already spent on employment, social protection and just transition policies and programmes, and how this expenditure is aligned with the GA roadmap is important to reveal the full picture of these investments in the country.

The mapping of costs for proposed actions, and expenditure reviews of employment and social protection policies and programmes lay a solid foundation to define adequate and feasible financing options for the implementation of GA roadmaps. The cost of inaction should also be considered. These can be opportunity costs, increased exposure to shocks and risks, loss of competitiveness, or losses in human development. If the net cost of inaction cannot be quantifiable, it could be illustrated in a qualitative manner.

II. What are the financing strategies and options that can envisioned?

Once the required investments for the implementation of the GA Roadmap are established, the question to be answered is "how to finance these investments?". There are several options that could be explored, considering domestic financing (reallocating budgets, improving budget execution, raising new resources from tax reforms, expanding contributory social security, private investments, etc.), or international funding (grants and/or concessional financing, alignment/repurposing of existing budget support and loans, expanding Official Development Assistance [ODA], boosting Foreign Direct Investments [FDI], etc.).

The GA Financing Strategies can be framed under four dimensions, each offering a series of financing options that should be considered vis-a-vis the national socioeconomic context, the nature and scale of required investments, the governance of the GA Roadmap and the broader geopolitical context. The four dimensions will support national GA teams to answer key questions:

- **Public spending on social protection and jobs** – How much is being spent? Is the distribution and investment levels adequate to meet the GA objectives? How can countries do more with the existing resources?
- **Revenue mobilization for social protection and jobs** – How to increase tax and social security revenues to finance the GA priority actions? How can tax systems and collection of social security contributions can be enhanced? How to formalize the economy, increasing tax and social security coverage, as well as productivity and working conditions?
- **Investments with a social impact** – How to direct more investments towards employment and social protection outcomes? How to engage PDBs, IFIs and private sector to invest on employment and social protection? How to attract more FDI and leverage ODA?

- **Macroeconomic and fiscal policies** – How to better align macroeconomic and fiscal policies to employment and social protection outcomes? How can the country ensure that its priority policy measures on employment, social protection and just transitions are adequately addressed in its overarching Financing Strategy?

The strategy should define responsible institutions to take action on specific financing options, from ensuring relevant ministries prioritize budget allocation to agreed actions, to engaging in negotiations with IFIs and other international actors on debt, investments and assistance. Section 3 of the guidelines will explore in detail the different options under each of the four financing dimensions.

III. How to monitor the financing gaps and investments?

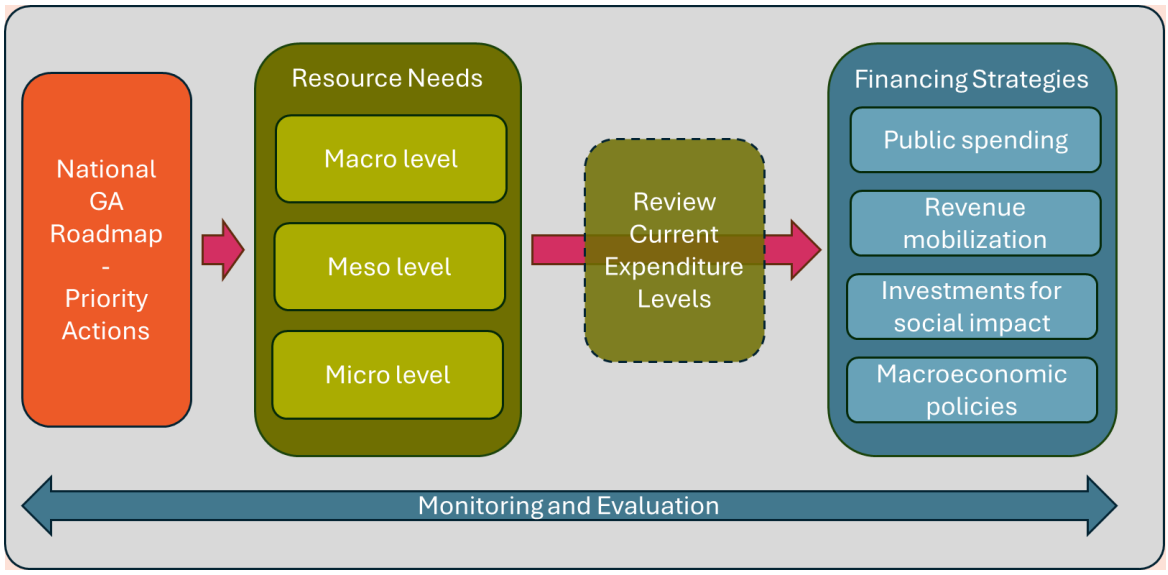
Finally, the GA Financing Strategy detail how the progress towards funding the GA Roadmap will be monitored, who should be involved, and what is the governance structure required to ensure measures are taken for the strategy's implementation.

Baselines for investment/expenditure in social protection and jobs should be established from the onset of the process, ideally informing target setting for the roadmap and the decisions on financing options to be prioritized. The baselines support the measurement of financing gaps and investments needs, as well as to track budget execution of allocated resources, and allow for the tracking of progress in these points against defined indicators and targets.

There should be clear roles and responsibilities among the GA stakeholders on the monitoring of the financing strategy, and an adequate governance structure (which can make use of existing structures, such as a National GA Steering Committee, or other relevant bodies) to review the progress and take measures required to improve implementation. Ministries of Finance and Planning should be closely involved on the implementation of the financing strategy, taking the lead on this process when adequate. A system for the regular monitoring of progress should be implemented if one does not yet exist, ideally closely linked with the indicators relate the GA Theory of Change and Results Framework.

The financing strategy monitoring can also support the further involvement of relevant national stakeholders including employers' and workers' organizations, international financial institutions, and civil society organisations on the issue of financing investments in decent jobs, social protection and just transitions. Section 4 details further how to engage stakeholders in financing of social protection and jobs. The process of development of financing strategies for GA Roadmaps can be visualized in figure 1.

