

**Joint Programme Document**  
- Final -

**A. COVER PAGE**

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number** *(leave blank / automatically populated in Atlas)*
- 3. Joint programme title:** Accelerating Viet Nam's transition toward inclusive and integrated social protection
- 4. Short title:** Viet Nam's Inclusive Social Protection
- 5. Country and region:** Viet Nam
- 6. Resident Coordinator:** Kamal Malhotra, kamal.malhotra@un.org
- 7. UN Joint programme focal point:** Betina Ramírez López, ILO, ramirezlopez@ilo.org
- 8. Government Joint Programme focal point:** Nguyen Manh Cuong, Director-General, International Cooperation Department, Ministry of Labour, Invalids and Social Affairs, Email: [cuong@icd-molisa.gov.vn](mailto:cuong@icd-molisa.gov.vn)

**9. Short description:**

The Joint Programme (JP) will support Viet Nam in accelerating its transition towards an inclusive and integrated social protection (SP) system by demonstrating the potential of an (i) integrated multi-tiered social protection system (MTS) using the life-cycle approach; (ii) extended social care services system; and (iii) innovative e-service delivery system. It will accelerate the achievement of the targets established under the Government of Viet Nam (GOVN) SP related Master Plans on social insurance, social assistance and digitalizing SP service delivery and M&E system. The focus is therefore on expanding the coverage, and improving efficiency of delivery, of social insurance (SI) and social assistance (SA) services to groups insufficiently covered or at risk of being left behind.

The outcomes are:

- An integrated gender-sensitive multi-tiered expansion strategy for accelerating SDG progress towards universal social protection coverage
- Inclusive social care system for the most vulnerable for accelerating SDG progress
- Integrated e-system for delivering SP services and real-time M&E for accelerating SDG progress.

The long-term impact of the UNJP's integrated approach could include, by 2030, having 100 per cent of the 20 million children in Vietnam benefiting from social protection. This would also represent an expansion from 30 per cent to 45 per cent of the workforce participating in social insurance. Likewise, 100 per cent of women giving birth would be protected, as opposed to the 26 per cent who currently have access to paid maternity leave. The new multi-tiered social protection system would also increase old-age protection to 60 per cent of the elderly, as per the Government's targets, up from around 30 per cent today. Finally, while the current social assistance benefit for PLWD reaches around one million people, the project will promote an expansion to an additional one million people plus an additional 200,000 caregivers. The long-term impact of the intervention could expand care services to 100 per cent of the elderly by 2030, which would be an additional 2 million PLWD.

- 10. Keywords:** Leave No One Behind (LNOB), Viet Nam, Social Protection, Social Care, SDG acceleration, E-Systems

## 1. Overview of budget

<b>Joint SDG Fund contribution</b>	<b>USD 2,000,000</b>
ILO	USD 500,753
UNICEF	USD 100,000
UNFPA	USD 100,050
UNDP	USD 100,000
<b>TOTAL</b>	<b>USD 2,800,803</b>

## 12. Timeframe:

Start date	End date	Duration (in months)
<u>01 Jan 2020</u>	<u>31 December 2021</u>	<u>24</u>

## 13. Gender Marker: 2

## 14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls		X
Youth		X
Persons with disabilities	X	
Older persons	X	
Minorities (incl. ethnic, religious, linguistic...)		X
Rural workers		X
Victims of violence		X

## 15. Human Rights Mechanisms related to the Joint Programme

Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)  
 Convention on the Rights of Persons with Disabilities (CRPD)  
 Convention on the Rights of the Child (CRC)  
 International Conference on Population and Development (ICPD)  
 Universal Periodic Review (UPR)

## 16. PUNO and Partners:

### 16.1 PUNO

- Convening agency:
  - o ILO – Ramírez López, Betina, Social Protection Officer, ramirezlopez@ilo.org
- Other PUNOs:
  - o UNDP – Nguyen Tien Phong, Assistant Resident Representative, Head of Inclusive Growth Unit, nguyen.tien.phong@undp.org
  - o UNFPA – Nguyen, Ngoc Quynh, Program Officer on Social Protection and Inclusive Growth, quynh@unfpa.org

- UNICEF – Okimoto-Kaewtathip, Chief of Social Policy and Governance, okimotokaewtathip@unicef.org and Le Hong Loan, Chief of Child Protection, lhloan@unicef.org

**16.2 Partners**

- National authorities:
  - Ministry of Labour, Invalids and Social Affairs (MOLISA)
    - Social Insurance Department (SID): Mr Pham Truong Giang, Director General, ptgiang0212@gmail.com
    - Social Assistance Department (DSA): Mr Nguyen Van Hoi, Director General, nvhoi11@yahoo.com
    - Department of Children’s Affairs (DCA): Mr Dang Hoa Nam, Director dangnamcpfc@yahoo.com
- Civil society organizations:
  - Vietnam Women’s Union: Ms Nguyen Cam, Director General, Head of Policies and Legal Department, tcam.nguyen@gmail.com

Other partners will also be engaged throughout the implementation of this JP. For example, the Ministry of Finance and relevant committees of the National Assembly, the Ministry of Justice, the Ministry of Education and Training, as well as the Ministry of Health, selected provincial authorities, as appropriate. Finally, tripartite social dialogue will be ensured through the engagement of workers’ and employers’ representatives, these are the Viet Nam Chamber of Commerce and Industry (VCCI) and the Viet Nam General Confederation of Labour (VGCL). Other key actors will be consulted as necessary.



**SIGNATURE PAGE**

<p><b>Resident Coordinator</b></p> <p>Date and Signature 2 December 2019 [Redacted]</p>	<p><b>National Coordinating Authority</b></p> <p>Name of institution Name of representative Date Signature and seal</p>
<p><b>Participating UN Organization (lead/convening)</b></p> <p>ILO Chang-Hee Lee, Director Date 28/11/2019 Signature and seal [Redacted]</p>	
<p><b>Participating UN Organization</b></p> <p>UNDP Caitlin Wiesen, Resident Representative Date 2 Dec. 2019 Signature and seal [Redacted]</p>	
<p><b>Participating UN Organization</b></p> <p>UNICEF Rana Flowers, Representative Date 28/11/2019 Signature and seal [Redacted]</p>	
<p><b>Participating UN Organization</b></p> <p>UNFPA Naomi Kitahara, Representative Date 11/28/19 Signature and seal [Redacted]</p>	

## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

- 1. An integrated gender-sensitive multi-tiered expansion strategy for accelerating SDG progress towards universal social protection coverage
- 2. Inclusive social care system for the most vulnerable for accelerating SDG progress
- 3. Integrated e-system for delivering SP services and real-time M&E for accelerating SDG progress

#### 3.2 Outputs

- Output 1.1. - Legal review and drafting to facilitate the development of a rights-based, coherent SP framework
- Output 1.2 Evidence-based policy options aimed at improving tax-based floors and contributory schemes and the links between them, in line with MPSARD and MPSIR objectives
- Output 1.3 Advocacy and communications support to Govt and other partners to facilitate evidence-based decision-making on existing and new multi-tiered schemes.
- Output 2.1 Evidence-based, gender-sensitive policies on social care and welfare adopted for implementation of inclusive social protection system
- Output 2.2 National capacity for developing and implementation of policies on social care and welfare strengthened
- Output 3.1: Innovative solutions for the development of an integrated e-system of delivering SP services and real-time M&E experimented.
- Output 3.2. Plan for scaling-up the successfully experimented solutions for the development of an integrated e-system of delivering SP services and real-time M&E approved by Government.

### 4. SDG Targets directly addressed by the Joint Programme

#### 4.1 List of targets

##### Goal 1. End poverty in all its forms everywhere

- 1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

##### Goal 5. Achieve gender equality and empower all women and girls

- 5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

#### 4.2 Expected SDG impact

The JP will support the GoVN both in relation to policy development and implementation capacity in relation to the national Master Plans on social insurance and social assistance, and

application of information technology in implementing social protection policies. This will accelerate progress towards the extension of social protection (SDG 1.1) which will, in turn, accelerate progress towards the reduction in poverty target set in SDG 1.3. In particular, the focus of the JP on social care issues will accelerate progress towards the achievement of SDG 5.4 on the recognition and valuing of unpaid care and domestic work that is mainly carried out by women.

## **5. Relevant objective/s from the national SDG framework**

### 1. Socio-Economic Development Strategy (SEDS) 2011-2020:

- Main objectives in socio-cultural development: Up to 2020, the rate of poor households will decrease 2-3 per cent per year on average and 4-5 per cent per year in mountainous EM areas; social security and welfare and community health care will be guaranteed.
- Develop a diversified and increasingly widened and effective social security system.
- Develop and diversify insurance systems: social insurance, unemployment insurance, industrial accident and disease insurance, etc.
- Encourage and create favourable conditions for labourers to get access and participate in various types of insurance.

### 2. Socio-Economic Development Plan (SEDP) 2016-2020:

- Overall objective: To ensure macroeconomic stability, strive to achieve economic growth rates higher than that of the previous five years. To accelerate the implementation of strategic breakthroughs, economic restructuring associated with growth model innovation and improving productivity, efficiency and competitiveness. To promote cultural development, the practice of democracy, social progress and justice, ensure social security, enhance social welfare and improve people's lives.

### 3. Viet Nam's Master Plan on Social Assistance Reform and Development (MPSARD):

- Main objective: To expand social assistance coverage with priority given to young and vulnerable children, PLWDS and old people, including through increased benefit levels to reach minimum living standards and enhance the effectiveness and efficiency of the overall social assistance system.
- Key target: By 2025, expanding social assistance coverage to children under 36 months, older people (OP), persons with disabilities (PLWD) and other vulnerable people

### 4. Viet Nam's Master Plan on Social Insurance Reform (MPSIR):

- Overall objective: Expanding firmly social insurance coverage towards the goal of social insurance for all. Develop a diversified, multi-tiered, modern and integrated social insurance system with principles of contributing-benefiting, equity, equality, sharing and sustainability.
- Key target: By 2025, expanding social insurance coverage to reach 45 per cent of the working age population, including farmers and informal workers. Have 55 per cent of persons above retirement age entitled to a pension, monthly social insurance benefits or social allowances.

### 5. National Programme on Social Work Development, 2010-2020

- Key target: 60,000 managers and frontline workers received social work training at different educational levels
6. Viet Nam's Master-plan on development of the national database of social protection and application of information technology in implementing social protection policies until 2020 with a vision until 2030 (MNDSPITA)
- Main objective: To improve the delivery of social protection services to all citizens, streamline/integrate administrative procedures, simplify paper work, enhance effectiveness and efficiency of State management work, reform the service delivery by promoting the digitalized SP service delivery and M&E system.
  - Key targets by 2020-2025: Approving the legal framework and implementing the electronic system (e-system) of social protection cards for consolidating and providing services on a single platform, including areas of social assistance, poverty reduction, national merit' benefits, social insurance, health insurance and unemployment insurance.

## 6. Brief overview of the Theory of Change of the Joint programme

### 6.1 Summary:

The overall objective of the UNJP is to support Viet Nam in accelerating its transition towards an inclusive and integrated social protection (SP) system. This will lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and gender-sensitive social protection system. The ToC of the project is that the provision of technical inputs through the UNJP will lead to improved policy and implementation capacity on the side of the GoVN for expanding the coverage and improving delivery of social protection services. This, in turn will accelerate the achievement of the selected SDG/VSDG targets. In the period to 2022, the main focus of the UNJP is on policy development and capacity building (both human and IT) as these are essential preconditions to the implementation of an inclusive social protection floor.

The long-term impact of the UNJP's integrated approach could include, by 2030, having 100 per cent of the 20 million children in Vietnam benefiting from social protection, compared to just 190,000 today. This would also represent an expansion from 30 per cent to 45 per cent of the workforce participating in social insurance. Likewise, 100 per cent of women giving birth would be protected, as opposed to the 26 per cent who currently have access to paid maternity leave. The new multi-tiered social protection system would also increase old-age protection to 60 per cent of the elderly, as per the Government's targets, up from around 30 per cent today. Finally, while the current social assistance benefit for PLWD reaches around one million people, the project will promote a gradual expansion to an additional one million people plus an additional 200,000 caregivers. If the UNJP's efforts linking care services to social assistance benefits are successful, the long-term impact of the intervention could expand care services to 100 per cent of the elderly by 2030, which would be an additional 2 million PLWD.

### 6.2 List of main ToC assumptions to be monitored:

- GoVN commitment to financing social protection
- Fiscal space exists to allow extension
- Political commitment to implement Master Plans on SI, SA and digitalizing SP service delivery, M&E system, especially of SI and SA services.
- SP bodies engage with JP
- Capacity building activities translate into concrete actions



- Co-ordination amongst GoVN departments and agencies

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## **7. Trans-boundary and/or regional issues**

Considering the fact that Thailand, Cambodia, Lao and Viet Nam were shortlisted to present full ProDocs to the SDG Fund, the UN team in Vietnam, under the leadership of the RC, will explore with other RC/RCOs the possibility of organizing a regional event not only to share the lessons from the UNJP implementation, but using the UNJP's frameworks to promote sharing of challenges and best practices between countries in the Mekong Region. Given that Vietnam will be the ASEAN Chair in 2020, the UN team in Vietnam will seek to seize the opportunity to collaborate with the Government for knowledge and experience sharing on social protection through the ASEAN network and events calendar. The aim will be to promote inclusive and universal social protection coverage.



## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

##### *Context*

Viet Nam is a lower middle-income country with a GDP per capita of \$2,587 in 2018, as per the country's General Statistics Office. Viet Nam has a population of 97 million people of whom one-quarter (23 per cent) are under the age of 15. Viet Nam has a rapidly ageing population and already 11.9 per cent are 60 or older.

