

MEASURING THE PROPORTION OF THE POPULATION COVERED BY SOCIAL PROTECTION FLOORS/SYSTEMS (SDG 1.3.1) IN THE PHILIPPINES

by

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ABSTRACT

Monitoring the proportion of the population covered by social protection systems is important as effective coverage of nationally-appropriate social protection systems and measures is vital for mitigating the effects of poverty and achieving substantial coverage for the poor and the vulnerable. Although conceptually clear and has internationally established methodology and standards available, SDG 1.3.1 – the proportion of the population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims, and the poor and the vulnerable – remains to be one of the indicators that do not have regularly collected data and are not included in the SDG Watch of the Philippines. With the objective of localizing this indicator in the country, this paper focuses on generating estimates for the proportion of women giving birth covered by maternity benefits (Series C), the proportion of persons with disabilities receiving benefits (Series D), and the proportion of workers covered in case of employment injury (Series F). Key concepts, data availability, and existing gaps were reviewed. A localized methodology applicable to the Philippine setting was also proposed following the computation method of the United Nations Statistics Division. Data availability and accessibility posed significant challenges, with some variables having different frequencies. While the calculation produced complete baseline values for Series C and F for 2015-2020, Series D only has a single-year value, with 2016 as the common year among the series with the latest available data.

1. Introduction

The COVID-19 pandemic has drastically affected people's lives worldwide, making the achievement of the 2030 Agenda with its 17 Sustainable Development Goals (SDGs) more urgent and necessary. According to The Sustainable Development Goals Report 2020 of the United Nations, although the progress towards achieving Goal 1 – No Poverty has slowed even before the pandemic, the current situation makes it worse. About 71 million people are expected to be added to the statistics of those living in extreme poverty due to COVID-19.

Challenges in mobility and health risks are not the only expected consequences of the COVID-19 pandemic; socio-economic problems are likewise foreseen. Strong and well-established social protection systems are crucial to alleviate poverty conditions across countries. However, the Asia-Pacific SDG Partnership has reported that more than half of the world's population still lacks social protection coverage. Despite the surge in the number of social protection programs implemented to curb the effects of the COVID-19 pandemic, many are still left unprotected. Data from the International Labour Organization (ILO) states that only

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47% of the total world population receives at least one social protection benefit. Asia and the Pacific, in particular, only has 44% of the population with at least one social protection benefit. Effective coverage of social protection systems is vital for mitigating the effects of poverty, especially for safeguarding the vulnerable from the risk of falling further into poverty. The various social protection programs help ensure income security, facilitate access to healthcare and services, reduce poverty and inequality, and promote inclusive growth. More so, it helps address the consequences of pandemics and crises such as the situation today. With that, there is an urgency in the call for statistics to promote government social protection programs for all, starting from a solid floor of basic social protection guarantees.

Hence, this continuation of the study on SDG Indicator 1.3.1 *Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims, and the poor and the vulnerable* with Tier 2 classification seeks to carry on the proposed method in effectively regularizing the collection of data and raising the tier classification, as stated in Phase I. Using the proposed localized methodologies indicated in Phase I of this study, baseline values for the following series of the indicators will be calculated:

- Proportion of women giving birth covered by maternity benefits
- Proportion of persons with disabilities receiving benefits
- Proportion of workers covered in case of employment injury

2. Monitoring SDG Indicator 1.3.1

Series C. Proportion of women giving birth covered by maternity benefits

The time during pregnancy and maternity are vulnerable periods for women. In 2015, the World Health Organization (WHO) recorded more than 300,000 women who died because of pregnancy-related causes, all of which could be avoidable through proper social protection measures that safeguard the health of expectant mothers.

ILO (2015) defines maternity protection as “*multidimensional and encompasses different components that are of crucial importance from a health, income security and employment protection perspective.*” The ILO Maternity Protection Convention, 2000 (No. 183) and ILO Maternity Protection Recommendation, 2000 (191) set the minimum standards and additional measures for maternity protection. These are adopted in the maternity protection of countries across the globe, albeit with variations in scope and measurements.