Figure 1: Process of development of GA Roadmap Financing Strategies

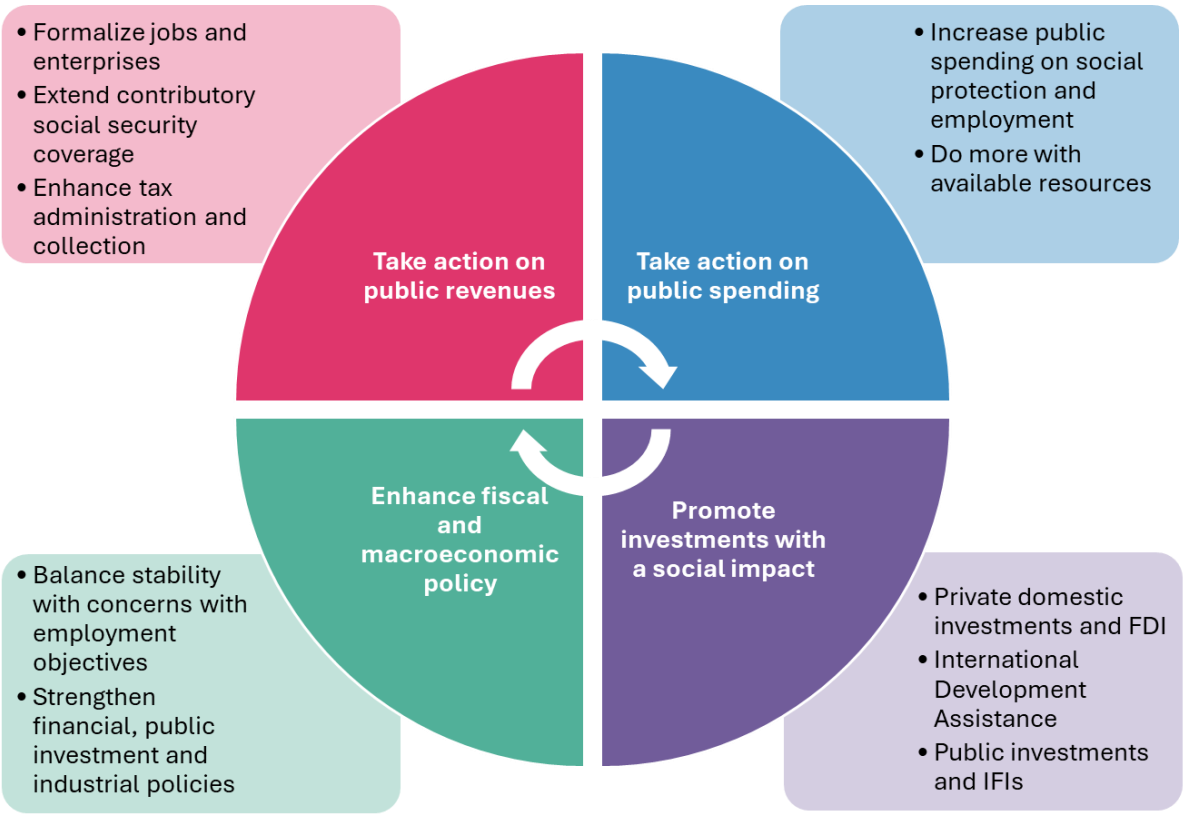


3. Which financing?

Four financing dimensions can be distinguished in financing 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 inform these financing options will differ depending on country contexts and prior work on financing. These four dimensions align with the main components of the INFF Financing strategy guidance[3]. Given the more focused scope of the financing approach which relates to jobs and social protection, in comparison to INFFs, these dimensions are further unpacked with the view of providing actionable interventions for GA teams.

[3] In this framework "public revenues' and 'public spending' are distinguished, to highlight the importance of acting on both sides; INFF technical guidance includes both dimensions under the "public finance" policy area; the two other 'policy areas' in the INFF framework are 'private financing' and 'macroeconomic and systemic conditions'.

Figure 2: Four financing dimensions for GA roadmaps



I. Public spending on social protection and jobs

Public spending plays a significant role in financing jobs and social protection, hence the first step to better align public spending with the jobs and social protection priorities is to understand the level of current spending on social protection and employment. A review of expenditure on social protection, employment and related services is useful, to be able to track these expenditures and benchmark with international practices and standards, including a gender and social inclusion lens. As the GA aims to increase national investments in social protection and decent jobs policies, it requires baselines to monitor their evolution over time. Public spending reviews are particularly relevant for pathfinder countries, where public budgets serve as key instruments to address employment challenges and enhance social protection coverage.

Employment and social protection expenditure reviews in Namibia

The ILO supported the Government of Namibia in reviewing employment-related public expenditures (ERPE) to strengthen the link between policy intent, budget allocations and employment outcomes, and to improve transparency and efficiency in programme delivery.

A comprehensive analysis examined and enhanced: (i) the trend and composition of ERPE across the Medium-Term Expenditure Framework; (ii) the consistency between National Employment Policy measures and funded lines; (iii) the incidence of key labour-market services by region, age and sex; (iv) the effectiveness of active labour-market programmes such as placement, training and enterprise support; and (v) the allocative efficiency of employment spending under baseline and reform scenarios. The exercise combined budget and programme data with administrative records

from employment services and sectoral schemes. Early gains included a consolidated ERPE register, a tagging system distinguishing job-creation from access-to-work measures, and a prototype dashboard for regular reporting.

Results showed improved policy–budget alignment, wider regional and youth coverage, stronger tracking of programme outcomes and clearer guidance for reallocating resources toward sectors with higher employment multipliers. This will allow Namibia to institutionalize evidence-based budgeting for employment, strengthen monitoring of spending impacts, and sustain more efficient use of public funds over the MTEF.

Source: d'Achon, E.; Robalino, D. (2023). Improving the impact of public policies and budgets on employment outcomes: Guide for the review of employment-related public expenditures and application to six pilot countries. Geneva: International Labour Office.

Another pathway for consideration is the analysis on how to do more with allocated resources. These can include public finance management (PFM) reviews, which observe the PFM practices and processes of institutions linked to social protection and employment and can support their improvement in terms of efficiency, transparency and accountability. Well-designed and functioning PFM systems support the timely and efficient execution of budgets, support planning and advocacy for improved allocation of budgets, enhance monitoring and evaluation of expenditures, and can reduce operational and administrative expenses.

Delivery and management systems enhancement for the Social Security Fund (SSF) in Nepal

The ILO supported the SSF in reviewing and enhancing their PFM and delivery systems, with the view of providing better service delivery to workers and employers, as well to improve internal controls, transparency and the efficiency of the institutions' processes.

A detailed business process review of the SSF's core workflow functions was undertaken, with the key objective of improving workflow processes, innovating internal operations, increasing process performance and improving the SSF's service delivery, focusing on: (i) employer registration; (ii) contributor registration; (iii) grievance redress mechanism; (iv) contribution collection and reconciliation; (v) hospital registration; (vi) medical claim management; (vii) nonmedical claim management; (viii) claim payment; (ix) loan administration; (x) payroll; and (xi) investment process. The review process informed short-term improvements in processes, such as the development to receive and respond to complaints registered through a call centre, and the comprehensive of enhancements will be implemented through a new Management Information System (MIS) for the institution, which will further support gains in efficiency and transparency of operations. The new MIS system is expected to be launched in late 2025.

Source: ILO, 2024. Improving social protection financing through synergies with public finance management

These tools can inform budget-neutral reallocations towards social protection and jobs to be considered, as well as improving the effectiveness and cost-efficiency of existing spending. The review of social protection and employment-related public expenditures, along with an analysis of relevant elements of the budget process, examine the allocation, consistency, and allocative efficiency of government expenditures on social protection and employment, identifying gaps where political and policy priorities often exceed budgetary commitments.