Viet Nam's economy has experienced strong growth in recent decades with an average growth rate of around 7 per cent in 2017-18. Conversely, poverty has fallen significantly from 20.7 per cent (national measure) in 2010 to 5.3 per cent in 2018. Despite the impressive progress at the national average level, pockets of extreme poverty remain and persist, particularly in ethnic minority communities. Other challenges related to the transition from a low- to a middle-income country include strong internal migration, increasing vulnerability to international economic shocks due to integration into the global economy and extreme weather events triggered by climate change. In addition to these problems, employment and labour market participation patterns and the informality of the labour market, as well as productivity and income distribution patterns, suggest that the benefits of growth have been unevenly distributed among different population groups. Urban areas are generally better off. The poor, over-represented among ethnic minorities and in rural Vietnam, still too often lack basic services. It is also important that the current social assistance system is mainly geographically or categorically targeted with focus on only very disadvantaged children and adult, thus excludes other vulnerable children and adult in serious need of social assistance, including the working poor, especially individuals from the informal sector and migrant workers. At the same time, the compulsory social insurance system includes workers who are only in formal employment relations, again, leaving out the informal sector.

In 2013 Viet Nam's overall state investment in social security as a share of GDP was around 2.81% or 5.11% if all employment-based social insurance transfers are included. However, expenditure on SA transfers remained low at 0.49% of GDP in 2013, which mostly covered social pensions for people over 80. Only 0.21% of GDP is spent on cash transfers under Decree 136 administrated by MOLISA, of which only 0.04% of GDP was allocated for children. Investment in social security is strongly biased towards formal sector employees.

##### *Social Protection*

Viet Nam has a relatively developed social protection system with a social insurance system that covers a wide range of contingencies including pensions, and unemployment insurance. However, the current SA and SI policies have been independently designed and implemented, which together with fragmentation, makes the expansion of coverage and effective financing of SP a challenge.

This situation has led to the following gaps:

- Less than 1 per cent of children under 36 months are covered by SP benefits and social assistance for children is characterised by fragmentation of various benefit schemes managed by different stakeholders, low coverage and levels of benefits.
- Only one third (33.5 per cent) of older people received a pension; and only 1.2 million persons with the most severe disabilities (out of 6.2 million PLWDs aged 2 years and above) received social assistance, accounting for around 19.3 per cent of total PLWDs.
- SI covers around 27 per cent of the labour force, while (voluntary) SI covers only 0.5 per cent of informal sector workers (2015).
- Working families often lack social care support for children, PLWDs and OPs, with the burden often carried by working age women.
- The SP management system is characterized by the lack of a synchronized database, real time M&E system and weak linkages among different pillars of SP system.
- The fragmentation of the SA system has resulted in a thin spread of limited resources; this together with ineffective SA and SI service delivery systems result in high administration costs.

Despite relatively high levels of internet penetration (66% in 2018) and mobile phone use, social assistance benefits, SI contribution and pension payments are still cash-based. As a result, it is necessary that the social protection framework urgently develops an inclusive approach built on instruments that make basic services accessible not only to the population that is easy to identify and reach, but also to those more exposed to poverty and other forms of economic and social exclusion. In the coming years, social protection institutions will have to play an increasing role and make additional efforts to maintain the current well-being and develop future opportunities for those who have been left behind in the development process so far.

The GoVN has recently adopted the Master Plans for Social Insurance Reform (MPSIR), and for Social Assistance Reform and Development (MPSARD). Additionally, it has signalled its intention to develop a national database of social protection through the application of information technology in implementing social protection policies (MNDSPITA). These provide a unique opportunity for the UN system to engage with the GoVN to assist in the implementation of these Master Plans and to ensure that the principle of Leaving No One Behind is fully integrated into their implementation. PUNOs have already been involved in supporting MOLISA to develop these plans and are, therefore, ideally placed to accelerate progress towards their implementation. One of the key objectives of the UNJP is to support a more integrated approach through a multi-tier strategy.

The Party's Central Committee endorsed the Master Plan on Social Insurance Reform (MPSIR) in May 2018 under Resolution 28-NQ/TW. The major reform areas included developing a multi-tier social insurance system, creating flexibility in minimum contribution requirements for pension entitlement, increasing the retirement age from 2021, narrowing the gender gap in retirement age, and expanding social insurance to the informal sector. With Resolution 28, an extremely welcomed decision by the UN is the establishment of the goal of universal coverage, meaning that Viet Nam aligns itself with the key international normative references such as the ILO Social Security (Minimum Standards) Convention 102; the ILO Recommendation on Social Protection Floors (R202) and the UN 2030 Sustainable Development Agenda. Nevertheless, implementation faces challenges, especially in expanding SI coverage among informal workers. Social insurance schemes are in place but mostly cater to workers in the formal economy. The current system is designed for those in full-time, permanent employment and with clear employer-employee relationships. Challenges include extending social insurance to the informal economy which is characterized by atypical employment arrangements and income patterns; gaps in the legal framework; low

attractiveness of the voluntary regime; lack of affordability for workers and financial and administrative constraints for employers; poor knowledge and information on social insurance rights and requirements; low trust in government institutions; weak representation and organization of workers and limited compliance and enforcement mechanisms concerning mandatory membership, especially for SMEs and household businesses. The existing social insurance mechanisms are thus not well adapted for the extension of coverage to informally employed workers. The gradual extension of social insurance coverage to workers in informal employment requires the development of specific mechanisms. An integrated, universal approach to delivering social security is required.

The MPSARD serves as the first comprehensive framework for non-contributory benefits in Viet Nam. It is comprised of three social assistance pillars including cash transfers, social care and emergency assistance. MPSARD incorporates elements of Social Protection Floor, and aims at a harmonized and effective system, emphasizing the importance of investing in social protection to advance the socio-economic development and life-cycle approach which is at the heart of ILO's Recommendation 202. Nevertheless, implementation of MPSARD might face a number of critical challenges and achieve sub-optimal impact, due to i) limited financial resources allocated by the Government, resulting in an unclear policy process and unpredictable implementation of MPSARD; ii) the current high level of fragmentation resulting in low coverage and high leakages which pose challenges in harmonizing social assistance schemes along the categorical ones; iii) continuous fragmentation of the system because institutional and administrative changes did not take place alongside reform of policies; iv) Weak linkages between cash transfers and social services, including social care and basic social services; v) Insufficient consideration of emerging challenges that are associated with macroeconomic restructuring, social exclusion and intensifying environmental risks – such as urbanization, migration, disability status and climate change.

Demographic challenges will underline the priorities for the system's development. With the general trend towards people living longer and being healthier for longer, the older population of Viet Nam is also ageing. Improved life expectancy will see the numbers of people of advanced aged (aged 75 and older) double during the next two decades, reaching around 5 million people by 2035 and accounting for one fourth of the total older population. While a large part of the older population, mostly those aged 60-69, stay active and healthier, and definitely are a valuable resource for development, the continuous increase of both absolute numbers and the percentage of those of advanced age (75 and above) raise concerns about demand for care, health and financial resources. In addition, feminization of ageing calls for giving special attention to older women due to their greater vulnerability, especially in more advanced age.

In 2011, 1.4 million people (13.7 per cent of older persons), mostly of advanced age, needed some kind of Activity of Daily Living (ADLs) support to maintain their proper living and ageing. It is projected that by 2019, the number of older people who will need ADL support will reach nearly 4 million, and by 2049, this figure will be nearly 10 million. A high disability rate among older persons also adds to the care burden (almost 80 per cent of PLWD in Viet Nam are older people aged 60 and above). However, the current social care system provides only institutional nursing and care services for 10,000 older persons. Family members, mostly women in the families who are not trained to provide proper social care services for older persons or being compensated, mainly provide care. The need for care will increase, as household size becomes smaller, resulting in an increased burden on women in the household, limiting their participation in labour market and thus access to social insurance schemes. Finally, the under-developed capacity of the workforce in public care services hampers the well-being of not only the elderly but also the women who take up the care responsibilities in their families.

There are also gaps in the human workforce and a limited budget for child protection. There are insufficient child protection staff and services in the social welfare and other related sectors such as education, health and justice. The provision of social welfare and child protection services to vulnerable children relies largely on para-professional workers and voluntary efforts at the commune level rather than trained and paid professionals. There are no qualified and designated social workers at the grassroots level.

Viet Nam's Master-plan (approved under Decision No. 708 by Prime Minister) on development of the national database of social protection and application of information technology for implementing social protection policies until 2020 with a vision until 2030 (MNDSPITA) aimed to "improve the delivery of social protection services to all citizens, streamline/integrate administrative procedures, simplify paper work, enhance effectiveness and efficiency of State management work, reform the service delivery by promoting on-line services and to support the development of a digitalized SP system". The action-plan approved by MOLISA's Decision No. 634 aims at achieving key 2020-2025 targets of MNDSPITA: include legal framework and implementing the national social protection database and e-system for consolidating and providing services (of social assistance, poverty reduction, national merit' benefits, social insurance, health insurance and unemployment insurance) on a single platform. However, the following challenges in implementing the above master plan remain:

- Fragmentation of or lack of overall policy framework that aligns objectives, coverage, benefit adequacy & budgets, resulting in a lack of coherence.
- Silo design and poor linkages in implementation and coordination of SP policies, programs within MOLISA agencies and between MOLISA with other agencies are dominant. Each component of SPS has its own delivery system; separate budgeting and delivery mechanisms.
- There are multiple sources of data entry. It is the same actual beneficiary, but collected, managed and used by different agencies, policies, programs with different information criteria, at different time/frequencies that result in inconsistent data about the beneficiary, incorrect aggregation and impossibility to match entities in different databases to create a unified profile of a beneficiary.
- SP service delivery systems are mainly dependent on limited staff of MOLISA, though it has started outsourcing payment of monthly cash transfer scheme through Viet Nam Post (a state-owned enterprise) but still mostly cash-based & lacking innovation such as use of mobile money.
- SP service delivery system is mainly manually transacted and there are significant variations in IT systems across provinces.
- M&E, reporting and complaint resolution systems are under-developed & inappropriate.

## 1.2 Target groups

*Women* - Women's labour force participation in Vietnam is one of the highest in the region at 71.7 per cent (2017). However, women have limited access to formal employment and are disproportionately engaged in vulnerable employment (69 per cent in 2012) which does not provide social insurance. Prevalence of domestic violence is high with three in five ever-married women experiencing some form of violence in their lifetime by their intimate partner. Women are primarily responsible for providing informal social care, as formal social care is

very limited. There is weak enforcement of the law and deep-rooted gender stereotypes and social norms that limit opportunities for women and girls.

*Children* - Children in Viet Nam are facing serious challenges, including violence against children, abandonment, trafficking, sexual exploitation and child labour. They face widening social inequality and persistent disparities and are more affected by poverty than any other social group. According to official government data, 68.4 per cent of children aged 1 to 14 experience some forms of domestic violence and 2,000 cases of child abuse are reported annually, including 1,500 cases of sexual abuse. Many cases of child abuse are not recorded due the lack of a functioning child protection system and a comprehensive data and information system. 20 per cent of children in Viet Nam face two or more deprivations in nutrition, education, shelter, health, water and sanitation, or social inclusion. Children constitute one-third (36.7 per cent) of the poor, with one-fifth of those under four years old living in poor households. About 80 per cent of ethnic minority children are deprived of access to social services, basic living standards, and stunting which affect 25 per cent of the under-five population. In anticipation of the demographic transition in the coming 10 years, investment in children will be key to sustain productivity and Viet Nam's competitiveness in the regional and global market. Yet, the majority of children in Viet Nam, including poor and extremely poor children, are not covered by social assistance due to narrowly defined eligibility categories of cash transfer schemes. While Decree No. 136/2013/ND-CP is one of the most important social assistance schemes for children, it covers only some selected groups of children in special circumstances<sup>1</sup> accounting for approximately only 0.8 per cent of all children. Young children aged 0-3 years old are physically and psycho-socially most vulnerable, and 27.5 per cent of them belong to the poorest quintile but are not defined as a target group for any regular social assistance schemes.

*Older people* - Older people are some of the poorest citizens in Viet Nam. When assessed against the near-poverty line of MOLISA - which is set at 1 million Vietnamese dong (VND) per month in rural areas and VND1.3 million in urban areas - the poverty rate among older persons aged 65 and above is 16.1 per cent (compared to the national near-poverty rate of 14.5 per cent) and rises to 17.1 per cent among those aged 70 and above. Furthermore, labour force participation for both women and men begins to fall at around 45 years of age. Among those aged 65-69, 48 per cent of women and 35 per cent of men no longer participate in the labour force, and this percentage rises to 91 per cent of women and 85 per cent of men aged 80 and above. Therefore, without a pension, the majority of older men and women have no access to an independent income and are forced to rely on others. In addition, the deterioration of health at older age and disability status increase the vulnerability of people at older age. Further, old age in Viet Nam is becoming increasingly feminized. Women comprise 59 per cent of all older people, increasing to 70 per cent among those aged 80 and above. However, because women are less likely to be employed in the formal economy, they are less able to access social insurance pensions: in 2016, 26 per cent of men aged 65 and above but only 12 per cent of women accessed a social insurance pension. This is despite the fact that women make up more than half of social insurance contributors. Because the burden of care continues to be placed almost exclusively on women, they experience career interruptions more often, affecting their salary and pension entitlements. Women, therefore, would benefit from an expansion of pensions more than men, particularly through a Social Protection Floor.

*People living with disabilities* - The National Survey on Persons with Disabilities 2016 by GSO shows that Viet Nam has a total of 6.2 million PLWDs aged 2 years and above, accounting for

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<sup>1</sup> Decree No.136/2013/ND-CP regulates key social assistance transfer schemes for categorized social protection beneficiaries, including selected groups of children in special circumstances.