In the Philippines, maternity protection is stipulated in the provisions of various legislations through the grant of maternity leave and other law-mandated benefits for expecting women. Currently, Republic Act (RA) 11210, also known as the 105-Day Expanded Maternity Leave Law, is referred to when it comes to maternity protection in the Philippines. This Act increases the maternity leave period stipulated in previous acts and decrees to 105 days for female workers with an option to extend for an additional 30 days without pay. It also stipulates the grant of maternity leave of 60 days, with full payment, for miscarriage or emergency termination of pregnancy and an option to allocate or transfer seven days to the child’s father or alternate caregiver. Female workers in government and private sector, including those in the informal economy, regardless of civil status or child’s legitimacy, are covered in this Act. Above the provisions of this Act, a grant of an additional 15 days of maternity leave with full pay shall also be granted to expectant solo parents under RA 8972 or the Solo Parents Welfare Act.

Other legislations providing for maternity protection in the country include RA 11199, also known as the Social Security Act of 2018², which stipulates the provision of maternity benefits among actively-contributing female members of the Social Security System (SSS), the RA No. 9710 or Magna Carta of Women which is a comprehensive women's human rights law that also provides leave benefits with full pay for women employees who undergo surgery caused by gynecological disorders, the RA 10606 or the National Health Insurance Act of 2013 through the Philippine Health Insurance Corporation (PhilHealth) which also provides maternity benefits for active members, and RA 11310 or the Pantawid Pamilyang Pilipino Program (4Ps) Act wherein households with pregnant women are provided health and nutrition cash grants.

Still, despite efforts of the government to provide more comprehensive coverage for maternity protection of women, there is lingering concern about the monitoring of maternal protection indicators due to the lack of data and information available to evaluate these. At present, there is no specific data source that caters solely to the calculation of the proportion of women receiving maternity benefits in the country, albeit some existing national surveys and databases such as the National Demographic and Health Survey, the National Household Targeting System for Poverty Reduction, Population Census, SSS Database, and PhilHealth Database, to name a few, could somehow provide related information. Coordination with the Department of Social Welfare and Development (DSWD), Philippine Statistics Authority (PSA), PhilHealth, SSS, Department of Health (DOH), and Philippine Commission on Women could also be explored to determine a way forward for gathering data related to maternity protection.

Series D. Proportion of persons with disabilities receiving benefits

Around one billion or 15 percent of the world's population has disabilities. The WHO International Classification of Impairments, Disabilities, and Handicaps defines disability as *"any restriction or lack of ability to perform an activity in the manner or within the range considered normal for a human being"* (UN DESA, 2003-2004). Article 1 of the United Nations Convention on the Rights of Persons with Disabilities identifies persons with disabilities (PWDs) as those with long-term physical, mental, intellectual, or sensory impairments that hinder full and effective participation in society.

PWDs have long been marginalized under the stigma that they are inferior to the rest of the population who consider themselves *"normal."* According to the United Nations Department of Economic and Social Affairs Disability (UN DESA), only 45 countries have anti-discrimination and other disability-specific laws to safeguard the rights of PWDs. This is even though PWDs are the world's largest minority, and their population is continuously growing. Many of the disabled population are still deprived of full and equal enjoyment of all human rights and all fundamental freedoms given to the rest of society.

The 2030 Agenda for Sustainable Development emphasizes that disability, in any form, cannot be part of a reason nor be part of any criteria for lack of access to development and realization of human rights. This is reflected through SDGS, one of which is SDG Indicator 1.3.1 Series D which refers to social protection for PWDs. In the Philippines, the rights of PWDs to be safeguarded against discrimination in the form of biases and prejudices are accounted for by legislation established to ensure equal social protection coverage, just like the rest of the society.

RA 7277 or the Magna Carta for Disabled Persons, further amended to RA 9442, defines PWDs as *"those suffering from restriction or different abilities, as a result of mental, physical, or sensory impairment, to perform an activity in the manner or within the range considered*

² An amendment to the RA 8282 or the Social Security Act of 1997 and RA 1161 or the Social Security Law

normal for a human being” wherein disability pertains to “1) a physical or mental impairment that substantially limits one or more psychological, physiological or anatomical function of an individual or activities of such individual, 2) a record of such an impairment, or 3) being regarded as having such an impairment.” Under this Act, the rights and privileges of PWDs in their employment, education, health, auxiliary social services, telecommunications, accessibility, and political and civil rights are recognized, and any kind of discrimination against them is prohibited.