Senegal reallocation of fossil fuel subsidies to its flagship family benefits program in 2023, following a fiscal space analysis and financing options assessment

In January 2023, the Government of Senegal reduced subsidies on petroleum products (super gasoline fuel) and reduced the social subsidy for electricity. The government expected savings of around CFA Francs (FCFA) 99.7 billion for electricity and FCFA158.5 billion for petroleum products; for a total of 258.2 billion FCFA (for comparison, social protection expenditure in 2020 amounted to 222 billion according to the functional classification of the Senegalese budget).

The Government has used these savings to extend fiscal space for social protection. Specifically, it has applied from January 2023 a 40 per cent increase in relative value on the amount of the family allowance program which nominally increased from FCFA 25,000 per Quarter (±USD 41) to FCFA 35,000 per Quarter (±USD 58). This action reached all 316,940 households and directly impacted the lives of approximately 2.7 million Senegalese, among them the poorest in the country. As a consequence, there were no social tensions directly related to the reduction of fuel and electricity subsidies, and the Government was able through this reallocation to social protection transfers to preserve the purchasing power of poor and vulnerable households.

Source: Global Accelerator Technical Support Facility, 2025. Building the Case for the Global Accelerator on Jobs and Social Protection for Just Transitions

II. Enhancing revenue mobilisation for social protection and jobs

To increase spending capacity, countries need to be able to mobilise revenue for social protection and employment. This can be achieved through a combination of tax reforms and extension of contributory systems (both in coverage and adequacy), whereas formalization efforts support both financing results and development outcomes.

Enhancing tax revenues

To mobilize additional domestic resources for employment and social protection, tax reforms should aim to increase overall revenue while improving equity and minimizing adverse impacts on low-income populations. Key policy options to be considered include the following:

- Introduce or increase progressive income tax rates, ensuring higher earners contribute a greater share of their income.
- Broaden the tax base by reducing or eliminating tax exemptions and deductions that disproportionately benefit high-income individuals or large corporations, and by promoting formalization.
- Tax capital income (e.g. dividends, interest, capital gains) at rates comparable to labour income, to prevent regressive outcomes.
- Levy higher taxes on luxury consumption (e.g. luxury vehicles, second homes, high-end services), while protecting essential goods and services from excessive indirect taxation.
- Introduce or expand excise taxes on goods and services with negative social or economic externalities (e.g. tobacco, alcohol, betting), directing revenues to offset such externalities and advance other development outcomes
- Assess the full tax-benefit system to ensure net redistributive effects; avoid financing cash transfers through regressive consumption taxes (like VAT), which burden low-income households.
- Implement innovative taxes to diversify revenue streams, such as:
    - Natural resource extraction taxes (e.g. mining, oil, gas)

    - Financial transaction taxes, which can target high-frequency capital flows
    - Earmarked sectoral taxes (e.g. sugar, digital services) for specific social programs
- Strengthen tax administration capacity, focusing on improving tax collection efficiency, digitalizing tax systems, and reducing evasion and avoidance.

Leveraging Sin Taxes to Finance the Sustainable Development Goals in the Philippines

The Philippines exemplifies the use of fiscal policy to support the Sustainable Development Goals (SDGs). Central to this strategy is the earmarking of "sin taxes"—excise taxes on alcohol, tobacco, and more recently, sugar-sweetened beverages and e-cigarettes—as a dedicated source of revenue for social development. The country's sin tax reform began in 2012, which significantly increased and restructured excise taxes on tobacco and alcohol products. Later in 2020, taxation expanded to include e-cigarettes and heated tobacco products.

A substantial portion of the revenues generated from these taxes is legally earmarked for specific public goods. While 80% of the revenues the "sin taxes" are earmarked for universal health care and enhancement of medical assistance and health facilities, 20% are designated specifically to fund projects that contribute to the achievement of the SDGs.

The 20% SDG allocation from sin tax revenue is managed through a structured planning and budgeting framework. The National Economic and Development Authority (NEDA), identifies lagging SDG targets, and invite Government agencies to submit proposals for projects that address these targets, and approved proposals are funded through a process known as Program Convergence Budgeting (PCB).

This mechanism ensures that funding from sin taxes is not only stable but also strategic — directed toward interventions that have the potential to accelerate progress where it is most needed. Projects span a broad range of sectors, including community water and sanitation, disaster risk reduction, environmental protection, and support for local livelihoods.

Extending contributory social protection systems

Globally, contribution-based social protection covers 35 per cent of the population, and tax-based schemes covering just half of that, at 17.3 per cent. However, social protection coverage in lower-middle income and low-income countries still rely more on tax financed (17.5 per cent and 4.1 per cent, respectively) than contributory schemes (14.9 per cent, and 5.6 per cent, respectively) (ILO, 2025)[4]. The limited coverage of contributory schemes in lower-middle income and low-income countries is often related with legal barriers and exclusion, high levels of informality, low levels of trust in public institutions, low capacity of workers and employers to contribute (financial and administrative), and limited capacity of government institutions to promote and enforce participation. Therefore, addressing the barriers to the extension of contributory social protection should be considered by pathfinder countries as an important strategy to increase social protection revenues and coverage simultaneously.

Most contributory social protection schemes were designed (at least initially) for the formal sector, and traditional wage employment. The extension of contributory schemes to employers and workers not in these situations require the extension of legal coverage of the schemes to cover all forms of

[4] World Social Protection Data Dashboards. Available at: https://www.social-protection.org/gimi/WSPDB.action?id=19

work, including forms of labour relations not yet covered (e.g. independent, domestic, daily-wage, piece-rate, digital platform workers) and to those in the informal sector.

For the effective implementation of such schemes, adjustments to the operational design of programmes are also necessary to meet the needs and priorities of the specific group of workers and economic units, and facilitate their enrolment (e.g. through automatic registration modalities, simplified administrative processes, digitalization of processes, etc), flexible contribution modalities, accounting for uncertain and seasonal incomes and low contribution capacity (e.g. flexible contribution schedules, flat-rate contributions, matching contributions by government in the absence of an employer, etc.), incentives for enrolment and contributions (e.g. reduced contribution rates, grace periods, access to markets, access to finance, access to services, etc.), and increasing awareness on social security and enforcement capacity of relevant institutions.

Facilitating coverage for micro and small businesses and own-account workers in Brazil (*Simples Nacional* and *Microemprendedor Individual* - MEI)

The Simples Federal, Law 9317, was introduced in 1996, and further expanded in 2007 by the *Simples Nacional*, simplified tax laws for micro and small businesses (MSEs) in Brazil. Through this scheme, eligible businesses can submit a single, streamlined annual tax return, instead of separate tax returns each month for eight different taxes. This option is available to micro and small firms with gross yearly incomes under R$ 3.6 million. The MEI scheme, which enables a single flat payment integrating seven separate taxes and social security contributions, is available to micro-entrepreneurs with a maximum of one employee.