7,09 per cent of the population. According to MOLISA, by the end of 2018, only 1.2 million persons with the most severe disabilities (out of 6.2 million PLWDs aged 2 years and above) received social assistance, accounting for around 19.3 per cent of total PLWDs. People with disabilities have fewer opportunities to work than non-disabled people. The percentage of employed people with disabilities aged 15 and over is 31.7 per cent, while the percentage of people without disabilities is 2.5 times higher, up to 82.4 per cent. According to the multidimensional poverty indicators, the rate of people with disabilities living in households with multidimensional poverty is 17.8 per cent and the rate of people without disabilities living in households with multidimensional poverty is 13.9 per cent. The Government has made great efforts to support people with disabilities. However, only 4 out of every 10 people with disabilities receive monthly allowances; one in every two persons is supported to purchase health insurance cards; one in three persons is exempted from medical expenses.

*Ethnic minorities* – The poverty headcount rate (measured in monetary expenditure) was significantly reduced from 57 per cent in the early 90s to 9.8 per cent in 2016 – one of the best global achievements of Millennium Development Goal 1. The most updated rate of multi-dimensional poverty at the end of 2018 remained at 5.23 per cent. However, ethnic minority people who make up only 14.6 per cent of the country’s population, constituted 63.35 per cent of multi-dimensional poor and more than 95 per cent of the country’s extreme poor (less than US\$1.9 per person per day, 2011 PPP). Poverty is also significantly deeper among poor ethnic minority households than among poor Kinh and Hoa households. Similar disparities are evident in education. Although the proportion of ethnic minorities in employment (as opposed to small-scale self-employment) is increasing, this still remains below average and many are engaged in informal and low paid employment which does not provide social protection coverage.

Relevant recommendations of human rights mechanisms that will be addressed by the JP include:

- ICPD Program of Action 2014

6.18 All levels of government in medium- and long-term socio-economic planning should take into account the increasing numbers and proportions of elderly people in the population. Governments should develop social security systems that ensure greater intergenerational equity and solidarity and that provide support to elderly people through the encouragement of multigenerational families, and the provision of long-term support and services for growing numbers of frail older people.

6.19 Governments should seek to enhance the self-reliance of elderly people to facilitate their continued participation in society. In consultation with elderly people, Governments should ensure that the necessary conditions are developed to enable elderly people to lead self-determined, healthy and productive lives and to make full use of the skills and abilities they have acquired in their lives for the benefit of society. The valuable contribution that elderly people make to families and society, especially as volunteers and caregivers, should be given due recognition and encouragement.

- CEDAW

The Committee recommends that the State party

29. (c) Provide a regulatory framework for the informal sector, with a view to providing women in the sector with access to social protection and other benefits; and

35. (b) Ensure access by women to the agricultural and informal sectors, and by older women and minority women, especially women from the Degar and Khmer Krom communities, to training opportunities, such as vocational training, and financial resources, such as income-

generating projects, credit facilities and pension and social benefits schemes, on an equal basis with men.

- CRC

Review and increase where necessary the level of financial resources allocated for the implementation of the Convention, and prioritize budgetary allocations for it. In this regard, the Committee urges the State party to allocate more resources for social protection policies and programmes, including for child protection, and in doing so to pay particular attention to socially and economically disadvantaged and marginalized children, especially children living in remote areas, children with disabilities and children belonging to ethnic minorities and indigenous groups.

- UPR

38.107 Take further measures to reduce inequalities and enhance access to services, especially for vulnerable persons, including women, children and persons with disabilities (Bhutan); 38.127 Continue efforts to combat extreme poverty, particularly absolute poverty, which affects vulnerable groups such as women, children, the elderly and persons with disabilities (Tunisia);

38.201 Enhance activities aimed at encouraging the participation and contribution of the elderly in the community (Sri Lanka); 38.240 Increase the number of social service workers and service providers to support the elderly (Myanmar);

38.250 Promote and multiply existing models for the elderly to easily access public services, especially health-care services (Kyrgyzstan); 38.286 continue to improve the quality and accessibility of services for persons with disabilities, in particular for children with disabilities, to allow them to better integrate into society (Singapore).

### 1.3 SDG targets

Goal 1. End poverty in all its forms everywhere

- 1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

Goal 5. Achieve gender equality and empower all women and girls

- 5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

The GoVN has currently put in place various Master Plans and other policies to improve social protection and social care. However, the challenge will be to implement these in an integrated manner consistent with the Social Protection Floor approach. This integrated UNJP will support both policy development and capacity building in order to facilitate an integrated approach across the different departments of MOLISA and with other key stakeholders. This will ensure that progress towards the SDG goals specified above can be achieved, and also contribute to the overall reduction of inequality.

Data on relevant baselines and targets for these SDGs is set out below insofar as it is available. (Data on extrapolation of trends is not currently available).



SDG Target	Outcome Indicator Statement	Baseline (year)	Target (year)	Means of Verification & Frequency of Data Collection	Monitoring Focal Point(s)
1.2	1.1.2. Proportion of population living below the national poverty line, by sex and age (SDG indicator 1.2.1)	5.23 per cent poor households (2018, by national multidimensional poverty line)	Poverty reduction (using the national multidimensional poverty (MDP) line) by 1-1.5 per cent per year (2021-2025 SEDP) or reduced from 1/2 to 2/3 scale of poor households in comparison with early 2021	MOLISA report based on VHLSS (Every two years)	UNDP (UNICEF, UN Women)
1.2	1.1.3. Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions (SDG indicator 1.2.2)	10.9% in <a href="#">2016</a> (HDR Vietnam's <a href="#">2018</a> Statistical Update)	Poverty reduction (using national poverty line, which is multidimensional) by 1-1.5 per cent per year (2016-2020 SEDP)	VHLSS (Every two years)	UNDP (UNICEF)
1.3	1.1.4. Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, new-	VSS: 21.1 per cent of the labour force (2014); VHI: 73 per cent of population (2015); Social pension (80+): 1.56 million (70 per cent of the 80+ population) (2014);  Disability benefit: 800,000 people with severe disability and 183,500	Universal coverage of health insurance (2025)  See also targets in Master Plan for Social Assistance Reform	Viet Nam Social Security agency (VSS), Viet Nam Health Insurance (VHI), MOLISA (Social Assistance Department – administrative data) (Annually)	UNDP (UNICEF)

	<p>borns, work-injury victims and the poor and vulnerable (SDG indicator 1.3.1)</p>	<p>people with severe mental problems (2014, the total estimated population with disabilities is 7.2 million);</p> <p>Around 200,000 children and people with special circumstances (such as abandoned children, orphans, people living with HIV and single elderly) (2014);</p> <p>More than 5 million school children from poor and ethnic minority households received tuition waiver, education support, school meals and stipends for 9 schooling months a year (2014)</p>			
5.4	<p>1.1.6. Proportion of time spent on unpaid domestic and care work, by sex, age and location (SDG indicator 5.4.1)</p>	TBC	TBC	TBC	<p>UN Women, ILO</p>

#### 1.4 Stakeholder mapping

The key stakeholder, or executing agency, is the *Ministry of Labour, Invalids and Social Affairs* (MOLISA) and its key departments:

*Social Insurance Department (SID)* is MOLISA's functional department responsible to support MOLISA minister in implementing the state management on social insurance. SID has the authority to support MOLISA in drafting:

- Law and regulations on social insurance
- Policies, masterplan, plans, schemes on social insurance, the target for increasing SI coverage
- Other policies and guidance on the implementation of the Social Insurance Law, covering mandatory social insurance, voluntary social insurance and other forms of social insurance.
- Guidance on the reporting and monitoring of social insurance.

SID will be a key partner of Outcome 1, through which the JP will support both a full actuarial valuation of the social insurance system, to support evidence-based policy-making, but also mainstream this work into the process of review of the Social Insurance Law, which will seek to reflect the goal of universal coverage. SID will also play the leading role in the implementation of Resolution No. 28 on the reform of social insurance policies and will also be working to draft a decree to develop a national social security database, meant to strengthen the links between data monitoring, reporting and service delivery.

*Department of Social Assistance (DSA)*, in charge of state management role in the area of the elderly, PLWD, children in special circumstances, hardship and other social assistance beneficiaries, poverty reduction as well as social care, social work and emergency assistance as specified by laws. It is also the focal point agency to implement the MPSARD on social assistance reform and development in the period 2017 – 2025 and vision until 2030. It is also the focal point agency implementing all components of the JP. The proposed e-system aims to support DSA in realizing the action-plan (approved by MOLISA by Decision No. 634) for implementation of Decision No. 708 on digitalizing SP service delivery which focuses on developing (i) e-registry/identification, (ii) e-service delivery (e-payment of pensions and cash transfers, and SI/UI/HI contributions), (iii) e-M&E and reporting and (iv) e-enquires and complaint resolution, etc.

*Department of Children's Affairs* is responsible for strengthening national child protection system to address childcare and protection issues as such it is the most strategic Government partner to implement the project component on child protection and social work. MOLISA and its DOLISA network has limited human resource and services to address violence against children and other child protection issues. At the commune level, there is one social welfare officer in charge of all social welfare areas. There is no dedicated officer on child protection. There is a lack of social worker positions at all levels. The project will support the Department of Children's Affairs, in cooperation with line-ministries and organizations, to strengthen the child protection system including strengthening human resource and services for child protection.

Other departments of MOLISA such as the National Office of Poverty Reduction (PRCO), the Labour and Social Affairs Information Centre (LASIC) and others, will be engaged as appropriate.

As noted above, other actors will be involved through specific activities. These include the Ministry of Finance, different committees of the National Assembly, the Ministry of Education and Training, the Ministry of Health.

*Ministry of Finance* (MoF) is responsible for the finances of the state of Viet Nam and will thus be a key partner for activities looking into fiscal space expansion. It is responsible for managing the national budget, tax revenue, state assets, national financial reserves and the finances of state corporations. The Ministry manages the work of national accounting, state borrowing, the activities of stock markets, and the Department of Customs. Budget planning in Viet Nam is highly decentralized. Provincial DOF pays significant roles in budget allocation and spending to social protection, particular the most vulnerable children and adults.

*Ministry of Health* (MoH) is the focal agency on providing health care services for all population groups, and also is the focal point to develop the Government target program on age care. The health sector is a key entry point for identifying and treating victims of violence, as well as for providing information on violence prevention.

*Ministry of Education and Training* (MOET) has recently recognized that social work in school is important to prevent and respond to the problems amongst students in schools including violence, bullying, dropping out of school, mental health, discrimination against children. MOET is investing more efforts in developing social work capacities in education and training that will become a corner stone to improve child protection in schools. MOET also requests particular support for development of protocol and capacity building of educators in addressing cases of abuse in schools.

Other key stakeholders, including the National Assembly's Parliamentary Committee on Social Affairs (PCSA) and the Central Party Committee Office will provide direction and oversight of the development and implementation of SP policies, including SP service delivery. The involvement of these partners, with their important decision-making role, in consultations will help build consensus needed for formulation and experimenting new policies/systems

Through activities in Outcome 1, the ILO will also consult with the social partner organisations as part of its institutional tripartite approach. These are the Viet Nam Chamber of Commerce and Industry (VCCI) and the Viet Nam General Confederation of Labour (VGCL).

## 2. Programme Strategy

### 2.1. Overall strategy

The Joint Programme (JP) will support Viet Nam in accelerating the transition towards an inclusive and integrated social protection (SP) system by demonstrating the potential of an (i) integrated multi-tiered social protection system (MTS) using the rights-based and life-cycle approach; (ii) extended social care services system; and (iii) effective e-system for SP service delivery. It will accelerate the achievement of the targets established under the GOVN SP related Master Plans. The focus is therefore on expanding the coverage and improving efficiency of delivery, of social insurance (SI) and social assistance (SA) services to groups insufficiently covered or at risk of being left behind.

The UNJP will enhance synergies and complementarity between the work of the four PUNOs. The life-cycle approach will be applied across outcomes 1 and 2 to ensure that an integrated and coherent approach is adopted across the life cycle. This is in line with the life-cycle approach as discussed in the most recent UNICEF Global Social Protection Programme Framework which also states that "In an integrated system, social protection programs should both cover the range of vulnerabilities across the life-course, strengthen human capital development, as well as work together through a shared policy framework and operating mechanisms. There are different ways to look at social protection systems, including dividing programmes into contributory and non-contributory". In addition, outcomes 1 and 2 will work together to maximise links between social assistance transfers and social services, e.g. links between child/adults benefits and child/adult services. Finally, outcome 3 will provide the necessary E-Systems to support the policy enhancement and capacity building that will be carried out under outcomes 1 and 2.

The JP will apply a rights-based integrated approach that is innovative for Viet Nam, aiming to enhance synergies between core pillars of the SP system – contributory and tax-financed benefits. The focus is expanding coverage by: (i) reaching those most left behind through a better coordination of contributory and tax-financed benefits (ii) expand the coverage and adequacy of tax-financed benefits and care, especially for the most vulnerable, and (ii) increasing informal worker participation in SI. The JP will apply innovative e-service delivery solutions for improving efficiency of payments across both pillars of the SP system. This would free up financial and human resources to prioritize the most vulnerable.

The UNJP will provide technical support on legal reform, policy design, testing new approaches and solutions, costing and financing options, and will advocate for rights-based and gender-equality focused SP.

The biggest strength of the SP context in Vietnam at this time is the strong political will to expand coverage, providing a solid foundation for the UNJP to be sustained by the GoVN beyond 2022. The system's main weaknesses, as outlined in section 1.1, are a fragmented approach of SI for formal workers and SA, limited fiscal space, missing a very large low middle-income group (known as the "missing middle") of informal workers; and categorical programs that exclude a large number of children, elderly and PLWD. There is also no coordination mechanism and linkages between these two key policy pillars. The country's significant poverty reduction, strong macroeconomic indicators and growing public resources, constitute a unique opportunity for realizing this political ambition at this particular juncture. Possible threats could come from the still relatively weak governance and institutional capacity.

