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Ministry of Human Resources
and Social Security of PRC



High-road strategies for universal social protection 全民社会保护的“快车道”策略

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The Future of Social Security

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Partnership Instrument Project improving China's
institutional capacity towards universal social protection

What is Universal Social Protection (USP)? 什么是全民社会保护²?

Why is this ILC definition so significant?

为什么国际劳工大会对全民社会保护（USP）的定义如此重要？

- ▶ It stresses the universality of coverage BUT goes beyond this. 该定义强调覆盖的普适性，但不止于此。
- ▶ Its scope is more ambitious by aiming for the: 其范围更加宏大，旨在：
 - ▶ comprehensiveness of coverage (for all life cycle risks); 全面覆盖（所有生命周期风险）
 - ▶ adequacy of benefits; 待遇充足性
 - ▶ predictability of benefits; 待遇可预测性
 - ▶ and their sustainability. 待遇可持续性

▶ 2021 International Labour Conference's definition of USP:

2021年国际劳工大会对全民社会保护（USP）的定义是：

*'Universal social protection entails actions and measures to realize the human right to social security by progressively building and maintaining nationally appropriate social protection systems, so that everyone has access to **comprehensive, adequate and sustainable protection over the life cycle**, in line with ILO standards.'*

(ILC, 109th session, 2021).

全民社会保护需要采取行动和措施，逐渐建立并维持适合本国的社会保护制度，实现社会保障人权，从而使每个人能够根据国际劳工组织（ILO）标准，在整个生命周期内获得全面、充足、可持续的保护。

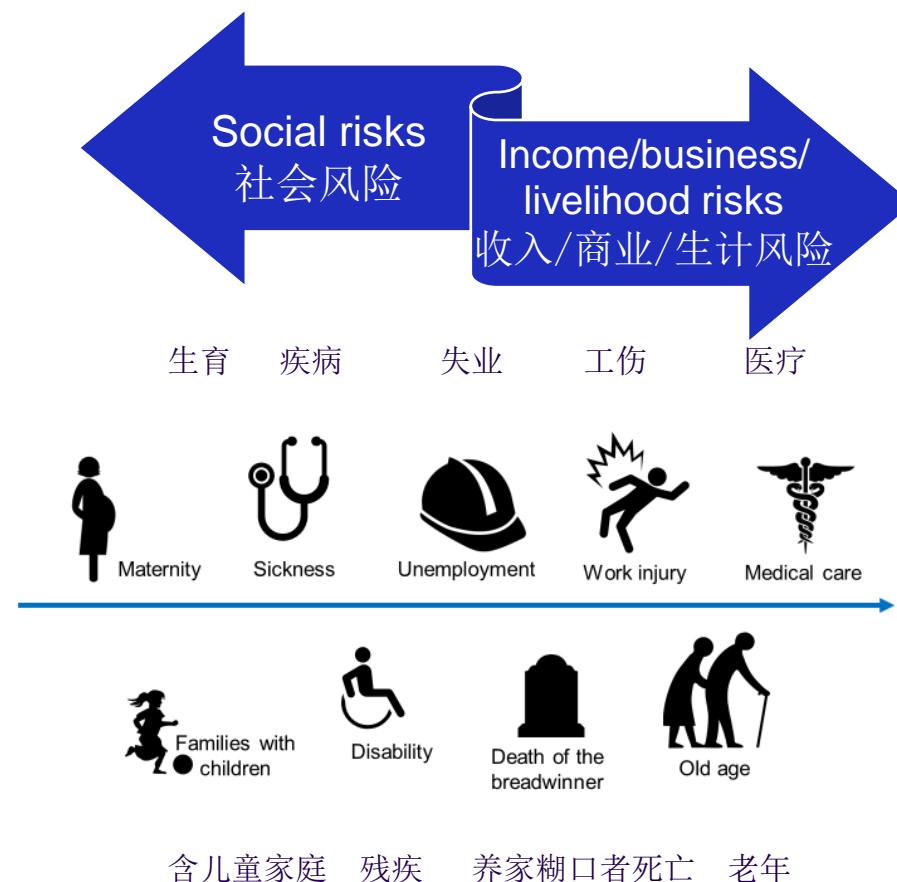
（第109届国际劳工大会，2021）

Why is investing in social protection key for social and economic development? 为什么投资社会保护是社会和经济发展的关键？