Other noted legislations concerning PWDs are: 1) RA 10070, which establishes an institutional mechanism to ensure the implementation of programs and services for persons with disabilities in every province, city, and municipality; 2) RA 10366, which authorizes the commission on elections to establish precincts assigned to accessible polling places exclusively for persons with disabilities and senior citizens; 3) RA 11228, which stipulates the mandatory PhilHealth coverage for all PWDs; 4) RA 7277, which provides for the rehabilitation, self-development, and self-reliance of a disabled person and their integration into the mainstream of society and for other purposes; 5) RA 10754, which covers the expansion of benefits and privileges of PWDs; and 6) RA 10524, which expands the positions reserved for persons with disability.

While these legislations are well-established, there are still gaps in monitoring how exhaustive the social protection coverage for PWDs is in the country. Data on the proportion of PWDs receiving benefits is not yet regularly collected or monitored despite some existing surveys and databases that could provide related information. For one, the PSA compiles the results of the Census of Population and Housing (CPH), which contains questions on disability. There is also the National Disability Prevalence Survey (NDPS)³ for individuals aged 15 and over, aimed to measure different levels of disability at the population level. The Philippine Registry for Persons with Disability (PRPWD), which keeps administrative data of registered PWDs in the country through DOH’s identification system, could also be a potential data source. Related information from the DSWD, Department of Education, Department of Labor and Employment (DOLE), Department of Trade and Industry, Technical Education and Skills Development Authority, SSS, Government Service Insurance System (GSIS), PhilHealth, and the National Council on Disability Affairs may also be explored.

Series F. Proportion of workers covered in case of employment injury

WHO and ILO estimate that globally, about 1.9 million people die from work-related diseases and injuries each year, with 81% accounting for deaths due to non-communicable diseases and 19% accounting for deaths caused by occupational injuries (WHO, 2019). In the Philippines, the 2015 Integrated Survey on Labor and Employment (ISLE) recorded an estimate of 17,859 occupational accidents that resulted in the permanent and temporary disability of workers in the country (ISLE, 2017). Machines and equipment (26.9%), materials and objects (25.7%), and hand tools (19.5%) caused most of the accidents. Occupational diseases were also noted, the top three being back pain, essential hypertension, and neck-shoulder pain. These injuries and diseases add to the burden of workers in terms of additional economic costs for hospitalization, medicines, and rehabilitation. The burden is not only on the affected worker but also the dependents, the industry, and the community. Thus, the real costs of the pain, social inclusion, and permanent or temporary incapacity to do work is intangible and unmeasurable (UN ESCAP, 2015).

Less than 40% of the world’s labor force is protected in case of work-related injuries and illnesses (ILO, 2021) highlighting the immediate need for commitment to improve the health and safety of workers and provide coverage in the advent of occupational injuries. Various

³ Most recent data, however, is on year 2016 which contains information from 10,240 sampled individuals nationwide.

conventions concerning the protection and promotion of rights were ratified to promote and uphold the rights and welfare of workers. Convention 17 provides basic compensation to workers who met accidents in the workplace. Convention 102 includes employment injury insurance in the set of minimum standards for social security and states the provision of compensation or benefits such as medical treatment, income augmentation for loss of earning capacity, and survivor benefit in case of death, among others, for workers who incurred accidents or diseases in the workplace. Convention 121 provides a set of higher standards in terms of population coverage and level of benefits and recognizes the need for an effective approach to improving working conditions, limiting employment injuries, and facilitating the reintegration of displaced workers into the labor market and society. The 1948 Universal Declaration of Human Rights (UDHR) and the 1996 International Covenant on Economic, Social, and Cultural Rights (ICESCR) also established the right to protection against employment injuries for all workers. Moreover, Social Protection Floors Recommendation No. 202 states the call for preventative, promotional, and active measures relevant to employment injury protection benefits and the coordination of social protection policies addressing a secure work environment and decent work.