Over the past years, the UN and the GoVN have carried out extensive evidence-based assessments, research and analysis, jointly identifying potential components that could accelerate the needed transformation and scaling-up of coverage. Key elements of this, embodied in this UNJP include:

- **Linking SI and SA through a Multi-Tiered System (MTS)**, including MT child benefits, maternity/paternity benefits, old-age pensions and disability benefits, with a focus on making the system more inclusive for informal workers and their families, groups insufficiently covered or at risk of being left behind.
- **Unifying and simplifying the SA system** along the lines of the lifecycle approach in addition to advocating for a more rights-based, progressive and efficient use of state resources.
- **Supporting the integration of the social care system** and its increased link with SA and SI policies, with a focus on making the system more inclusive and accessible for the most vulnerable as complementary to income support.
- **Experimenting and designing a menu of feasible, tested solutions for developing e-system** to facilitate and support the delivery and M&E of services under other components to achieve the three SDG targets of this JP.

The current reform context presents a unique opportunity to take a bold and coordinated approach that simultaneously addresses not just multiple policy objectives but also key SDG targets: improving the welfare of working families and covering children from birth as a right (1.2), expanding social protection coverage (1.3), promoting women’s employment through expanded paid leave and basic protections (5.4), and adopt policies that progressively achieve greater equity (10.4).

By promoting a rights-based and integrated SP system and more effective service delivery, prioritizing State budget to address equity, leading to higher coverage, especially among vulnerable groups including children, older people, PLWD, and informal workers, the JP will contribute to LNOB, including the poor, especially the ethnic minority groups in rural, mountainous areas. The integrated MTS priorities will therefore reach the furthest behind first by supporting the development of integrated SP services and providing complementary care support for the most vulnerable, who are currently underserved.

A rights-based approach will be key in defining the options for SP reform toward applying universal/categorical targeting methods that guarantee the rights of all to SP services.

Gender equality will also be directly promoted by ex-ante gender impact assessments of the SP reform options. The expansion of coverage of SP programs to support mothers/children, PLWD and social care services will significantly contribute to gender equality and women’s empowerment. As such, programs are expected to benefit women who have the main share in care-giving work. SP therefore provides the opportunity to counteract the feminization of poverty and empower female heads of family.

Sex-disaggregated data will, in future, be generated from modernized SP service delivery systems, which allow for better monitoring of the results/impacts on gender equality to inform timely policy and implementation adjustments. Gender analysis will be carried out in all steps of policy design (including horizon scanning, feasibility studies, impact analysis, etc.) to inform the selection and adoption of the most feasible options.

Outcome 3 focuses on digitalizing (and thus improving the accessibility and effectiveness of) the SP delivery services and M&E that are addressed by outcomes 1 and 2. E-registry of social care services and e-payments to care givers, the majority of them are women, will help make

the services more accessible and efficiently delivered to women. Assessment of bottlenecks women face in utilizing the digital services (such as e-payment, e-banking, e-registry and making e-enquiry), mapping and experimenting feasible solutions to help women overcome the bottlenecks will be conducted. Digitalizing the M&E system will make the sex-disaggregated data more available, this together with provision of technical guidance on gender-sensitive M&E and reporting will help enhance the ability of the national institutions to monitor and evaluate the SP system's contribution to gender equality.



## 2.2 Theory of Change

### *a) Summary*

The overall objective of the UNJP is to support Viet Nam in accelerating the transition towards an inclusive and integrated social protection (SP) system. This will lead to more people covered by a more rights-based, effective, efficient, accountable, equitable, sustainable, and gender-sensitive social protection benefits.

The ToC of the project is that the provision of technical inputs through the UNJP (in the activities listed below) will lead to improved policy and implementation capacity on the side of the GoVN to implement and to expand social protection policies, in line with the national Master Plans on social insurance, social assistance and digitalizing SP service delivery system (MPSIR, MPSARD and MNDSPITA). This, in turn will accelerate the achievement of the selected SDG targets (1.2, 1.3 and 5.4).

The Theory of Change was developed by PUNOs and the GOVN keeping long-term outcomes in mind. The JP will be key in achieving an integrated SA and SI system seeing that the current system is siloed with a lack of holistic approaches to address fragmentation. The JP will also address significant gaps in coverage across all ages and among pillars; lack and inadequate quality of social work services and respective human resources; financial constraints of government and informal workers; and inefficient delivery and M&E of SP benefits.

A graphical representation of ToC is included in the annex.

### *b) Detailed explanation:*

The central element of the JP strategy is the innovative support to the government in the development of an inclusive and integrated social protection system.

The Theory of Change is self-reinforcing, as it is expected that the improved policy framework and capacity of the institutions working in SP will generate an increased likelihood of increased coverage and further budget allocations. The UNJP capacity building activities will increase the awareness of rights-based social protection practice and methodology which will, in turn, raise the performance standards of social protection practitioners and policy-makers. In turn, this increased capacity and expectations, supported by the UNJP's technical assistance, will lead to evidence-based policies which will pave the way for increased coverage and investment. As the number of beneficiaries and spending increase, so will the relevance of the integrated policy and the continued need to strengthen capacity and performance.

Ultimately, this will lead to more children, women and men in Viet Nam being covered by and able to access better services of a more rights-based, effective, efficient, accountable, sustainable and child- and gender-sensitive social protection system.

The ToC is based on the inputs by the PUNOs and other key stakeholders that will include core staff, external consultancy, capacity development, M&E support, training and capacity building packages, and policy, financial and legal advisory services.

This will lead to achievement of the three outcomes of the JP, i.e.

- 1. An integrated gender-sensitive multi-tiered expansion strategy for accelerating SDG progress towards universal social protection coverage

- 2. Inclusive social care services for the most vulnerable for accelerating SDG progress
- 3. Integrated e-system for delivering SP services and real-time M&E for accelerating SDG progress

The increased capacity of the GoVN in relation to policy coherence and the improved service delivery will accelerate:

- The expansion of social protection schemes, prioritization of State budget to finance Social Protection Floors, and provision of higher quality services to those not currently covered and, in particular to poor households, through the adoption of a more coherent and integrated approach to social protection and digitalization of the SP service delivery and M&E system;
- Improvements in social care provision thereby recognizing and valuing the care work of women.

This, in turn, will lead to a reduction in poverty and expansion of social protection and to the accelerated achievement of the SDG targets set out above, i.e.

Goal 1. End poverty in all its forms everywhere

- 1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

Goal 5. Achieve gender equality and empower all women and girls

- 5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

### *c) ToC assumptions*

The key assumptions that are the basis for this proposal are the following:

- GoVN commitment to social protection reform
- Fiscal space exists to allow extension
- Political commitment to implement Master Plans on SI, SA and digitalizing SP service delivery and M&E
- SP bodies engage with JP
- Capacity building activities translate into concrete actions
- Co-ordination amongst GoVN departments and agencies

These assumptions will be kept under review in the implementation of the JP.

The outcome of the reform will increase trust in GOVN-run programs and encourage people to change their attitude/behaviour and increase participation in social protection.

The TOC, together with the JP's Results Framework, will be the basis for monitoring and reporting JP results and contributions. The TOC will be revisited regularly in consultation with national partners for application during JP implementation.

## 2.3 Expected results and impact

By focusing on support to Viet Nam in accelerating the transition towards an inclusive and integrated social protection system, the UNJP is expected to contribute to a more effective, efficient, accountable, equitable, sustainable, and gender-sensitive social protection system. This JP will focus on developing an integrated policy framework and strengthening implementation capacity in order to allow for the implementation of expansion policies. This policy framework is a precondition for expansion interventions to be implemented in line with fiscal space and GoVN approval processes. The advocacy and dialogue activities of this JP will particularly support this process. In that sense, the expected result of this JP is to contribute to reaching the specific coverage expansion targets for 2025 and 2030 through more sound policy foundations. The following outcomes are expected to be reached by 2022:

### **(1) An integrated gender-sensitive multi-tiered expansion strategy for accelerating SDG progress towards universal social protection coverage.**

This outcome focus is primarily at the policy level and on the implementation of the Master Plans for Social Insurance Reform (MPSIR) and Social Assistance Reform (MPSAR). The multi-tier approach is intended to ensure that the approved Master Plans are implemented in an integrated manner and in line with the Social Protection Floor Recommendation (R202). The outputs and activities are designed to take advantage of the strengths of each UN agency (ILO, UNDP, UNICEF and UNFPA), to support the GoVN in developing a gender-sensitive multi-tiered coverage expansion strategy involving both social insurance and social assistance services of the SP system. To reach this goal a series of joint activities are planned, both in terms of joint UN intervention, but particularly by involving different government units.

To implement this strategic element, the UNJP organizes this outcome around three outputs.

*Output 1.1. Legal review and drafting to facilitate the development of a rights-based, coherent SP framework*

*Output 1.2. Evidence-based policy options aimed at improving tax-based floors and contributory schemes and the links between them, in line with MPSARD and MPSIR objectives*

*Output 1.3. Advocacy and communications support to Govt and other partners to facilitate evidence-based decision-making on existing and new multi-tiered schemes*

Vietnam's current social protection benefits are fragmented, unequal and incomplete. The social assistance system offers only narrowly defined benefits for certain categories of vulnerable groups and is insufficiently financed by the State. As a result, the majority of children, older persons and PLWDs in Viet Nam, including poor and extremely poor, have no access to any social assistance benefits. Young children aged 0-3 years old are physically and psycho-socially most vulnerable. Approximately 27.5 per cent of them belong to the poorest quintile but are not defined as a target group for any regular social assistance transfer. Only children with severe disabilities, HIV, and orphans are eligible for support. Other benefits for children are scattered across different programmes with similarly narrow eligibility criteria and low benefit levels.

Likewise, while the State-funded social pension is universal, it is only available to people over the age of 80 and pays a very low benefit not adequate as a source of income replacement in old age. Given the low rates of participation in the social insurance system, overall only third of the elderly in Vietnam have access to old age protection, leaving a big gap in coverage for

this vulnerable – and rapidly growing – population group. Finally, only people living with severe disabilities are eligible for social assistance benefits. Overall, less than 20 per cent of all PLWD access any State support. Overall, this narrowly-defined and complex targeting approach results in gaps and overlaps in coverage, as well as high administrative costs in a system that is already underfunded. There is thus a high need to move towards the consolidation of the Social Protection Floor.

Meanwhile, the social insurance system provides an unequal and incomplete selection of benefits – one that includes short-term cash benefits such as maternity, sickness, unemployment and employment injury benefits under the compulsory regime (available only to formal workers), but not under the voluntary regime (directed to informal workers). Child or family benefits, as well as disability benefits, are lacking in both, contributory and non-contributory systems. These systems fail to accommodate key lifecycle risks.

Despite a legal framework, that theoretically offers full coverage under the compulsory and voluntary social insurance systems, between 70 and 80 per cent of workers in Vietnam are not contributing to social insurance. Misconceptions about the nature of informality, combined with high contribution rates, among other factors, has led to a misplaced hope in the voluntary system to unilaterally solve the serious coverage challenges. However, just under a third of all uninsured workers are wage earners who, because they lack labour contracts, are in fact falsely excluded from the compulsory system. Efforts to reach these workers through the voluntary system would be misdirected and, more importantly ineffective.

Moreover, it is important to draw a distinction between uninsured workers who potentially have the capacity to contribute and those who do not. The ILO estimates that up to 45 per cent of uninsured workers in Vietnam cannot afford a social insurance contribution without a negative impact to their immediate welfare level – particularly if benefits of contributing are only available in the long-term, as is the case with old-age pensions. Mandated social insurance exists around the world precisely because most people tend to discount the possibility of risks, even when the risk is almost certain as with old age. Resolution 125 requires policy-makers to develop a short-term benefit package, but in order for this to make social insurance more attractive, it must appeal to a very broad cross-section of workers. The average worker, however, does not perceive old age, ill health, unemployment and disability as pressing concerns. Child and family benefits are different. They present an opportunity to focus on the 44 per cent of workers in Vietnam who currently have children and face the expense that represents. Introducing maternity and child benefits has the potential to increase social insurance coverage to 50 per cent of the working age population, while also securing adequate protection for families, in particular women.

Still, keeping in mind that contributory systems cannot reach everyone in Vietnam, this UNJP will promote the introduction of these benefits as part of a multi-tiered system, which would include a tax-financed Social Protection Floor. The strategic combination of contributory and tax-financed systems (or the multi-tiered system), is a practical approach to ensure no one is left behind. The MTS approach will advocate for coherence of policies and benefit design, but also of government funding allocation. Initial work by the ILO has already identified inefficient social insurance subsidies, which could be re-allocated to expand the Social Protection Floors, particularly for children, the elderly and PLWD.

From a system-wide perspective, an MTS at the heart of this UNJP is rights-based, fair and equitable. The multi-tiered design ensures that no worker, family or individual child goes without adequate protection, while allowing those who enter the social insurance system – a

high policy priority in Vietnam – to access higher-level benefits in the interest of further extending social insurance coverage for all.

The current reform context presents a unique opportunity to take a bold and coordinated approach that simultaneously addresses multiple policy objectives: incorporating families into the social insurance system; promoting women’s employment through expanded leave and basic protections; covering children from birth as a right through a social security system that is blind to their parents’ insurance status; reforming inadequate administrative and delivery systems; and potentially overhauling the governance system to reflect a life-cycle approach to income security. Taking advantage of this opportunity can set Vietnam on a path to developing a coherent and well-designed family support within the emerging social protection system, one that is fitting for a rapidly growing middle-income country.