In terms of declaration preparation, accounting companies provide the micro-entrepreneur with free assistance with the initial tax declaration. Payments can be made online, through banks, or through *casas lotéricas* (entities that enter into agreements with and offer the services of the federal bank *Caixa* at the municipal level). They can be prepared on a monthly or quarterly basis to address the needs of employees who have seasonal revenues or income changes.

The number of registered MSEs rose from roughly 3 million to 5 million between 2009 and 2018. The formalization of workers was also made easier by this *monotax* regime; according to reports, the companies registered under this regime employed 10.6 million people in 2017, or 25% of all Brazilian employees. The main reason reported by participants for their enrolment in the schemes is to gain access to social security.

Source: ILO, 2021. Extending social security to workers in the informal economy.

III. Promote investments with a social impact

This relates to attracting more public and private, domestic and international credit and capital investments to support employment and social protection interventions and outcomes, and how much the actors involved in that space can do to contribute to the financing and implementation of the GA roadmap.

The public investments referenced in this dimension are those outside that of the national government. It includes investments from Public Development Banks (PDBs). Multilateral Development Banks (MDBs), International Financial Institutions (IFIs), and bilateral and multilateral development actors. These financing actors can support the implementation of the GA roadmap and its proposed actions, through grants, concessional loans, guarantees, with direct (e.g. budget support) or indirect support (e.g. through implementing partners).

Aligning PDBs, MDBs and IFIs Operations reinforce social protection and employment outcomes

PDBs and MDBs can play an important role in financing development efforts at country-level. While these investments are aligned with national development objectives, the potential impacts on job creation and quality, and extension of social protection are often not key indicators for investment decisions. The GA's integrated policy approach and focus on critical sectors and policy interventions that aim at achieving more inclusive and resilient economic growth, can serve as a solid foundation for Governments to direct their negotiations with PDBs and MDBs towards joint objectives and areas of interest. On the other hand, GA tools can support PDBs and MDBs to maximize the impact of their investments on employment and social protection outcomes. Therefore, aligning proposed actions from the GA Roadmap, including sectoral investments and development of infrastructure with clear expected social impact to investment plans of Governments, PDBs and MDBs can direct large volumes of financial resources to support the implementation of the GA at country level and advance long-term sustainable development outcomes.

In addition, the GA can support countries in negotiations with the IMF to ensure that adequate levels of employment and social protection spending is part of lending agreements, as "spending floors". This can effectively earmark a share of the lending programme to employment and social protection investments, and at the same time ensure governments allocate a certain level of budget to agreed programmes, as part of conditions to receive subsequent tranches of the agreement.

Lending operations with social impacts in Morocco

The Support Programme for the Generalisation of Social Coverage for Better Employability (PAGCS – Phase II), implemented by the Government of Morocco with support from the African Development Bank (AfDB), illustrates how lending operations can be aligned with social protection and employment goals. The programme mobilizes a sector budget support loan of EUR 149 million, co-financed through EU grants and World Bank loans, to promote the extension of social coverage and support quality employment.

The programme's design reflects a comprehensive and integrated approach to enhance social outcomes through financial instruments. Key supported activities include:

- **Extending social protection to the informal sector**: The programme supports the creation of incentives for formalization, expansion of pension coverage to non-salaried workers, and harmonization of family allowances. It also provides guidance and training to small economic units and employers on registration with the national social security fund.
- **Promoting quality employment**: Through skills development initiatives and labour-intensive public works, including local infrastructure development, the programme links employment creation with broader social protection objectives.
- **Expanding health coverage**: The transition from assistance-based to insurance-based schemes is being facilitated, including the operationalization of AMO-TADAMON, a mandatory health insurance scheme for people unable to pay contributions.
- **Reforming the health sector**: Support includes strengthening health system governance, improving human resources, and upgrading health infrastructure.
- **Strengthening the institutional framework for social protection**: The programme promotes coordination and reform monitoring through dedicated committees and institutions.

This case demonstrates the potential of coordinated lending operations—across development banks and donors—to directly support the implementation of national priorities. It also highlights

the role of budget support and concessional financing in reinforcing national systems and policy reforms for inclusive and sustainable development.

Source: Global Accelerator Technical Support Facility, 2025. Building the Case for the Global Accelerator on Jobs and Social Protection for Just Transitions

Private investments for jobs and social protection

Attracting private capital to finance development interventions is increasingly becoming an important element on development financing. This can be done by aligning private investments with social goals or raising private capital for social expenditure.

The broad rationale for directing private capital to social investments is to create conditions to make social investments more attractive to the private sector, e.g., by reducing initial investment risks or costs, seed funds, providing guarantees, or reviewing policies to stimulate FDI. These instruments offer pathways to overcome limited public financing by having private sector making investments that serve social development objectives, e.g. investing in renewable energy generation, which can be a profitable business, while reducing carbon emissions and creating employment directly and indirectly.

The national and local employment and training service ecosystems are an important factor in determining the job outcomes of investment projects. Local and national platforms connecting employment and training skills providers with investment promotion agencies, and more broadly platforms of dialogue between investors, authorities and service providers around education and skills, social protection and employment services are key enabler which can be embedded in the governance and coordination structures of employment policies, at national or local level. The connection with global value chains also has the potential to create positive externalities (know-how, technology, etc.).

Skills and Lifelong Learning Financing in the GA Framework

Skills and lifelong learning (LLL) financing is a core enabler of national GA roadmaps. Skills financing typically relies on multiple sources and is programme-linked. It combines public budgets with earmarked arrangements and co-financing, and it becomes more significant when it can be directly and clearly linked to specific roadmap measures such as apprenticeships, upskilling for priority sectors, recognition of prior learning, and targeted training for women, youth, and informal workers. The core issue is whether financing becomes predictable, aligned to roadmap packages, and executed through reliable channels to allocate and disburse funds.

*Skills financing should be clear and simple to implement: cost the roadmap measures, identify funding sources, and ensure funds can flow reliably to delivery***.**

Costing should be transparent and practical, covering delivery and system needs and separating running costs from one-off investments. Costing anchors financing decisions, clarifying what is funded through the core budget, what is earmarked, what is co-financed with employers, and what can be pooled across sources for scale. Where appropriate, results-based financing (RBF) can strengthen execution by linking payments to verified outputs and outcomes, particularly where outputs can be verified at reasonable cost and there is sufficient provider capacity. RBF is useful in some settings but should not be seen as a default.

In practice, countries can assemble their own coherent skills financing package using a mix of mechanisms[1]:

- **public budget** allocations and medium-term programme financing

- **earmarked instruments** such as levy-grant schemes, sector or national training funds, and dedicated budget lines
- **co-financing** with employers and learners through apprenticeships, training subsidies, and targeted demand-side support for priority groups
- **pooled and investment platforms** i.e. multi-source facilities that blend or align budget/levies with donor/DFI/private finance and finance both delivery and investment.