The Philippine government has recognized the underlying effects of work-related injuries and diseases and the need for policies and programs catering to the protection of workers. National policies and legislations geared towards addressing this concern are in place, the two main legislations being the labor code and the state insurance fund presidential decree. The Philippine Labor Code (1974), Book 4, states the national policy to *“promote and develop a tax-exempt employees’ compensation program whereby employees and their dependents, in the event of work-connected disability or death, may promptly secure adequate income benefit and medical related benefits.”* Whereas the Presidential Decree No. 626 or the State Insurance Fund (1975) provides coverage for members *“who suffer partial or total permanent disability, with at least one monthly contribution paid to the Social Security System (SSS) prior to the semester of contingency.”* All actively contributing members under the retirement age are entitled to various benefits such as rehabilitation services, physical restoration, skills, and entrepreneurial training.

The Employees’ Compensation Commission (ECC) under DOLE oversees the implementation of the provisions under Presidential Decree 626, of which the delivery of benefits is coursed through the two main insurance systems in the country: SSS and GSIS. The SSS caters to workers in the private sector, whereas GSIS’ jurisdiction is on public sector workers. If sickness, injury, disability, or death results from an employment accident, the worker shall receive cash assistance of PhP 10,000 or PhP 15,000 for sickness or death, respectively.

However, data gaps on the monitoring of actual coverage of this social protection for work-injury still exists. There are challenges in the availability and accessibility of data although some surveys and databases that may collect information relevant to series could be explored. Data on the number of workers protected by injury insurance could be collected from administrative records of SSS and GSIS or from the ECC. On the labor force or the total workforce in the country, data can be collected from the PSA, which generates official statistics on labor and employment from the conduct of the Labor Force Survey.

3. Methodology

Data Management

Phase I of the study calculated baseline values for series A, B, G, H, and I. The remaining series under SDG Indicator 1.3.1, series C, D, and F, were calculated in this Phase II of the study.

Table 1. List of series under SDG Indicator 1.3.1 for Phase II

Indicator 1.3.1 Series ⁴		Calculation	
		Phase 1	Phase 2
a	Proportion of population covered by at least one social protection cash benefit	✓	
b	Proportion of children covered by social protection benefits	✓	
c	Proportion of women giving birth covered by maternity benefits		✓
d	Proportion of persons with disabilities receiving benefits		✓
f	Proportion of workers covered in case of employment injury		✓
g	Proportion of older persons receiving a pension	✓	
h	Proportion of vulnerable persons receiving benefits	✓	
i	Proportion of poor population receiving social assistance cash benefit	✓	

Due to time constraints, slow data requests turnaround, and difficulty covering all programs in the Philippines, only nationally implemented and compulsory cash benefit social protection programs, either contributory or non-contributory in nature, were considered. Programs specific to local government units and those providing only in-kind benefits were excluded. To limit the scope of the data collection and compilation to recent years, the requested data were for 2015 to 2020. The summary of data collection is presented below:

Table 2. Summary of Data Collection

Series		Social Protection Programs	Data Needed	Years Covered	Data Sources	Sex disaggregation
c	Proportion of women giving birth covered by maternity benefits	• Maternity Benefit Components of Insurance Systems • Pantawid Pamilyang Pilipino Program (on pregnant women beneficiaries)	Total number of SSS maternity benefit claimants	2015-2020	SSS	Not available
			Total number of DSWD 4Ps pregnant women beneficiaries	2015-2020	DSWD	Not available
			Total number of live births in the Philippines	2015-2020	PSA	Not available
d	Proportion of persons with disabilities receiving benefits	• Disability Benefit Components of Insurance Systems	Total number of SSS disability benefit claimants	2015-2020	SSS	Available
			Total number of GSIS disability benefit claimants	2015-2020	GSIS	Available
			Prevalence of severe disability ratio among 15 years and older in the Philippines	2016	PSA	Not available
			Total population in the Philippines	2015,2020		Available
			Projected population in the Philippines	2016-2019		Available
f	Proportion of workers covered in	Employees Compensation	Total number of workers covered by EC	2015-2020	ECC, SSS, GSIS	Available

⁴ Series E was excluded, as this is not applicable in the Philippine setting. Currently, there is no social protection programs in the Philippines catering to the unemployed, unless involuntarily separated or laid off by the employer.