Outcome 1 sets out the conceptual foundation for this UNJP’s overall strategy. In order to pursue long-term change, Output 1.1 under this outcome will focus on legal and policy reform. Working within the legal review schedule of MOLISA, the upcoming Social Insurance law reviews, and reformulation of Decree 136 will be supported through evidence-based technical assistance, in order to promote increased adequacy of benefits, but also coherence between the contributory and non-contributory systems. Under Output 1.2, this technical assistance will include, developing costing models to support the identification of financially sustainable policy options, including an actuarial valuation of the full social insurance system. Complementary financial analyses will be performed at central and provincial level to better understand and reform the current allocation of state resources for social protection, particularly social assistance benefits. This will include technical proposals for potential fiscal space sources to finance the expansion of Social Protection Floors, including the possible re-allocation of current expenditure found to be inefficient in achieving true impact as measured by the SDGs and national targets. Finally, all policy options will be followed with the relevant impact assessments on beneficiaries’ welfare, but gender and economic impact analysis will also be included where relevant. The final Output of Outcome 1, Output 1.3 will focus on advocacy efforts, centred on multi-stakeholder policy dialogues and technical forums that promote the rights-based approach behind the MTS concept.

## **(2) Inclusive social care services for the most vulnerable for accelerating SDG progress**

The second outcome focuses on supporting the development of an inclusive social care service to provide quality social care and welfare services for the most vulnerable children and adults. It is organized around two outputs.

*Output 2.1 Evidence-based, gender-sensitive policies on social care adopted for implementation of inclusive social protection system*

*Output 2.2 National capacity for development and implementation of policies on social care strengthened*

Through Outcome 2, the JP will provide technical support to develop a high quality, integrated social care system that is an essential complement to cash assistance, reaching those most left behind. Improved social welfare services and workforce will provide complementary support to reduce the care burden on families, especially women, allowing women to further participate in labour force and enrol in contributory SI schemes. This JP will address the lack and inadequate quality of social care and social work services, and respective human

resources. Outcome 2 is linked closely with Outcome 1 as it aims to strengthen the links between the income support social assistance system and complimentary social services, particularly care services. Together, this comprehensive package of social protection would better support vulnerable sectors of the population. This is particularly illustrated in the case of women who in addition to targeted social assistance, require public care services in order to be in a position to increase their participation in the labour market and thus join SI schemes.

This JP will strengthen evidence-based policy framework and identify effective solutions for developing an inclusive social care system to reach the most vulnerable (children, older persons, PLWD, victims of violence). Outcome 2 will provide technical assistance in generating evidence, including comprehensive review of the current system, analyses of gap, mapping solutions and identifying feasible options on services, policy costing, financing strategy, workforce and delivery mechanism for providing social care services for older persons. Finally, particular attention will be placed on how to better coordinate the provision of care services to social assistance beneficiaries.

This Outcome will also support the development of new national policy and programmes to provide social care services to those most left behind (children, older persons, PLWD, victims of violence) in alignment with GoVN agenda for policy development. The JP will also provide technical input to develop national capacity on social care, strengthening social care workforce to meet the increasing need of older persons and reaching those most left behind through development of standards and guidelines, trainings on social work, professional and paraprofessional care givers, including exchange of knowledge among ASEAN countries and bilateral collaboration with other country office or RCO.

The JP also aims to strengthen social welfare workforce and services for child protection through providing evidence-based advocacy and technical assistance for strengthening the legal and police framework on child protection. The JP supports the development of a new National Programme on Child Protection, 2021-2025 with a vision to 2030, which include a plan on restructuring child protection workforce and services to prevent and respond to violence against children. The JP also supports development of a new National Programme on Social Work profession to strengthen the social care workforce; and development of normative documents on social work to formally recognize the roles and functions of social workers and regulate their practice in specific settings.

To increase multi-sectoral responses to ending violence against children, the JP supports the development of an inter-sectoral protocol to provide clear guidance and procedure in addressing cases of violence against children including intake, assessment, planning, and interventions. The protocol will also define clearly roles and responsibilities of key government agencies and other stakeholders in each step to ensure effective support and protection of vulnerable children. In addition, the JP will support development of professional standards and competencies of social workers and child protection workers and conduct trainings to ensure quality prevention, reporting and responding to violence against children in the key sectors, including social welfare, health, education and mass organizations.

### **(3) Integrated e-system for delivering SP services and real-time M&E for accelerating SDG progress**

This outcome will support the development of improved E-Systems for the implementation of the expanded social protection system in line with the implementation of the Master Plan on



National Database on Social Protection and Information Technology Application (MNDSPITA). It is organized around two outputs.

*Output 3.1: Innovative solutions for the development of an integrated e-system of delivering SP services and real-time M&E experimented.*

*Output 3.2. Plan for scaling-up the successfully experimented solutions for the development of an integrated e-system of delivering SP services and real-time M&E approved by Government.*

The scope of the integrated e-system in this JP is included/defined as (i) e-registry/identification, (ii) e-service delivery (e-payment/non-cash delivery of social transfers and social pensions), (iii) e-M&E and reporting and (iv) e-enquires and complaint resolution which makes up an integrated single window of social protection in forms of cash or/and non-cash (goods or/and services) to all citizens (toward universal coverage to ensure “No one left behind”). Therefore, its targets are to define innovative solutions, tools that help achieve the targets of Outcomes 1 and 2 faster and more efficiently. To this end, it will define and experiment innovative solutions via applying the accelerator lab approach for the development of an integrated e-system of delivering SP services and real-time M&E and scale-up it at national level. An integrated e-system can be principally based on and linked to various local sources of existing data and design of self/direct-registration of SP beneficiaries for receiving SP services. The information about the beneficiaries will be directly/timely updated, and the existing social protection policies and programs would respond in timely fashion and efficiently to the needs of the beneficiaries via a familiar e-system. The expected SP service delivery system will be digital, non-cash, integrated and interoperable, with unified registry that will result in timely and more efficient delivery of SP services. Such system can reduce costs of administration and time for traveling, especially for those living in remote areas. As a result, they will contribute to achievement of the three selected SDGs targets of this JP. In addition, the application of e-registry and e-transactions will also lead to increased formalization, non-cash payments, number of bank account holders, and access to formal banking and credit.

More specifically, in order to develop an integrated e-system for delivering SP services and real-time M&E at a large scale contributes to improved quality and widened coverage of SP services and accelerated SDG progress, Outcome 3 will define, experiment/rapidly test innovative solutions, and using “sand box” approach/rule as a proposed option. Based on the experimented findings/results, it can make action-plan for scaling-up the successful/most relevant tested solutions. These targets can be reached by implementation and production of two outputs: *Output 3.1: Innovative solutions for the development of an integrated e-system of delivering SP services and real-time M&E experimented*, through following activity groups: (i) Multi-stakeholder reviewing (sense making) current actors' efforts in e-service delivery and e-management/e-M&E (ii) Multi-stakeholder (i) mapping locally – sourced and exploring collective intelligence-sourced innovative e-solutions, (ii) defining feasible (best of) innovative solutions for experimentation and (iii) designing experimentation; (iii) Implementing experimentations (multiple rapid testing with a fast learning loop for stakeholders to refine the solutions, - with the focus on the SP services to be addressed under other two JP outcomes; and *Output 3.2: Plan for scaling-up the successfully experimented solutions for the development of an integrated e-system of delivering SP services and real-time M&E approved by Government*: through three activity groups: (i) Disseminating the results and lessons of the experimentations and conducting wide consultation on directions for scaling up; (ii) Support stakeholders in developing plan for scaling up, including costing, financing strategy, scaling up roadmap with annualized targets and actions and (iii) Policy advocacy and public consultation on the scaling up plan.



As set out above, the main focus of the UNJP is on policy development and capacity building (both human and IT capacity). These are essential preconditions in order to ensure that the project has a long-term impact after 2022. As set out elsewhere, it is envisaged that the longer-term impact of the project will support the development of a fully-inclusive social protection floor to include, by 2030, having 100 per cent of the 20 million children in Vietnam benefiting from social protection; 100 per cent of women giving birth would be protected, as opposed to the 26 per cent who currently have access to paid maternity leave; increasing old-age protection to 60 per cent of the elderly, as per the Government's targets, up from around 30 per cent today; and expanding care services to 100 per cent of the elderly by 2030, which would be an additional 2 million PLWD.

## 2.4 Financing

The total budget for the UNJP will be over \$2.8 million with \$2 million being provided by the Joint SDG Fund and an additional \$800,000 being provided by participating PUNOs. While all the key PUNOs involved in the JP are currently working on social protection issues with different agencies and departments of the GoVN, the UNJP will provide an important opportunity for PUNOs to work together in an integrated program to achieve an integrated approach across the GoVN and to encourage the GoVN and MOLISA to adopt a more integrated approach to policy development and implementation.

The added value provided by the UN through this JP includes: (i) UN's convening power in facilitating the multi-stakeholder dialogues and cooperation in defining and implementing integrated solutions; (ii) UN's high quality technical and cross-cutting thematic expertise and international experience, which is critical given the current silo approach of government agencies, limited cooperation between government and non-state partners, and limited technical and cross-thematic expertise/capacities; (iii) UN provision of systemic and rights-based integrated solutions, and experimentation approaches; and (iv) UN's expertise in Data for Development.

The JP will bring new initiatives for linking siloed SP pillars and will be supported by a strong UN Results Group on Inclusive Growth and Social Protection, building on existing joint interventions between, for example, UNDP, UNICEF and ILO on MPSARD and MPSIR; ILO and UNICEF on child benefits and financing SP; ILO and UN WOMEN on maternity benefits; ILO and UNFPA on social pension and policies for older people. In that sense, this JP would reward and facilitate the formal continuation of this collaborative and results-oriented practice.

The JP will address gender issues through all its outcomes: Outcome 1 where it will apply a gender lens to the development of overall social protection policies, Outcome 2 where it will support the development of gender-inclusive social care policies (this is an issue of particular importance to women in Viet Nam where women provide the vast majority of informal and unpaid care) and Outcome 3 where it will (i) support improvements of SP service delivery to the women (ii) provide sex-disaggregated data for monitoring the impact and informing policy adjustments on gender equality.

The JP will work with GoVN and social partners to increase overall investment in social protection and to lever additional resources both during and after the end of the project. By implementing the JP through existing PUNOs projects in country, all available resources will be leveraged in the same direction. This will be carried through into new projects developed during the JP's period and beyond. The policy and capacity building focus of the JP will particularly promote the efficient use and mobilization of State budget towards social

protection. In addition, PUNOs will work with other development partners, to leverage additional resources for technical assistance. Ensuring that all additional resources are invested in line with the proposed multi-tier strategy to ensure the development of a Social Protection Floor.

At the core of the MTS approach is the increased efficiency that can be achieved by designing and implementing contributory and non-contributory policies in a coherent manner. A key example of this is the work the ILO has already performed through its valuations of the social insurance system, which have helped identify potential fiscal space through naturally reducing or relocating inefficiently applied subsidies, which can be channelled to expand the Social Protection Floor, particularly for the elderly, children and PLWD. While increased investment in social spending is still a long-term goal, a focus on capturing resources through a more efficient allocation of existing resources is more likely to be successful in the short-term. This is why the MTS approach is self-reinforcing, as short-term gains achieved through more integrated implementation can increase the possibility of establishing a more coherent policy framework which will in turn facilitate the expansion of coverage.

Moreover, Vietnam's dynamic and growing economy make this an opportune time to advocate for increased social spending given that such sustained high growth rates should create new fiscal space, particularly given the GoVN's high-level political endorsement of social protection reform as a major priority.

## **2.5 Partnerships and stakeholder engagement**

The primary and most important partner of the UN in designing and implementing the JP is MOLISA, the state agency responsible for formulation, management and implementation of Vietnam's SP and poverty reduction strategy, policies and programs. MOLISA, continuing its role as the co-lead in the formulation of the JP concept note will, together with the UN, be the co-lead of the JP design. Outside of Government the Vietnam Women' Union will be a key partner to ensure strong gender mainstreaming throughout the project. Particularly under Outcome 2, they will receive direct support for development and implementation of in-service and pre-service training programmes on social work and child protection. They are involved in all the steps of the project including consultation on planning, and need assessment.

As mentioned earlier in this document, there will be a number of additional indirect partners who will be involved in specific activities. For example, throughout the implementation of the JP, the National Assembly will be engaged through advocacy efforts to further the goals of all three Outcomes. A number of additional Departments within MOLISA will also be consulted for particular technical issues and the same is true for selected partners within the Ministries of Finance, Education and Health.

The proposal builds on the existing work of the four participating UN organizations and their historic and ongoing collaboration with the GoVN and other local partners on the formulation of Master Plans. As the UN in Vietnam, we have a strong comparative advantage in convening catalytic technical and political experts to help the government in policy design and systems transformation in the social protection area for reasons already elaborated above.

PUNOs have also demonstrated strong capacity for consistent policy advice and for convening inclusive policy dialogues to support SP policy/system reforms. This process significantly increases national partners' capacity, especially in lifecycle, rights-based and systematic/integrated approaches for SP reforms. The silo approach, though declining, evidenced by the cross-sectoral dialogues on integrated SP solutions among different departments of MOLISA and other line ministries, persists. National capacity for coordination

and engaging multi-stakeholders in formulating and implementing integrated policy solutions will be further strengthened through the inclusive platform/mechanisms to be established and operationalised for JP implementation.

The JP will work with concurrent efforts of other development partners such as the World Bank, that are focusing on the administrative reform of both the SI and SA systems and their convergence. The WB, under the SASSP, has been developing and piloting a software-database of poor households and beneficiaries of only 4 (out of more than 20 social assistance schemes) in 4 pilot provinces and piloting some non-cash payment solutions/tools for making social assistance transfers in two provinces. Some baseline information and lessons on what worked and what did not can be drawn from these pilots. Building on this, in the Joint SDG Program, UNDP will take an accelerator lab approach, and the work under the e-system component will focus on: (i) assessing bottlenecks that local solutions are facing in (a) scaling up at national level and (b) working in an integrated system across SP services; (ii) generating and rapidly testing sets of new/innovative collective-intelligence sourced solutions for applying in an integrated e-system at a larger scale.

National think tanks within government and academia have also recently stepped up efforts and investment in social protection research and public dialogue consistent with the SDGs, (in particular SDG1.3). UNJP will therefore collaborate with them and engage them in UNJP assessments, programme design and implementation.