Observable progress for the GA is reflected in increased and better executed funding for roadmap skills measures, because resources are costed, allocated, disbursed, linked to verified results with strong accountability arrangements.

[1] Across these mechanisms, countries may use performance-linked disbursement modalities where appropriate

A better understanding of the sectors and sub-sectors with high formal job creation potential can be developed with a view to targeting investment accordingly (both public and private) and put in place complementary policies to enhance positive spill overs in terms of indirect and induced jobs. FDI can also play an important role in supporting formalization of enterprises, which policies could encourage. In addition, it is critical that public policies aiming at supporting private investment via direct financing, fiscal policies (tax breaks, etc) or other incentives are given due support in order to harness their employment potential

Diagnostics and ex-ante assessments are prerequisites for identifying those investments with potential for greater linkages with local suppliers, coupled with effective monitoring systems and sustainable methodologies for measuring their impact on job creation and decent work. More broadly, investment promotion strategies must be closely aligned with industrialization and employment policies to create a synergistic ecosystem for skills, employment and enterprise development.

Another pathway is to raise private capital to fund social investments, e.g., through thematic bonds, blended finance, public-private partnerships, private borrowing. In these cases, public funds are complemented or replaced by private capital, and the direct engagement of private sector investors can vary considerably depending on the modality, e.g. from very limited engagement in thematic bonds, to direct involvement in the implementation of projects in public-private partnerships.

Measuring the Sustainability of Projects to Attract Investors: the cases of Invest India and Ethiopia's Investment Commissions

Invest India adopts a distinct approach by evaluating investible projects that seek foreign investment. This strategy allows the agency to assess the project's inherent sustainable impact on the broader economy, independent of the foreign investor's influence. Furthermore, the presence of data-supported sustainable investable projects is likely to attract foreign investors committed to making positive social contributions. Invest India's dedicated online platform, Investment Grid, showcases a curated selection of sustainable investment opportunities in the country. The entire project pipeline is prepared by assessing the sustainability impact of initially selected projects through an evaluation framework. This framework encompasses 21 sustainability indicators spanning economic, social, environmental, and governance dimensions. Social indicators include labour rights, skills development, public health benefits, income equality, entrepreneurship, and housing. Other pertinent indicators related to decent work include local business linkages, technology transfer, exports, and supply chain standards. Each indicator is assigned a weighted

score (1, 2, or 3) based on priority, with a total score of 40. Projects that attain a minimum of 30 or 75% are deemed sustainable.

With ILO support, the Ethiopian Investment Commission (EIC), moved beyond traditional investment facilitation to adopt a more employment-sensitive investment framework, thanks to ILO project ProAgro. This included the integration of Key Performance Indicators (KPIs) related to job creation and sustainability into investor agreements, as well as regular employment satisfaction surveys now embedded within EIC's investor relations operations.

Sources: ILO 2023. Assessing the Impact of FDI on Decent Work; ILO ProAgro Ethiopia

Leveraging Official Development Assistance (ODA) for Employment and Social Protection

Pathfinder countries can work with the international development community (including bilateral and multilateral donors) to advocate for the deployment of ODA as a lever to catalyse domestic investments in employment and social protection. This can include offering matching grants, co-financing mechanisms, or earmarked budget support for gradual replacement by domestic funding. Such approaches can facilitate the progressive allocation of more domestic resources to social protection and employment, ensuring long-term sustainability. This approach can be accompanied by technical assistance for systems' strengthening and institutionalization development, essential elements for effective and efficient policies and programmes.

Furthermore, ODA can support policy dialogue and South-South cooperation, allowing countries to learn from best practices and adapt successful models from similar contexts. Peer learning and evidence-based policymaking, facilitated through donor support, help build political consensus and accelerate reform.

Extending social protection and decent jobs to informal economy workers and refugees in Jordan

Estidama++ exemplifies an innovative approach to extending social protection and promoting labour market inclusion of informal economy workers and refugees. Leveraging integrated policy approaches, the program bridges social insurance and labour market activation, offering tailored subsidies and incentives to include refugees, informal workers, and women in Jordan's national social security system. Through integrated financing, *Estidama++* is currently financed from donors but is set to be progressively financed from national public budgets, ensuring longer term sustainability. The program's success is underpinned by multilateral cooperation, with partnerships between Jordan's Social Security Corporation (SSC, the International Labour Organization (ILO), and development partners driving innovation and capacity-building. *Estidama++* not only extends protection to marginalized groups but also fosters job creation, formalization, and gender equity, and offers an interesting example of policy integration that could be adapted to other countries or contexts.

Source: Global Accelerator Technical Support Facility, 2025. Building the Case for the Global Accelerator on Jobs and Social Protection for Just Transitions

IV. Acting on the macroeconomic framework

The fourth necessary dimension is **macroeconomic**: fiscal space and broader financing are a product of *macroeconomic policy choices* and of how these impact the economic and social trajectory of a country. Evidence-based policy dialogue is needed to ensure that macro policy (led by ministries of finance, central banks) and socioeconomic policies (led by ministries of labour, social affairs, other

ministries, social partners) align towards inclusive, job-rich growth. Macroeconomic models can help assess potential public investment projects or fiscal measures, estimating their total *economic and social returns*.

Pro-employment macro-reforms

The GA is currently supporting macro-fiscal diagnostics for jobs, social protection and just transitions in Senegal and in Nepal, and other countries are considering such an exercise. The assessments make use of the guide produced by the GA for the purpose. They are led by the Ministry of Economy and Finance in Senegal and the National Planning Commission in Nepal but are designed to engage a broad range of line ministries (Labour, Industry and Trade, Agriculture and others) and public institutions (Central banks, social insurance institutions) as well as the employers and workers representatives.

The exercises also involve a broad review of macro fiscal conditions but also of how they relate to real-world socioeconomic conditions (employment, incomes, social protection, productivity and structural transformation). A broad stakeholder engagement and a broad evidence-base are seen as critical to identify macro fiscal policy options that effectively enable decent jobs, social protection and just transitions. A narrow circle of decision makers primarily concerned with a narrow consideration of macro fiscal stability has been shown to be insufficient, indeed at times counterproductive, to the acceleration of decent jobs, social protection and just transitions. These exercises are considered particularly useful, by the national stakeholders themselves, to complement other macroeconomic monitoring and review processes they are engaged with, at national level or internationally particularly with the IMF and the WB., as countries inform their medium to longer-term macro fiscal frameworks.

Source: ILO, 2024. Macroeconomic diagnostics for decent jobs, social protection and just transitions.

These four dimensions should be considered as complementary and closely interlinked.