Series		Social Protection Programs	Data Needed	Years Covered	Data Sources	Sex disaggregation
	case of employment injury	Program (for work-related injuries)	program (work-related injuries)			
			Total labor force in the Philippines	2015-2020	PSA	Available

Localization of methods of computation

In line with the method of computation indicated in the UNSD's SDG metadata for Indicator 1.3.1, computations were localized for the Philippine setting with proposed formulas as follows:

Series c) Proportion of women giving birth covered by maternity benefits

Global

$$\frac{\text{Number of women receiving maternity benefits}}{\text{Total number of women giving birth}} \times 100$$

Ratio of women receiving cash maternity benefits to women giving birth in the same year (estimated based on age-specific fertility rates published in the UN's World Population Prospects or on the number of live births corrected for the share of twin and triplet births)

Localized

$$\frac{\text{Number of pregnant women receiving cash benefit from the DSWD Pantawid Pamilyang Pilipino Program and SSS Maternity Benefit}}{\text{Total number of live births in the Philippines recorded in PSA's civil registration or birth statistics}} \times 100$$

Ratio of the number of pregnant women receiving cash benefits from the Department of Social Welfare and Development Pantawid Pamilyang Pilipino Program and Social Security System Maternity Benefit to the total number of live births in the Philippines recorded in the Philippine Statistics Authority's civil registration/birth statistics

Series d) Proportion of persons with disabilities receiving benefits

Global

$$\frac{\text{Number of persons with disabilities receiving benefits}}{\text{Total number of persons with severe disabilities}} \times 100$$

Ratio of persons receiving disability cash benefits to persons with severe disabilities. The latter is calculated as the product of prevalence of disability ratios (published for each country group by the World Health Organization) and each country's population

Localized

$$\frac{\text{Number of persons with disabilities receiving cash benefits from the SSS Disability Benefit and GSIS Disability Benefit}}{\text{Total number of persons with severe disabilities in the Philippines}} \times 100$$

Ratio of the number of persons with disabilities receiving cash benefits from Social Security System Disability Benefit and Government Service Insurance System Disability Benefit to the number of persons with severe disabilities in the Philippines. The latter is calculated as the product of the prevalence of severe disability ratio among 15 years and older from Philippine Statistics Authority's National Disability Prevalence Survey and the total population in the Philippines/census-based population projection

Series f) Proportion of workers covered in case of employment injury

<i>Global</i>
$\frac{\text{Number of workers protected by injury insurance}}{\text{Total employment or the labor force}} \times 100$
Ratio of workers protected by injury insurance to total employment or the labor force
<i>Localized</i>
$\frac{\text{Number of workers covered by the Employees Compensation Program for Work – related Injuries}}{\text{Total employment or the labor force}} \times 100$
Ratio of the number of workers covered by the Employees Compensation Program for Work-related Injuries to the total labor force in the Philippines

4. Calculation of Baseline Values

All data collected from various government agencies were applied to the proposed methods of computation for the calculation of the remaining series: Series C, D, and F. Table 3 shows the calculation of the proportion of women giving birth covered by maternity benefits.

Table 3. Series C calculation

Year	Number of live births corrected for the share of twin and triplet births	Number of women receiving maternity benefits	Proportion of women giving birth covered by maternity benefits (Series C)
2015	1,744,767	267,173	15.31%
2016	1,731,289	262,158	15.14%
2017	1,700,618	300,401	17.66%
2018	1,668,120	332,346	19.92%
2019	1,673,923	382,856	22.87%
2020	1,516,042	297,667	19.63%

For the calculation of series D, Table 4 presents the proportion of persons with disabilities receiving benefits. The ratio of persons with disabilities receiving disability cash benefits to the total number of persons with severe disabilities is estimated at 1.80% for 2016.