The UNJP will benefit from an ongoing ILO and World Bank joint work plan for old-age pension reform under which a useful joint national stakeholder survey was recently carried out. Ongoing technical discussions on possible MTS models and components have also benefited from cross-ministerial representation as well as tripartite dialogue including representatives from the Vietnam General Congress of Labour (VGCL), the worker's union; and the Vietnam Chamber of Commerce (VCCI), representing employers.

In terms of linkages with UN agencies at regional and global levels, the UNJP will benefit from the ILO's Global Flagship Program on Social Protection floors under which Vietnam is one of 20 priority countries. In this context, efforts in country will benefit from the ILO's Global Social Protection task team, its Regional Decent Work Country Team in Bangkok, as well as its Senior Social Protection Specialists, who regularly collaborate with the Social Policy Unit of ESCAP on strategies for coverage expansion and facilitate South-South learning across the region. The UNJP will also benefit from the global and regional work, and expertise on social insurance, social assistance and social protection of all the other participating UN organizations.

### 3. Programme implementation

#### 3.1 Governance and implementation arrangements

MOLISA will be the national agency (i) leading in ensuring that the JP will contribute effectively to the country's/GOVN's priorities in SP reforms, (ii) coordinating other national partners in JP implementation and (iii) most importantly in realizing benefits of the JP's results, i.e. in internalization/institutionalization of the JP's results/outputs into national policies and implementation and scaling up. A joint GoVN-UN steering committee, co-chaired at high level by MOLISA and the UN, will be established within this framework to make strategic and policy decisions and to provide oversight of the JP implementation. This JP will be implemented under the framework of the One Strategic Plan (OSP) 2017-2021, which has been committed by the GoVN and UN agencies, fully reflecting and ensuring JP outcomes, outputs, results, budget and implementation arrangements. This will facilitate increased sustainability of the JP beyond its scope.

The RC is responsible and accountable for the monitoring and oversight of the implementation of this JP, in close collaboration with the UNCT Results Group on Inclusive Growth and Social Protection. The RC will play a central role in terms of political and policy advocacy/dialogue, ensuring that the UN conveys a harmonized message at different policy levels, including at the highest levels. The RC and RCO will play a key role in the monitoring and evaluation of the UNJP, including the RC Co-Chairing the Joint GOVN-UN Programme Steering Committee.

The steering committee will be set up (with the membership of senior managers of all PUNOs and key national partners of the joint programme) to provide overall guidance and oversight for all stages of JP implementation. The steering will therefore be responsible for reviewing and approving the Annual Progress Report and JP evaluation report, facilitating collaboration between PUNOs and the GOVN in the JP implementation, monitoring and learning.

The UNCT Results Group (RG) on Inclusive Growth and Social Protection will serve as an internal UN mechanism for coordinating the implementation of the JP and between the JP and other UN activities on social protection. The four principal participating UN agencies: ILO, UNDP, UNFPA, and UNICEF will be (i) responsible for implementing their corresponding activities in the JP work plan, (ii) accountable for the results in accordance to the fund disbursed from SDG Fund to them, (iii) responsible for monitoring and reporting on their activities and results. The ILO is responsible for coordination, consolidation of PUNOs' reports into a joint Report to send to the Fund Secretariat, through the RC, on the results of the JP. The UN will also engage with the WB as a key partner active on SP in Viet Nam to further coordinate technical assistance and policy support. Moreover, UN agencies will play a convening role to facilitate policy dialogue that engages a broad range of actors (GOVN, Party, National Assembly, private sector, worker representatives, DPs, CSOs and representatives of population groups).

The JP and its implementation mechanisms are designed to ensure national ownership and support GoVN in undertaking its core responsibilities for realizing the benefits of the JP's results by selecting and adopting the most feasible and suitable solutions, as well as testing and piloting for scaling-up the initiative using domestic resources.

#### 3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>2</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, and blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of the joint programme, a final, *independent and gender-responsive*<sup>3</sup> *evaluation* will be commissioned by the Resident Coordinator. The cost has been budgeted for in the budget proposed.

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<sup>2</sup> This will be the basis for release of funding for the second year of implementation.

<sup>3</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

The evaluation will be done in close consultation with PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluation will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNGD guidance. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Each UN Agency, Fund, and Programme will administer such funds in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7 per cent. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.



### 3.4 Legal context

Agency name: ILO

Agreement title: Decent Work Country Programme for 2017-2021

Agreement date: December 5, 2017

Agency name: UNICEF

Agreement title: Investment Proposal for the Project on Protecting and Promoting Children's Rights for 2017-2021

Agreement date: March 20, 2018

Agency name: UNFPA

Agreement title: Investment Proposal for the Project on Supporting Viet Nam agencies in providing and utilizing quality population and development data and evidence to develop and monitor socio-economic development policies, strategies and plans, and sustainable development goals in Viet Nam in the period 2017-2021

Agreement date: November 16, 2017

Agency name: UNDP

Agreement title: Project on Supporting the Improvement of Social Assistance System in Viet Nam in the period 2017-2021" (SAP-II).

Agreement date: September 8, 2017



## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key results expected	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
ILO-Irish Aid Partnership Programme 2017-2021: Inclusive Growth, Social Protection and Jobs	Supporting the improvement of the social security system through the implementation of the Master Plans on Social Insurance and Social Assistance.	Complementary to the activities under Outcome 1, mainly focusing on providing evidence for the policy-making process.	ILO with DSA and SID	VSS	USD 2 million, Irish Aid	Betina Ramirez Lopez, ramirezlopez@ilo.org
Support to the extension of Social Health Protection in South-East Asia	To improve the institutional capacity and financial sustainability of the social health insurance systems in Lao PRD, Vietnam, Myanmar and Thailand.	Complementary to activities under Outcome 1, as part of Vietnam's broader social protection system	ILO	MOH, VSS	USD 3 million. Government of Luxembourg	Marielle Phe Goursat, goursat@ilo.org
Unemployment protection – Quality assistance for workers affected by labour adjustments	Support on measures to address gender-based workplace issues and support mechanisms against unemployment in the TGF sectors in ASEAN	The project will support research on maternity protection schemes in Vietnam	ILO	SSD at MOLISA	USD 2 million, UNIQLO	Ippei Tsuruga, tsuruga@ilo.org



Extending Social Security Coverage in ASEAN (ESSA)	Build knowledge, understanding and enhancing expertise on extension of social security and stimulate South-South cooperation across ASEAN Member States.	In Vietnam, the ESSA project supported the development of the MPSIR and its action plan, key to the multi-tiered reform process.	ILO	ASEAN, Governments of Vietnam and Indonesia	USD 2 million, Ministry of Labour, Health and Welfare of Japan	Ippei Tsuruga, tsuruga@ilo.org
SASSP (POSASoft)	A software on data collection and management of poor and social assistance beneficiaries of 4 SA policies in 4 provinces	Baseline information, Experience and lessons on what worked and what did not and the software that the e-system component could build on	MOLISA and WB/UNICEF	4 provinces : Ha Giang, Quang Nam, Lam Dong, Tra Vinh	NA	Nguyen Thi Yen, DSA
WB testing e-payment	Non-cash payment solutions/tools for social assistance programs (social pension, electricity subsidy, social transfer) in Cao Bang and Quang Ninh	Baseline information, Experience and lessons on what worked and what did not and the software that the e-system component could build on	DSA/MOLISA	VN Post, Viettel, DOLISA in Cao Bang and Quang Ninh	NA	Nguyen Thi Yen, DSA
International Center (IC) supported self-	self-/e-registration system for PDW and UXO victims (in Khanh Hoa and Thanh Hoa)	Provide complimentary inputs	DSA/MOLISA and IC	Piloted provinces (Khanh Hoa,	500.000\$	Dam Huu Hiep, DSA

registration system for PLWD's information				Thanh Hoa)		
KOICA-UNDP funded project on UXO victim assistance component	Tested and making plan for expansion of self-registration system for PDW and UXO victims in Quang Binh and Binh Dinh provinces	Baseline information, Experience and lessons on what worked and what did not and the software that the e-system component could build on	UNDP/MOLISA /KOICA	Binh Dinh, Quang Binh, VNMAC	3.000.000	Dam Huu Hiep, DSA
Support MOLISA to address emerging social and health issues of specific vulnerable populations	Support MOLISA to provide evidence on needs for, accessibility to social protection services and gaps in the existing social protection policy, mechanisms, system, organisational structure and implementation of social protection policies for vulnerable populations, particularly the elderly and migrants.	Providing evidence for social protection policy development, gaps in social protection services, experience and lessons learned on community-based care for older persons.	UNFPA/MOLISA A	Piloted provinces (Hai Duong, Ben Tre)	500,000	Nguyen Ngoc Quynh, quynh@unfpa.org
Strengthening provision of high quality care	Support MOLISA in strengthening quality and effectiveness of social assistance	Using the results of this JP (evidence, legal framework,	MOLISA/World Bank/ADB (ProDoc stage)		n/a	Trin Thi Nguyen, DSA

services for older persons 2021-2025	service network in providing care for older persons, contribution to expanding social protection coverage, improving quality of life of older persons, and reducing care burden on families	policies) as background for further development of the social care system nation-wide				
Learning Program for Developing Elderly Care Models for Health and Social Services 2019	Support for sharing knowledge and experience on social care models for older persons in the region	Baseline information, experience and lessons on social care models in other countries	World Bank/JICA		n/a	Nguyen Nguyet Nga, World Bank

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>4</sup>	1	2
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>5</sup>	1	2

**Joint SDG Fund Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>6</sup> (disaggregated by per cent successful-unsuccessful)	0	2
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	1	2
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

### Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>7</sup>

<sup>4</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>5</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

<sup>6</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

<sup>7</sup> Annual survey will provide qualitative information towards this indicator.

- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual per cent of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or draw upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

## 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
Outcome 1: Gender-sensitive multi-tiered coverage expansion strategies for accelerating SDG progress towards universal social protection coverage					
Outcome 1 indicator: Number of evidence-based, gender-sensitive policies on multi-tiered coverage expansion for accelerating SDG progress.	1	1	2	Government reports	ILO, UNICEF, UNFPA
Output 1.1 - Legal review and drafting support to facilitate the development of a rights-based, coherent SP framework in line with MOLISA's legal review schedule.					



Output 1.1 indicator: Number of legal instruments reviewed	0	1	2	Government reports	ILO, UNICEF, UNFPA
Output 1.1 indicator: Number technical reports providing gender-sensitive policy options for reform of benefit regulations	0	2	3	Government reports	ILO, UNICEF, UNFPA
Output 1.2 - Output 1.2 Support evidence-based policy options aimed at improving tax-based floors and contributory schemes and the links between them, in line with MPSARD and MPSIR objectives.					
Output 1.2 indicator: Number of gender-sensitive costing models and financing analysis available for government to test.	0	2	3	Government reports	ILO, UNICEF, UNFPA
Output 1.2 indicator: Number of impact assessments conducted to feed government discussions, including dedicated gender impact assessments.	0	2	3	Government reports	ILO, UNICEF, UNFPA
Output 1.3 - Advocacy and communications support to Govt and other partners to facilitate evidence-based decision-making on existing and new multi-tiered schemes.					
Output 1.3 indicator: Number of high-level policy dialogues to advocate for the MTS	0	1	2	Government reports	ILO, UNICEF, UNFPA
Output 1.3 indicator: Number of advocacy and communication products to support policy discussions	0	3	6	Government reports	ILO, UNICEF, UNFPA
Outcome 2: Inclusive social care system for the most vulnerable for accelerating SDG progress					
Outcome 2 indicator: Number of legal frameworks (including targeted/master programmes, strategies/laws and sub-laws) on inclusive social care for the most vulnerable and adults developed	0	0	2	Government reports	UNICEF, UNFPA
Output 2.1 – Evidence-based, gender-sensitive policies on social care (including care for the elderly, victims of violence, social welfare workforce, social work, child protection, community-based service delivery, financing) adopted for implementation of inclusive social protection system					