Identifying financing strategies to accelerate jobs, social protection and just transition outcomes may be particularly challenging to GA pathfinder teams that are often more versed on policy and programmatic matters. Financing strategies are inherently complex, given the diversity of financing flows and the multiple economic, social, and policy considerations at play. Providing effective advisory services requires specialized technical expertise, which is often fragmented across different agencies and institutions. Therefore, strong concertation and coordination are necessary to ensure that financing options are coherently designed and effectively implemented. The GA's Technical Support Facility (TSF) is available to provide support. At country level partnerships with IFIs, PDBs, OECD and other key stakeholders will also add much value.

Advancing Employment Through Public Finance Reform in Mongolia

Mongolia has emerged as a compelling example of how targeted international assistance can support sustainable employment reform while simultaneously strengthening public financial management. In 2020, the European Union (EU) deployed budget support package to Mongolia, combining financial transfers and technical assistance. The programme had two components: direct budget support, a €43 million grant linked to policy performance indicators and reform targets, and a complementary technical assistance package of €7.4 million, implemented by UNDP, ILO, and FAO. These funds supported institutional capacity-building, monitoring systems, and labour market services.

The programme supported several initiatives, including strengthening wage-based and self-employment opportunities, revitalization of Employment Service Centres, labour market information systems were enhanced, reforms to vocational education and training (TVET) and the

adoption of the National Qualification Framework. These measures have helped bridge the skills mismatch between graduates and employer demand, thereby improving the employability of Mongolian youth. In parallel, labour inspection and enforcement mechanisms were strengthened, and awareness campaigns on labour rights and workplace standards were rolled out.

A unique aspect of the EU programme was its integration of employment objectives with broader fiscal governance reform. Through the institutionalization of Results-Based Budgeting (RBB), the programme enabled Mongolian ministries and local authorities to align their expenditures with strategic employment goals. Six regional and local budget authorities adopted RBB approaches for 2025 planning, and more than 17,000 civil servants received training in public financial management, budgeting, and labour market policy. This investment in administrative capacity has improved the credibility and responsiveness of public institutions and ensured that budget decisions are more closely tied to development outcomes.

By linking policy reform, financial management, and employment generation, the programme has laid a strong foundation for inclusive economic development. As Mongolia continues to navigate its post-pandemic recovery and address structural labour market challenges, this partnership demonstrates the potential of strategic budget support to drive systemic change and deliver tangible benefits to citizens.

4. Engaging stakeholders and linking with national financing strategies

The lead stakeholder, often the Ministry of Finance or Planning, should be engaged before or as soon as a country makes a high-level commitment to accelerating jobs and social protection. Their early engagement and continued participation in the initial roadmap design, further elaboration, and implementation is essential.

Their inputs are necessary to consider how spending and investment on jobs and social protection are already foreseen within short- and medium-term fiscal policy frameworks, and for assessing the feasibility and potential benefits of acceleration options. Since different aspects of financing - budget expenditures, fiscal incentives, revenue and taxation, or the budget balance and macroeconomic parameters - fall under different departments of a given Ministry or under several institutions, multiple contributions will be required. To facilitate coordination, a lead focal person at the MoF should be designated, responsible for and with capacity to mobilize different departments and institutions at different stages.

Other key stakeholders in the financing space may need to be engaged at various stages, depending on the priorities of the roadmaps and the national context. Ministries in charge of private, foreign or domestic investments, and investment promotion agencies are key in promoting the social and jobs impact of such investments. Financial policy is also a key part of financing jobs and social protection, and as such the contribution of the central bank, public development banks and other financial-sector actors may be required.

Most countries have national financing plans or INFFs (Integrated national financing frameworks) which take into account to various degrees employment and social protection. Where INFFs have been or are in the process of being developed in pathfinder countries, the Technical Support Facility, together with UNDP Sustainable Financing Hub, can review the complementarities between the draft

INFFs and the GA roadmaps. This will help ensure mutual reinforcement and guarantee that decent jobs creation and social protection are adequately reflected in the analysis and financing options[5].

Where this integration is adequate and enables a structured dialogue with the Ministry of Finance on financing the Global Accelerator, it is critical to build on existing analyses (for instance through Development Finance Assessment) and maintain a close concertation with UN agencies leading the INFF process (usually UNDP) and the associated INFF steering committee. In a number of INFFs however the level of analysis and/or the policy and financing options retained is not sufficient and/or the INFF process as a whole is at an early stage or does not have sufficient traction. In these cases, it is advisable to develop a separate financing strategy for the Global Accelerator, while ensuring the relevant linkages with the broader INFF process.

[5] The criteria used for this analysis can be found in the Guidance for Mainstreaming Decent Work in Integrated National Financing Frameworks | UN Global Accelerator

5. Technical assistance available on financing

The TSF and participating UN agencies are available to support GA pathfinder countries with diagnostic work and the definition of financing options. The following table describes the types of assessment and technical assistance available with respect to the four financing dimensions.

Table 1. "Financing" involves action on four complementary tracks

1. Take action for public spending on social protection and jobs		TOOLs	Link to tools and data from global resources
Increase public spending on social protection and on employment	• Public spending reviews and comparative benchmarking on how much is spent on social protection/employment vs. other countries, vs costing of needs • Costing and feasibility studies for increased/extended programmes • Repurposing/reallocating expenditures	• Social protection spending reviews • Employment spending reviews • Employment and Social Protection spending reviews (ESPER) • RAP – Rapid Assessment Protocol (Social Protection Costing Tool) • Fiscal Space for Social Protection Handbook • GENSEC: A Gender-responsive Sectoral Policy Tool • Comprehensive Financing Guidance for Skills and Lifelong Learning	Social protection expenditures: ILO | Social Protection Platform (social-protection.org) Data for all pathfinder countries Employment expenditures (6 countries) https://www.ilo.org/publications/guide-review-employment-related-public-expenditures-and-application-six Financing gaps for SP: https://www.ilo.org/media/535876/download Fiscal Space for Social Protection: A Handbook for Assessing Financing Options SDG Financing Tool (imf.org) SDGs: Annual SDG Financing Gaps Measured in Trillions: FSDR 2024 –(iisd.org) INFFs: Integrated National Financing Framework | Development plan costings repository (inff.org)

		• Costing Guide for Skills and Lifelong Learning • Results Based Financing Guide for Skills Development and LLL	INFF: Technical Guidance Note: Mainstreaming Gender Equality in Integrated National Financing Frameworks (UN Women, UNDP, INFF 2021), A guide to public investments in the care economy: Policy support tool for estimating care deficits, investment costs, and economic returns (Applied Policy Tool, UN Women/ILO 2021) GENSEC: A Gender-responsive Sectoral Policy Tool | International Labour Organization
Do more with available resources	• Public finance management reviews for social protection and employment • Sustainability of social security • Evaluations of employment programmes • Pro-employment budgeting	• PFM reviews • Actuarial evaluations • Modelled impact assessments and projections • Impact evaluations • Costing investment in care and simulating employment and fiscal gains from increase investment in care infrastructure and services	
2. Take action on revenues for social protection and jobs		**TOOLs**	**Link to tools and data from global resources**
Improve coverage of social protection, formalize jobs and enterprises	• Formalisation measures to increase formal employment • Actuarial evaluations (contributions from government, employers, workers to contributory schemes)	• PFM and tax administration reviews • Actuarial evaluations (contributions from government, employers, workers to contributory schemes)	ILO Actuarial Pension tool (ILO/PENSIONS) ILO Actuarial Health tool (ILO/HEALTH) RAP Rapid Assessment Protocol Social Protection Costing Tool