Table 4. Series D calculation

Year	Persons with severe disabilities			Number of persons with disabilities receiving disability cash benefits			Proportion of persons with disabilities receiving benefits (Series D)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2015	-	-	-	78,120	54,172	132,310	-	-	-
2016	-	-	8,423,843	84,265	66,951	151,236	-	-	1.80%
2017	-	-	-	94,341	71,080	165,453	-	-	-
2018	-	-	-	99,130	75,534	174,704	-	-	-
2019	-	-	-	103,987	87,664	191,686	-	-	-
2020	-	-	-	75,849	77,359	153,231	-	-	-

For worker's social protection coverage in case of employment injury, calculations in Table 5 show that over the period 2015 to 2020, the proportion of workers covered in case of employment injury continued to increase with more than half of the total labor force in the Philippines protected by work-injury insurance.

Table 5. Series F calculation

Year	Total labor force in the Philippines			Number of workers protected by injury insurance			Proportion of workers protected by injury insurance (Series F)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2015	25,062,000	16,280,000	41,342,000	14,845,538	9,196,613	24,042,151	59.24%	56.49%	58.15%
2016	26,521,000	16,840,000	43,361,000	15,618,962	9,783,591	25,402,553	58.89%	58.10%	58.58%
2017	26,667,000	16,107,000	42,774,000	16,389,096	10,384,247	26,773,343	61.46%	64.47%	62.59%
2018	26,880,000	16,579,000	43,459,000	17,158,009	11,018,993	28,177,002	63.83%	66.46%	64.84%
2019	27,393,000	17,299,000	44,692,000	17,984,840	11,718,630	29,703,470	65.65%	67.74%	66.46%
2020	21,967,574	21,681,800	43,649,374	18,728,252	12,223,967	30,952,219	85.25%	56.38%	70.91%

In summary, only series D has incomplete data available, and the common year among the series with the latest available data is the year 2016. Table 6 shows the calculations of the three series for the year 2016.

Table 6. 2016 values for selected series of SDG 1.3.1

SDG Indicator 1.3.1 Series		Values
c	Proportion of women giving birth covered by maternity benefits	15.14%
d	Proportion of persons with disabilities receiving benefits	1.80%
f	Proportion of workers covered in case of employment injury	58.58%

5. Conclusions and Recommendations

Less than a decade is left to accomplish the established goals and targets for the 17 SDGs. In the Philippines, efforts have been made to ensure that the country is progressing towards attaining the SDGs and the 2030 Agenda. To ensure the robustness of the monitoring and implementation of SDGs, corresponding activities were grounded on policies and national development plans. Furthermore, sectoral coordination to facilitate data sharing and establish baseline estimates was done for stakeholders to be informed and engaged in the commitment of the Philippines toward SDGs. An SDG Watch website, under the PSA, was launched as a platform for disseminating the Philippine SDG Indicators for specific targets. The National Economic and Development Authority also has a website, particularly for the SDGs in the Philippines.

While these efforts contribute to the country's progress, more work is needed to ensure that all goals are monitored and attained. With the current COVID-19 pandemic, rising prices, and weather disturbances, many indicators require much-needed attention, one of which is SDG 1.3.1. Although classified as a Tier II indicator under global monitoring, the Philippines is yet to include SDG 1.3.1 in its SDG Watch monitoring despite the need for effective coverage of social protection in times when the population is facing more risks. The ILO World Social Protection Report includes the Philippines and has measured values for the indicator. This, however, is not reflected locally as there still has no measurement of SDG 1.3.1 in the country.

This paper sought to extend the work done in the previous phase of the study on measuring SDG 1.3.1 in the country. Specifically, a review of the existing data gaps in measuring the

remaining series (Series C, D, and F) for this indicator was done. Localized definitions, concepts, and methods of computations were also introduced. Baseline data were computed given data gathered from various sources.

Data availability and accessibility were some of the challenges encountered throughout the study. Some variables have low frequencies, while some lack further disaggregation. Moreover, the identification of social protection programs included in the measurement of each contingency was done only within the information obtained by researchers. How comprehensive and exhaustive these are may still be explored, and therefore, the actual coverage is still subject to further perusals and adjustments. A way forward may be a more thorough examination of social protection programs in the country in consultation with the stakeholders.

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