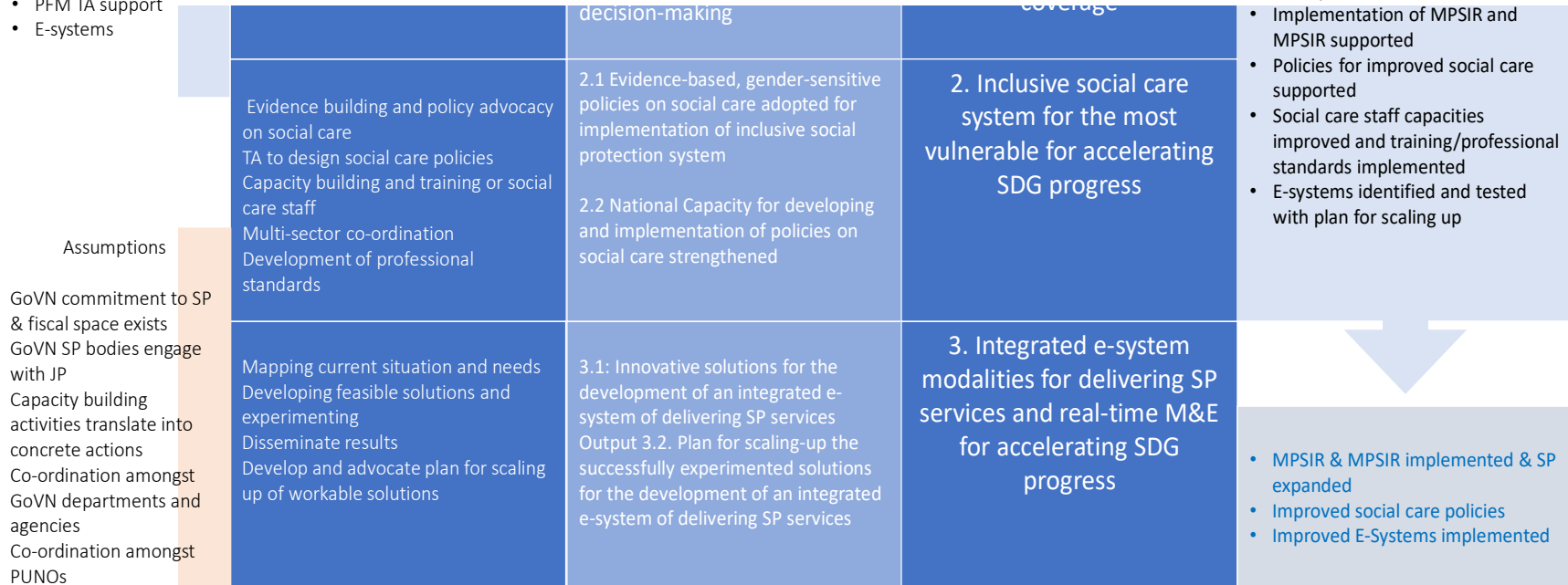


Output 2.1 indicator: Number of analysis (studies, reviews, technical reports) and policy dialogues conducted for policy advocacy	0	5	7	Government reports	UNICEF, UNFPA
Output 2.1 indicator: Number of new gender-sensitive national programmes/plans social care (social work, child protection, and elderly care) developed	0	0	3	Government reports	UNICEF, UNFPA
Output 2.2 - National Capacity strengthened for development and implementation of policies on social care					
Output 2.2 indicator: Number of training programmes, workshops, and knowledge exchange with ASEAN and other countries in the region (social work, child protection, elderly care)	0	3	5	Government reports	UNICEF, UNFPA
Output 2.2 indicator: Number of new gender-sensitive policy/protocols/standards/guidelines on social work, child protection, and elderly care developed	0	2	4	Government reports	UNICEF, UNFPA
Outcome 3: Integrated e-system for delivering SP services and real-time M&E for accelerating SDG progress and gender equity					
Output 3.1 – Innovative solutions for the development of an integrated e-system of delivering SP services and real-time M&E experimented					
Number of innovative and gender-sensitive solutions experimented for accelerating the application of an integrated e-system for SP service delivery and real-time M&E with sex-disaggregated data	0	1	1	UNJP Progress reports	UNDP
Number of scaling up plans approved by Government with gender-sensitive roadmap of actions prioritizing gender-equity					
Number of scaling up plans approved by Government with	0	0	1	Government reports	UNDP

gender-sensitive roadmap of actions prioritizing gender-equity					
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**Annex 3. Theory of Change graphic**

- Core Staff (int & nat)
- External Consultancy
- Training Package
- Policy Advisory
- Financial Advisory
- Legal Advisory
- PFM TA support
- E-systems



#### Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	2	Analysis includes gender across all sectors including underlying causes; and includes gender sensitive data.	PRODOC
1.2	Gender Equality mainstreamed in proposed outputs	3	Gender equality and the empowerment of women is visibly mainstreamed across all outcome areas in line with SDG priorities including SDG 5 and one program outcome (social care) specifically targets gender equality in line with SDG priorities including SDG 5	PRODOC
1.3	Programme output indicators measure changes on gender equality	1	Over 20 per cent of the indicators measures changes in gender equality	PRODOC
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	PUNO have consulted with key government agency on gender equality which has participated in program consultations and JP contributes to GoVN engagement in SDG gender implementation	PRODOC; progress reports
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	CSO participates in project consultations: context analysis, strategic prioritization, implementation, M&E; and the JP contributes to substantively strengthen GEWE CSO participation and engagement in gender related SDGs localization and/or implementation	Progress reports
3.1	Program proposes a gender-responsive budget	2	Over 30 per cent of the Budget is allocated to gender equality issues	PRODOC, annex 7
<b>Total scoring</b>		<b>2</b>		

## **Annex 5. Communication plan**

### **1) Overall narrative of the joint programme**

The main narrative to be communicated will be the role of the UN in Viet Nam in accelerating the transition towards an inclusive and integrated social protection system, including implementation of national policy on poverty reduction and the implementation of the MPSIR and MPSAR.

For the very first time in Viet Nam's history, through this JP proposal, we aim to bring an integrated policy approach to social protection with the intention of generating a system-wide transformation, specifically by emphasizing the overlooked link between social insurance and social assistance. By introducing a multi-tiered system to accelerate coverage gains we can positively affect and transform the lives of a large portion of the 80 per cent of Vietnamese households currently unprotected by any statutory social protection program. We propose a particular focus on families in the informal economy and their most vulnerable members, which will have strongly positive LNOB and gender impacts.

The biggest strength of the SP context in Vietnam at this time is the strong political will to expand coverage, providing a solid foundation for the UNJP to be sustained by the Government of Vietnam beyond 2022. The system's main weaknesses are a fragmented approach of SI for formal workers and SA for the poor, leaving behind a great "missing middle". There is also no coordination mechanism between these two key policy pillars. The country's significant poverty reduction, strong macroeconomic indicators and growing public resources, constitute a unique opportunity for realizing this political ambition at this particular juncture. Possible threats could come from the still relatively weak governance and institutional capacity that negatively affect the public's trust in the system.

Over the past year, the UN and the GoVN have carried out extensive evidence-based assessments, research and analysis, jointly identifying potential components that could accelerate the needed transformation and scaling-up of coverage through a family-based social protection system. Key elements of this, embodied in this UNJP include:

Linking SI and SA through a Multi-Tiered System, along the lines of the life-cycle approach, possibly including MT child benefits, maternity/paternity benefits, old-age pensions and a social protection floor for PLWD, with a focus on making the system more inclusive for informal workers and their families.



- Expanding coverage and adequacy of tax-financed benefits and promoting the use of State budget to address equity towards the most vulnerable including children, elderly and persons with disabilities.
- Supporting the integration of the social care system and its increased link with SA and SI policies, and prioritizing the most vulnerable.
- Consolidating and modernizing administrative processes with the aim of enhancing accessibility and transparency, and by reducing costs, in part by exploring the feasibility of digitalized interventions.

The current reform context presents a unique opportunity to take a bold and coordinated approach that simultaneously addresses not just multiple policy objectives but also many SDG targets: improving the welfare of working families and covering children from birth as a right (1.2), promoting women’s employment through expanded paid leave and basic protections (5.4), promoting equity within social protection spending (10.4), reforming inadequate administrative and delivery systems (8.10), and potentially overhauling the governance system to reflect a lifecycle approach to income security (1.3).

### Communication Approach

The communication activities will link the programme to the following key development frameworks:

- The SDGs and Vietnam’s own Agenda 2030
- The UN One Strategic Plan (2017 – 2021) in Vietnam
- Vietnam’s 10-year Socio-Economic Development Strategy and 5-year Socio-Economic Development Plan
- Vietnam’s Master Plans for Social Insurance Reform (MPSIR) and Social Assistance Reform and Development (MPSARD), adopted 2018.

This plan will be implemented in line with the One UN Strategic Framework for 2017 - 2021 and in line with the following principles:

1. **The UN as a leader in its mandate and areas of work** - having articles citing the UN’s expertise through proactive media relations secures visibility opportunities with various media outlets. This consequently increases awareness on the UN’s collective work in Viet Nam.
2. **A positive reputation as a trusted partner of the people and the Government** – furthering the UN’s positive reputation as a whole through positive third-party communications, will not only benefit the One UN image but also reflects positively on individual Agencies.

3. **Better audience-driven communications** - developing media relations in areas of various expertise and interest groups allows for UN news and storytelling to reach a wider range of audiences, and would likely facilitate the delivery of UN information to the intended target group.

## **2) Strategic approach to key audiences**

The communications plan will address a number of key audiences:

- 1) Beneficiaries and targeted communities/population groups
- 2) Key stakeholders including Government (i.e. all those listed at A16.2)
- 3) Broader civil society and the general public
- 4) UN agencies including those not directly involved in the JP, as well as other Development Partners in Vietnam.
- 5) Donors to the Global SDG Fund, in collaboration with the overall coordinators of the Fund

Communications will aim to:

- (i) Keep audiences and stakeholders informed about the progress of the JP (additional to direct operational communications); and
- (ii) Play an advocacy function in relation to issues the importance of the SDGs and the role of social protection in achieving the targeted SDGs and leaving no one behind.

## **3) Objectives of strategic communication plan**

The overall objective of the communications plan will be to ensure that key audiences (above) are aware of the activities of the UNJP and its aims and functionality as well as, more broadly, of the importance of the SDGs and the role of the UN in supporting Vietnam's Agenda 2030.

Key objectives are to:

- Raise awareness among population groups targeted in the JP on the objectives and expected results that will affect their lives
- Advocate and raise awareness among key stakeholders on the agreed targets of the JP and how it contributes to the socio-economic development as set out by the Government of Vietnam
- Inform and seek engagement among civil society, and inform the general public on the UN Leaving no-one behind agenda as part of the SDGs, and the JP as part of this agenda

- Keep Development Partners including other UN Agencies informed about the progress of the JP and results achieved, including on the modality of the Global SDG Fund and the JP as part of One UN in Vietnam

Progress in implementation of the communications plan will be measured in line with the output indicators set out in the communications plan. The RCO will be coordinating the communications plan, which has a budget of 10000 USD. Further contribution complementary to this amount will be from PUNOs allocated budgets for monitoring and advocacy as well as from their own communication resources. Already existing communications channels and platforms will be utilized as much as possible, as well as utilizing existing premises and resources such as the Green One UN House in Hanoi, which is fully equipped and globally unique for the UNCT in the country.

The implementation of the communications plan will be evaluated as part of the overall evaluation of the project (section 3.2 above), including measurement of the output indicators and qualitative interviews with key stakeholders in addition to ongoing internal monitoring.

#### **4) Main activities**

The main communication activities will be as follows:

1. The United Nations Viet Nam website, which has a new design focusing on highlights of joint results and partnerships/resource mobilization, will introduce the JP, provide regular updates, and monthly stories on activities and results. This is a bilingual website to promote strong connectivity with not only official development partners and external audiences but also Vietnamese official partners as well as the public and community at large:

<https://vietnam.un.org>

Further, PUNOs websites will share similar information.

2. The UN Vietnam One UN Annual Result Report will include JP progress and results. This report is prepared in both English and Vietnamese and is shared and widely read among all government counterparts of all UN agencies and at the Government - UN Joint Steering Committee Meeting that takes place every year in April-May.

3. Social media channels of the United Nations in Vietnam as well of PUNOs will communicate internally and externally as part of the coordination through the UNCT Communications Team.

4. Media will be engaged to spread more broadly through radio, TV, printed and on-line media information on the purpose, targets and progress of the UNJP. This engagement will be coordinated with generating stories for the UN website.

5. Publications/info-graphics etc. generated throughout the JP will be used for both targeted communication/advocacy to policy-makers and other stakeholders, and when relevant for a broader audience.

#### 6. Multi-stakeholder Consultation Meetings

These meetings are to be held to prepare not only the government's main partners' support and endorsement of the UNJP, but also support the UNJP system-wide approach to improve the fragmented social protection system in Vietnam. The first meeting, led by the UN Resident Coordinator, is to be held on 6 November 2019 hosted by the Director-General of the International Cooperation Department of MOLISA with key partners of the government as well as legislative officials and Vietnam Women Union.

#### 7. Donor Strategic Communication and Advocacy Meetings

UNJP under the leadership of the RC and RCO's overall coordination will organize two donor meetings with Ambassadors and Development Counsellors of bilateral agencies from member states that provide funding to the Joint SDG Fund will especially be kept informed on the progress of the JP. Representatives of other key development partners in Vietnam will also be invited, as the RC Co-Chairs both the Informal Ambassadors Group on Development Cooperation (consisting of 20 Ambassadors incl. EU, US, Japan, South Korea, Germany etc.) and the Development Partners Group (consisting of Development Counsellors from 25 bilateral development agencies, the Country Directors of the WB, IMF, ADB, and EU, and 16 UN Heads of Agencies) in Vietnam.

In addition, the PUNOs will take responsibility to communicating those aspects of the JP for which they are responsible through their normal communications channels, e.g.

<https://www.social-protection.org>

RCO will have a communications focal point, and PUNOs will establish focal points who will be responsible for overseeing implementation of the communications plan and for overall monitoring and reporting on the communications plan.

## **Annex 6. Learning and Sharing Plan**

### *1) Strategic approach to learning and sharing*

The learning and sharing plan focuses on how the lessons from the UNJP can be identified and shared with relevant stakeholders, including the PUNOs at regional level.

The target groups for the plan are:

- 1) Key stakeholders including Government (i.e. those listed at A16.2)
- 2) UN agencies including those not directly involved in the JP.

## 2) Objectives of learning and sharing

The objective of the learning and sharing plan is to identify key lessons from the implementation of the UNJP and to ensure that these are shared with and learned by the relevant stakeholders (above).

As set out above the overall objective of the UNJP is to support Viet Nam in accelerating the transition towards an inclusive and integrated social protection (SP) system. This will lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and gender-sensitive social protection system. In order to achieve this objective, it is essential to identify the lessons learned from the UNJP and emerging good practices should be identified and disseminated.

A *lesson learned* is an observation from project or programme experience that can be translated into relevant, beneficial knowledge by establishing clear causal factors and effects. It focuses on a specific design, activity, process or decision and may provide either positive or negative insights on operational effectiveness and efficiency, impact on the achievement of outcomes, or influence on sustainability. The lesson should indicate, where possible, how it contributes to 1) reducing or eliminating deficiencies; or 2) building successful and sustainable practice and performance. A lesson learned may become an *emerging good practice* when it additionally shows proven results or benefits and is determined by the evaluator to be worthwhile for replication or up scaling.



This process should be carried out on an ongoing basis as part of the implementation of the UNJP and will form part of the final evaluation.

Progress will be monitored based on the indicators set out below and, on a qualitative basis, in the final evaluation.