Tax administration and collection	• PFM and tax administration reviews	• Integrated Approaches to Formalization	
3. Promote investments with a social impact		**TOOLs**	**Link to tools and data from global resources**
Public investment and national development finance	• within investment policy, investment promotion agencies • Strengthen public investment and sectoral/industrial policies for decent jobs	• Impact assessments of public investment programmes • Structural model for sustainable development	ILO national technical assistance programme | International Labour Organization Public development banks driving gender equality: An Overview of Practices and Measurement Frameworks (UN Women and AFD, 2021)
Pool and align resources for roadmap delivery on Skills Development	• Managing multiple sources: from fragmented financing to predictable, scalable package • Polling by using: National social protection funds, national /sectoral skills funds & levies, employment funds, recovery & green funds, development banks funding multi-donor trust funds, blended finance • Improve co-financing rules, earmarking, common results framework, joint appraisal, unified M&E/verification (RBF), fiduciary standards (budgets, etc), grievance and safeguards	• Comprehensive Financing Guidance for SKills and Lifelong Learning • Costing Guide for Skills and Lifelong Learning • Results Based Financing Guide for Skills Development and LLL	
International dev. Finance & ODA	• Integrate jobs and social protection within PDBs, IFIs operations	• Job and skills markers	

	• Promote budget support for jobs and social protection		
Private domestic and international finance, FDI	• Attract SDG-aligned investment • Revise FDI and investment strategies to be favourable to employment, social protection and decent work • Build capacities in investment promotion institutions • Facilitate policy dialogue and fostering inter-ministerial cooperation, cross-border social dialogue, to engage more effectively with MNEs. • Technical support to DFIs to align their social standards with ILO decent work principles contained in ILS.	• SDG bonds • Assessing the Impact of FDI on Decent Work • Capacity building on the Multinational Enterprises Declaration	Empowering Women, Building Sustainable Assets (UN Women, Phenix Capital, *2024*): Insights into gender lens investing for impact funds. Target Setting Guidance for Banks: (UN Women and UNEP FI, 2024). Developed with UNEP FI to advance women's empowerment in banking. Gender Finance Booklet (UN Women and UNDP, 2023). Guidance for financial centres integrating a gender lens. Bonds to Bridge the Gender Gap: A Practitioner's Guide to Using Sustainable Debt for Gender Equality (UN Women, IFC and ICMA, 2021). Gender Bonds Toolkit for Africa (UN Women, FSD Africa, BII, *2024*): Guidance on gender bond issuance including data and trends. Assessing the Impact of FDI on Decent Work - Exploring KPIs for Foreign Direct Investment Impact Assessment | International Labour Organization ILO Financing Policy Brief Series_FDI.pdf https://www.ilo.org/resource/other/mne-declaration-and-trade-and-investment

4. Acting on the macroeconomic framework		TOOLs	Link to tools and data from global resources
Fiscal, monetary and financial policy	Contribute to an inclusive policy dialogue to • Balance macro-fiscal stability concerns with jobs, social protection and growth objectives (currency, debt, inflation, fiscal targets) • Expand tax revenues (level, type) consistent with inclusive growth • Promote preferential credit and prudential rules, guarantee schemes, public finance • Analysing the gendered impact of economic crises and recovery efforts. • Impact evaluation of macroeconomic policies from a gender perspective • Identifying alternative sources of financing to promote gender equality and the empowerment of women and girls	• Macro diagnostics • Model development for policy options (Structural model for sustainable development) • Modelling the macroeconomic and microeconomic impacts of policies aimed at enhancing gender equality • Assessing fiscal stabilization and stimulus packages from a gender equality perspective, identifying areas that macro-level policies can effectively target to address gendered impacts of the economic crises • Assessing the employment situation and promoting a gender responsive structural transformation	Macroeconomic diagnostic for jobs and social protection How to assess fiscal stimulus packages from a gender equality perspective (Applied Policy Tool, UN Women/ILO 2021) Assessing the gendered employment impacts of COVID-19 and supporting a gender-responsive recovery (Applied Policy Tool, UN Women/ILO 2021) Engendering Fiscal Space: A Policy Framework for Financing Gender Equality (UN WOMEN, April 2025) ILO Global Care Policy Portal - investment simulator Assessing the employment situation in five countries and promoting a gender responsive structural transformation | International Labour Organization

6. Key data and information sources available at country level

Tabular overview of main data and information sources available at country level and their relevance to inform the GA financing strategy. This table should be used by country teams working on the Financing strategy to perform an assessment of available data under key categories.

Topic	Status and quality of data at country level	Relevance to the GA financing strategy
Medium term expenditure frameworks	A MTEF is an ideal tool for translating national employment and social protection policies into public expenditure programmes within a coherent multi-year macroeconomic and fiscal framework.	Key for baseline data
Social protection spending data	Data for all pathfinder countries (ILO | Social Protection Platform (social-protection.org)	KPI on increased expenditure
Employment spending data	Available for 6 countries (including Namibia and Uzbekistan) https://www.ilo.org/publications/guide-review-employment-related-public-expenditures-and-application-six	KPI on increased expenditure
Social protection financing gaps	Data for all pathfinder countries. Source: Financing gap for universal social protection: Global, regional and national estimates and strategies for creating fiscal space	Supports establishing resource needs for GA Roadmaps
Skills financing gaps	No standard global skills financing gap series, especially for learning in world of work. Methodologies are very variable Feasible estimations under GA using costing of roadmap skills measures and confront with financing baseline (all sources, including private and donors) deriving programme-level financing gaps Forthcoming ILO publications: ● Comprehensive Financing Guidance for SKills and Lifelong Learning ● Costing Guide for Skills and Lifelong Learning ● Results Based Financing Guide for Skills Development and LLL Recent publications from other organisations: Global review of training funds: spotlight on levy-schemes in 75 countries - UNESCO Digital Library World Bank Document	Estimates enable identification of resource needs and sequencing for roadmaps Provides base information for stable financing design and RBF design

SDG costing estimates	SDG Financing Tool (imf.org) Annual SDG Financing Gaps Measured in Trillions: FSDR 2024 – SDG Knowledge Hub (iisd.org) Under the INFFs: Integrated National Financing Framework | Development plan costings repository (inff.org) Cote d'Ivoire, Rwanda, Senegal (costing and multiplier effects of investments in childcare services)	Large discrepancies. It is unclear to what extent showing the gap is helping to increase funding
Fiscal space analysis	Government budget statements, national accounts, data on ODA.	
OECD DAC data	Existing data on donor, recipient and sector (employment policies, social protection and Advanced technical and managerial training). Data for all pathfinder countries.	
Development Finance assessment / INFF	INFFs: Indonesia (2022) Development Finance Assessment: Albania (2024), DRC (2023), Cabo Verde (2022), Senegal (2022) Vietnam (2022)	