Only 46.9% of the global population are protected in at least one area - 4.1 billion people are excluded 全球仅46.9%的人口至少获得一个方面的社会保护—41亿人口未获得任何保护。

(SDG indicator 1.3.1, see World Social Protection Report 2020-22)

(可持续发展目标指标1.3.1, 见《世界社会保障报告(2020-22)》)



Positive economic impacts of investments in social protection 社会保障投资的积极经济影响

Micro level:
individuals, households and
enterprises
微观层面：个人、家庭和企业

- improving health, nutrition and education outcomes 提升健康、营养和教育成果
- building and protecting human capabilities (human capital) 建立并保护人的能力（人力资本）
- empowering individuals to invest or to adopt higher return strategies 为个人赋能，投资或采取更高水平的回报策略
- enhancing productivity and employability 提高生产力和就业能力

Meso level:
local economy
中观层面：本地经济

- enhancing community assets and infrastructure 提高社区资产，增强基础设施建设
- positive spillovers from beneficiaries to non-beneficiaries 从受益人向非受益人正外溢
- supporting the structural transformation of the economy towards higher-productivity and a net-zero economy 支持经济结构转型，以提高生产力并发展净零碳经济

Macro level:
overall economy
宏观层面：整体经济

- preventing poverty, reducing inequality 防止贫困，减少不平等
- stabilizing aggregate demand 稳定总需求
- facilitating structural change 促进结构改革
- rendering growth-enhancing reforms more politically feasible 使促进增长的改革更具政治可行性
- enhancing social cohesion 增强社会凝聚力

How can USP be achieved: The two-dimensional strategy for the extension of social protection