### 3) Main activities

The main learning and sharing activities will be as follows

Description	Methods, instruments and tools	Responsible organization and focal point	Resources to be invested	Timeline: milestones and/or deadlines	Monitoring Indicators & data sources
Documenting activities	Knowledge management system	UNJP	No additional resources	As per reporting deadlines	Project reports
Identifying lessons learned	Part of periodic reporting process	UNJP	No additional resources	As per reporting deadlines	No of lessons learned identified
Flagging emerging good practices	Included in periodic reporting	UNJP	No additional resources	As per reporting deadlines	No of emerging good practices identified
Disseminating and sharing lessons learned	See Communications Plan	UNJP	As Communication s Plan	As Communications Plan	No of relevant communication activities

PUNOs will establish a focal point who will be responsible for overseeing implementation of the learning and sharing plan and for overall monitoring and reporting on the plan.



## **Annex 7. Budget and Work Plan**

### **7.1 Budget per UNSDG categories**

The Budget broken down by UNSDG category is set out in the table below. The total budget comes to over \$2.8 million with \$2,000,000 million being provided from the UNJP and an additional \$800,803 being provided by PUNOS. The respective allocations to the four PUNOs are: ILO - \$574,088; UNICEF - \$456,060; UNFPA - \$444,242 and UNDP - \$525,610.

The largest cost category is contractual services (\$971,706.14) followed by staff and other personnel (\$677,972.44).

UNDG BUDGET CATEGORIES	ILO		UNICEF		UNFPA		UNDP		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	247,421.00	500,753.00	142,872.00	100,000.00	142,679.44	100,050.00	145,000.00	100,000.00	677,972.44	800,803.00
2. Supplies, Commodities, Materials	4,000.00		14,112.00		9,000.00		0.00		27,112.00	
3. Equipment, Vehicles, and Furniture (including Depreciation)	32,000.00		0.00		0.00		0.00		32,000.00	
4. Contractual services	188,109.84		247,372.00		224,000.00		312,224.30		971,706.14	
5. Travel	35,000.00		14,367.00		24,500.00		15,000.00		88,867.00	
6. Transfers and Grants to Counterparts	0.00		0.00		0.00		0.00		0.00	
7. General Operating and other Direct Costs	30,000.00		7,501.30		15,000.00		19,000.00		71,501.30	
<b>Total Direct Costs</b>	<b>536,530.84</b>		<b>426,224.30</b>		<b>415,179.44</b>		<b>491,224.30</b>		<b>1,869,158.88</b>	
8. Indirect Support Costs (Max. 7%)	37,557.16	29,835.70	29,062.56	34,385.70	130,841.12					
<b>TOTAL Costs</b>	<b>574,088.00</b>	<b>500,753.00</b>	<b>456,060.00</b>	<b>100,000.00</b>	<b>444,242.00</b>	<b>100,050.00</b>	<b>525,610.00</b>	<b>100,000.00</b>	<b>2,000,000.00</b>	<b>800,803.00</b>
<b>1st year</b>	<b>233,646.00</b>	345,753.00	<b>244,119.00</b>	55,000.00	<b>258,405.00</b>	50,025.00	<b>231,120.00</b>	46,000.00	<b>967,290.00</b>	496,778.00
<b>2nd year</b>	<b>340,442.00</b>	155,000.00	<b>211,941.00</b>	45,000.00	<b>185,837.00</b>	50,025.00	<b>294,490.00</b>	54,000.00	<b>1,032,710.00</b>	304,025.00

## 7.2 Budget per SDG targets

The Budget broken down by SDG target is set out below. This is based on PUNOs best estimate as to where the balance of resources will be invested so as to accelerate achievement of the relevant SDGs.

SDG TARGETS		%	USD
	1.3	64%	1,794,322
	5.4	29%	825,719
	1.2	6%	180,762
TOTAL		1	2,800,803

### 7.3 Work plan

The detailed work plan is set out in the table below based on the three outcomes described above. The details of the work which will be implemented have been described in detail in section 2 above and will not be repeated here.

Outcome 1			Gender-sensitive multi-tiered coverage expansion strategies for accelerating SDG progress towards universal social protection coverage															
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved	
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)			
Output 1.1 Legal review and drafting support to facilitate the development of a rights-based, coherent SP framework in line with MOLISA's legal review schedule.	0	1	Activity 1.1.1 - Analysis of legal and governance fragmentation and feasibility for increased coherence of legal framework										Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	226,528	167,769	394,297	ILO, UNICEF, UNFPA	SID, DSA
			Activity 1.1.2 - Review of Social Insurance Law									ILO						
			Activity 1.1.3- Support review of benefit regulations									ILO, UNICEF, UNFPA						
Output 1.2 Support evidence-based policy options aimed at improving tax-based floors and contributory schemes and the links between them,	0	1	Activity 1.2.1 - Actuarial valuation of full contributory system										Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	387,485	244,680	632,165	ILO	SID, DSA
			Activity 1.2.2 - Costing of tax-based benefits policy proposals									ILO						
			Activity 1.2.3 - Develop fiscal space options									ILO, UNICEF, UNFPA						

in line with MPSARD and MPSIR objectives.			Activity 1.2.4 - Technical assessments to feed evidence-based design of integrated social protection policies												ILO, UNICEF, UNFPA					
Output 1.3 Advocacy and communication support to Govt and other partners to facilitate evidence-based decision-making on existing and new multi-tiered schemes.	0	1	Activity 1.3.1 Social dialogue for legal reform												Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	254,981	188,304	443,286	ILO	SID, DSA
			Activity 1.3.2 National social protection forums including high-level advocacy events										ILO, UNICEF, UNFPA							
			Activity 1.3.3 Engagement with National Assembly										ILO, UNICEF, UNFPA							
Output 1.4. Monitoring and reporting	0	1	Activity 1.4.1. Monitoring and reporting											Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	46,545	0	46,545	ILO, UNICEF, UNFPA	SID, DSA	
<b>Outcome 2 Inclusive social care and welfare service system framework for the most vulnerable for accelerating SDG progress</b>			<b>List of activities</b>	<b>Time frame</b>								<b>PLANNED BUDGET</b>				<b>PUNO/s involved</b>	<b>Implementing partner/s involved</b>			
				<b>Q 1</b>	<b>Q 2</b>	<b>Q 3</b>	<b>Q 4</b>	<b>Q 1</b>	<b>Q 2</b>	<b>Q 3</b>	<b>Q 4</b>	<b>Overall budget description</b>	<b>Joint SDG Fund (USD)</b>	<b>PUNO Contributions (USD)</b>	<b>Total Cost (USD)</b>					
Output 2.1 Evidence-based, gender-sensitive policies on social care and welfare adopted for	2	2	2.1.1 Support evidence for social care policy development (financing, social services and costing including care for the											Staff and other personnel; Contractual services; Travel; General Operating and	309,636	58,600	368,236	UNICEF, UNFPA	DSA, DCA	



implementation of inclusive social protection system			elderly and victims of violence, social work and child protection, social care network)								other Direct Costs.									
			2.1.2 Support policy advocacy and strategic communication activities to use evidence for policy development																	
			2.1.3 Provide technical assistance (financing, social services and costing including care for children, the elderly, PWD, victims of violence, social work and child protection) for development of policies and national programs																	
			2.1.4 Technical support for design social care model (including standards and guidelines for carers) for GoV to test on providing social care services																	
Output 2.2 National Capacity for developing and implementation	2	3	2.2.1 Capacity building for policy makers at national level								Staff and other personnel; Contractual services; Travel;	231,560	41,450	273,010	UNICEF, UNFPA	DSA, DCA				



n of policies on social cares and welfare strengthened			2.2.2 Technical support to development of professional standards (including multi-sectoral coordination mechanism) for social workers, child protection workers, and elderly carers									General Operating and other Direct Costs.					
			2.2.3. Support for development and implementation of training programs and training courses to improve social care services, and workforce														
Output 2.3. Monitoring and reporting	0	1	2.3.1. Monitoring and reporting									Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	17,655	0	17,655	UNICEF, UNFPA	DSA, DCA
<b>Outcome 3 Integrated e-system modalities for delivering SP services and real-time M&amp;E for accelerating SDG progress</b>			<b>List of activities</b>	<b>Time frame</b>								<b>PLANNED BUDGET</b>				<b>PUNO/s involved</b>	<b>Implementing partner/s involved</b>
				<b>Q 1</b>	<b>Q 2</b>	<b>Q 3</b>	<b>Q 4</b>	<b>Q 1</b>	<b>Q 2</b>	<b>Q 3</b>	<b>Q 4</b>	<b>Overall budget description</b>	<b>Joint SDG Fund (USD)</b>	<b>PUNO Contributions (USD)</b>	<b>Total Cost (USD)</b>		
Output 3.1 Innovative solutions for the development of an integrated e-system of delivering SP	2	1	3.1.1 - Multi-stakeholder reviewing (sense making) current actors' efforts in e-service delivery and e-management/e-M&E									Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	217,745	46,000	263,745	UNDP, in close consultation with UNFPA, UNICEF, ILO	DSA, DSI/MOLISA

services and real-time M&E experimented			3.1.2 – Multi-stakeholder (i) mapping collective intelligence-sourced innovative e-solutions, (ii) defining feasible solutions for experimentation and (iii) designing experimentation														
Output 3.2 Plan for scaling-up the successfully experimented solutions for the development of an integrated e-system of delivering SP services and real-time M&E approved by Government	0	1	3.2.1 - Disseminating the results and lessons of the experimentations and conducting wide consultation on directions for scaling up.									Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	222,265	54,000	276,265	UNDP, in close consultation with UNFPA, UNICEF, ILO	DSA, DSI/MOLISA
			3.2.2 - Support stakeholders in developing plan for scaling up, including costing, financing strategy, scaling up roadmap														
			3.2.3 - Policy advocacy and public consultation on the scaling up plan.														



Joint programme management	List of activities	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved		
		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)	
		Outcome 3.3 Monitoring and reporting	0	1	3.3.1. Monitoring and Reporting										Staff and other personnel; Contractual services; Travel; General Operating and other Direct Costs.	16,050
Joint programme management by RCO	1	2	4.1.1 - Monitoring and Reporting (RCO) for JP (JP annual and final reports)								Contractual services and other indirect costs for JP monitoring and reporting	16,050	0	16,050	RCO via UNDP	N/A
	1	2	4.1.2. Advocacy & Strategic communication incl. stakeholder consultations and donor meetings								Contractual services and general operating and other indirect costs.	10,700	0	10,700	RCO via UNDP	
	0	1	4.1.3. Final Evaluation (RCO)								Subcontract for final independent evaluation	42,800	0	42,800	RCO via UNDP	N/A
<b>TOTAL</b>											<b>2,000,000</b>	<b>800,803</b>	<b>2,800,803</b>			

## Annex 8. Risk Management Plan

As part of the development of this PRODOC a detailed risk assessment was carried out leading to identification and assessment of key risks and identification of mitigation measures. This is set out below in the form of a risk register. This risk register will be monitored as part of the implementation of the project and an updated assessment of risk and necessary actions will be set out in the periodic reports.

The low and slowly increasing coverage expansion of both compulsory social insurance and social assistance, the long-delayed reform of contributory social insurance (and the related government budget constraints) on one hand, and the pressures of an aging population, climate change and IR4.0 risks on the other hand, provide compelling reasons for the GOVN to undertake more substantial reforms of SP systems and policies.

This JP will help secure stronger government commitment to human and financial resources and to the effective use of UN TA and policy advice needed to undertake reforms. The government agencies' openness to an experimentation approach and breaking silos may also be influential in the JP achieving its effective and efficient implementation. The adoption of a rights-based and lifecycle approach in SP system reforms (as witnessed in the development and adoption of MPARD and MPSIR) is in line with UN principles, international norms and standards. The implementation of the JP will not only contribute to the achievement of several SDG targets, but will also promote Agenda 2030 and its principles of leaving no one behind and reaching the furthest behind first.

Some line ministries may resist the reform proposals, especially those which issued social protection policies that might be negatively affected in the process of consolidation. The Ministry of Finance also faces the difficult choice of providing state budget investment for SP. As evidenced in the MPSARD, MPSIR and MNDSPITA processes, inclusive dialogue and consultations involving the Party, National Assembly, different ministries, representatives from the business sector and beneficiaries will be key to building consensus on the best feasible options.

The key reputational risk for the UN lies in its ability to act coherently and to provide high quality technical assistance and policy advice for developing the most feasible options that fully take into account Viet Nam's specific development context and socio-economic and political conditions.

Finally, the UN will safeguard its principles by ensuring that all policy advice is based on existing international standards, such as ILO Recommendation 202 on Social Protection Floors.

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
<i>Contextual risks</i>					
Insufficient fiscal space to allow extension of social protection	High	3	3	Continued evidence-based advocacy; Capacity building for government line ministries to develop and present evidence-based budgets	UNJP
Low political commitment to reform	Low	1	4	Continue evidence-based advocacy	UNJP
<i>Programmatic risks</i>					
GoVN does not proceed with SP schemes or delays implementation	Medium	2	3	Continued evidence-based advocacy; Capacity building for government line ministries to develop and present evidence-based studies	UNJP
GoVN does not have capacity to implement new schemes	Medium	2	3	Capacity building for the	UNJP

				government partners	
Lack of co-ordination between GoVN agencies	High	4	3	Continue support and build capacity for existing coordination mechanisms	UNJP
Government agencies delay in engaging with the project	Medium	2	3	PUNOs engage with long-standing partners	ILO, UNFPA, UNICEF, UNDP
Capacity building activities not translated into concrete actions	High	3	3	Test and evaluate effectiveness of capacity building initiatives	UNJP
Lack of co-ordination amongst PUNOs	High	3	3	UNRC/RCO will monitor closely together with the lead agency	UNRCO
Project period will be insufficient to implement all activities	High	3	3	Timed work plan will be developed on inception	UNJP