Annex I: Sample analytical framework for the development of a financing strategy under the GA

Financial Needs and Impact Assessment	
Category	**Guiding Questions**
Costs	• **What are the financial resources needed to implement the GA strategic acceleration points and priority actions?** (e.g., cost of legal framework revisions, Skills and ALMPs implementation, capacity building activities and trainings, extension of social protection coverage, formalisation of jobs, feasibility studies, labour market MIS improvements, etc., as outlined in the GA Roadmap priority actions) • **What is the timeframe that the financial resources are needed to implement the GA strategi acceleration points and priority actions?** (e.g. short-term investments, multi-year investments, recurrent expenditures, and/or a combination of these over time)
Impact	• **What are the economic and social returns of the implementation of what types of GA roadmap priority actions?** (e.g., involves macroeconomic impact assessments, estimation of fiscal and other economic returns of sectoral, employment and social policy reforms, amongst others)
Linkages to existing financing strategies	
Category	**Guiding Questions**
National/Sectoral	• **How can the GA Financing Strategy be designed in a coherent manner with relevant national and sectoral strategies** • **How can the GA financing strategy align with the country's medium-term fiscal policy framework?** • **Where specifically can synergies between different financing strategies be created to channel limited available resources?**
International/ Multilateral	• **How can the GA financing strategy be best aligned with the World Bank, INFF, other financing strategies to avoid fragmentation of financial flows?**
Public spending on social protection and jobs	
Category	**Guiding Questions**
Government Expenditure on Social Protection and Employment	• **How much is the government spending on social protection and employment? What is the trend?** ○ E.g. budget support for old age pensions, income losses due to sickness, income losses due to unemployment, work injury, etc. ○ Budget support for skilling, professional integration, entrepreneurship and livelihoods of the un(der)employed, inactive persons ○ Fiscal incentives for employment creation, skilling, formalisation and employment quality • **What is the spending (grants, loans, etc.) from other public and quasi-public agencies that are not part of (sub)national government budget?** • **How does the country public spending compare to comparator countries** (e.g., % of GDP) • **To what degree are the current public expenditures aligned with the GA roadmap objectives?**

Public Finance Management	• **Where can fiscal space be increased?** E.g., strengthened domestic revenue mobilization through better tax policy and administration, social contributions, improved expenditure management, macroeconomic and fiscal measures, greater efficiency and coherence of existing programmes, transfers from other levels of government, reduction of fraudulent payments, etc.) • **What are the bottlenecks for more public spending on the priority actions?** (e.g., budget preparation and expenditure inefficiencies, absorptive capacity, off-budget expenditures, subnational financing flow, policy and regulatory framework, bureaucratic process inefficiencies, etc.)
Revenue mobilization for social protection and jobs	
Category	**Guiding Questions**
Tax systems and administration	• **How effective is the tax administration in collection efforts, and is there space to improve the results within the existing tax mix and structure?** • **What efforts are being done to reduce tax costs and increase compliance?** • **How does the current tax mix considers its implications on employment and social protection outcomes – both from the perspective of directing resources to these policy areas** (e.g., earmarked taxes), **and as an incentive/disincentive to desired outcomes?** (e.g., is the tax mix progressive or regressive, is enforcement affecting progressiveness, are high labour related taxes preventing formal job creation, is the tax burden on recipients of social protection undoing the impact of transfer, etc) • **How does the country public revenues compare to comparator countries** (e.g., % of GDP) • **How is data interoperability with other public and private institutions being used to improve tax compliance and reduce enforcement costs?**
Contributory social protection	• **How effective are social security institutions in contribution collection efforts, and is there space to improve the results within the existing institutional capacity and systems?** • **Are there plans to introduce new schemes to groups previously uncovered (e.g. self-employed, informal workers) or to cover a new SP branch (e.g. unemployment, maternity)?** • **What efforts SP institutions are putting in place to enhance their capacity and systems to improve compliance of mandatory schemes** (e.g. inspection, data exchange with Tax authorities, outreach, automatic affiliation schemes)**?** • **How is data interoperability with other public and private institutions being used to improve social security compliance and contribution density, and reduce enforcement costs?**
Formalization efforts	• **What are the key challenges of formalization in the country** (e.g., are there specific drivers, sectors or groups of workers and economic units that are harder to formalize), **and what are the measures being taken to address them?** • **How are efforts to increase the tax base and the coverage of contributory social security schemes coordinated/synergized?**

Investments with a social impact	
Category	**Guiding Questions**
Domestic (non-public) and International Investments	• **To what degree do international private and public investments support decent jobs and social protection** (e.g., grants, loans and equity from commercial and non-commercial entities, ODA, MDBs)? • **What is the level of domestic investments in productive job-rich sectors and social sectors** (affordable care, etc.) • **What is the level of FDI in productive job-rich and social sectors**?
Bilateral	• **How can bilateral financing (which is mostly in the form of grants) be relevant to specific priority actions of the GA roadmap and address a portion of the financing gap?** • **What are the key potential bilateral donors in the context of the country**? (donor objectives/interests/capacities/engagement and how do they link to the GA roadmap)
Multilateral	• **How can multilateral financing (grants, loans, guarantees, bonds, other forms of concessional finance, etc.)** be relevant to specific priority actions of the GA roadmap and address a portion of the financing gap? (Discussions on financing instruments relevant for the GA Roadmap can facilitate identification of alternative funding sources) • **What are the key potential multilateral financiers (World Bank, IMF, IFIs, global funds, etc.) in the context of the country? (**financier objectives/ interest/capacities/engagement and how do they link to the GA roadmap) • **Can some of the various types of financial sources or different actors be aligned/combined for certain priority actions of the GA Roadmap?** • **What are the barriers to more multilateral investment in social protection and employment?**
Private	• **How can international private finance be mobilized, such as investment funds, private companies, associations, foundations, and NGOs?** • **What are potential private financiers for what area of the GA Roadmap?** • **What are the barriers to more private investment in social protection and employment?** • **How can private investment results in stronger outcomes for decent jobs?** (including through greater linkages with local suppliers)
Macroeconomic and fiscal policies	
Category	**Guiding Questions**
Macroeconomic and fiscal policies	• **What are the macroeconomic policy options?** (consider different fiscal measures, options of borrowing and debt restructuring, etc.) • **How macroeconomic measures consider employment and social protection outcomes in policy decision making?** (e.g., how interest rates setting consider impacts on job-rich sectors, how debt ceilings allow for social protection expenditure, how monetary policy impacts job creation in export-oriented sectors)