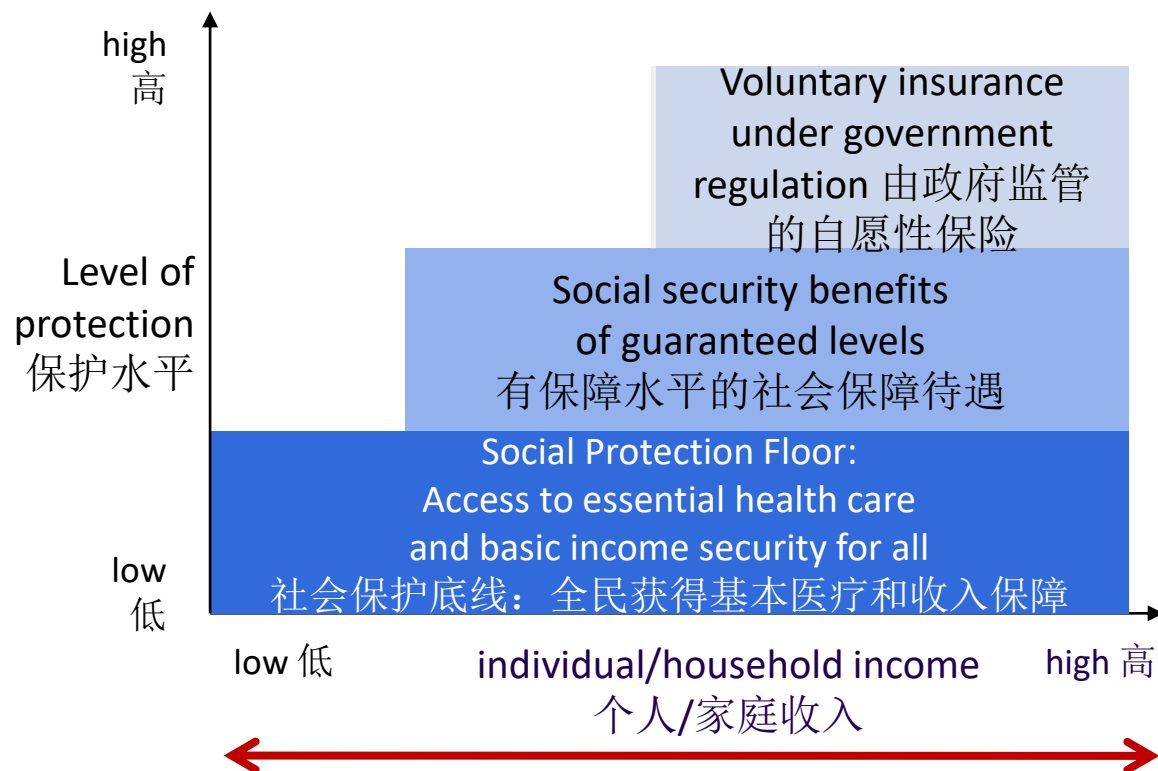
如何实现全民社会保护：扩大社会保护的二维战略

Social protection staircase 梯形社会保护

纵向维度 Vertical dimension:
progressively ensuring
higher levels of protection, guided
by Convention No.102
and more advanced standards

在102号公约和更高标准的指导下，
逐渐确保更高水平的保护。

Outcomes can be
guaranteed through
different means –
there is
no one-size-fits-all
采取不同方式保障成果
不存在通用方式



Horizontal dimension: 横向维度
Guaranteeing access to essential health care
and minimum income security for all,
guided by **Recommendation No. 202**

以第202号建议书为指导，保障全民获得基本医疗和最低收入保障



Social protection at the cross-roads: Taking the ‘high road’ towards universal social protection

处在十字路口的社会保护：
迈上全民社会保护的“快车道”

- ▶ **Critical policy window** for making the right choices regarding the **future** of their social protection systems.
关键的政策窗口：对未来社会保护制度做出正确选择。
- ▶ **“high-road”** strategy of investments in universal social protection systems.
“快车道”策略：投资全民社会保护制度。
- ▶ **“low-road”** approach of minimalist social protection policies and fiscal consolidation.
“慢车道”方法：最低要求的社会保护政策和财政整顿。

Many countries have arrived
at a crossroads: now is the
time to pursue a "high-road"
strategy towards universal
social protection.

Neglecting social protection systems through:



Underinvestment



Austerity and undue fiscal
consolidation



Minimal benefits insufficient
to ensure a dignified life



Weak coordination with
labour market, employment
and other relevant policies



Persistent large coverage
gaps in social protection

HIGH ROAD

Strengthening social protection systems requires:



Universal
coverage



Adequate
benefit levels



A comprehensive
range of benefits



Sustainably
financed systems



Provision that
is rights-based
and inclusive



Adaptation to
developments in
the world of work

Social protection at the cross-roads: Taking the 'high road' towards universal social protection

处在十字路口的社会保护：
迈上全民社会保护的“快车道”

► Integrated strategy for the promotion of inclusive growth and decent work 促进包容性增长和体面工作的一体化政策

- Extending social protection to workers in all types of employment 将所有类型的就业人员纳入社会保护
- Promoting sustainable enterprises and the formalization of enterprises and employment 促进企业可持续发展，推动企业和就业的正规化。



► 迈上全民社会保障的快车道, 构建 社会公正的未来



Policy orientations to move towards universal social protection 迈向全民社会保护的政策导向

- ▶ **Ensuring adequate social protection for workers in all types of employment**
through a combination of contributory and non-contributory schemes
通过缴费和非缴费型计划，确保为所有类型的就业人员提供充足的社会保护
- ▶ **Social insurance** – especially if inclusive of part-time, temporary and self-employed workers
社会保险——特别是如果包括非全日制工人、临时工和自雇人员。
- ▶ **Tax-financed benefits** – key role in guaranteeing a social protection floor
税收资助的待遇——保障社会保护底线的关键。



109th Session, 2021

International Labour Conference #ILC2021

- ▶ Global call to action for a human-centred recovery from the COVID-19 crisis [\[link\]](#)
全球呼吁采取以人为中心的行动，推动从新冠肺炎危机中复苏。[\[链接\]](#)
- ▶ Resolution and conclusions on social protection (social security) [\[link\]](#)
关于社会保护的决议和结论[\[链接\]](#)

Policy orientations to move towards universal social protection 迈向全民社会保护的政策导向

- ▶ Securing **legal certainty for workers and employers**, ensuring the correct classification of employment relationships, promoting the **formalization of enterprises and employment** (and preventing their informalization) and **facilitating transitions to the formal economy**.
为工人和用人单位保障法律确定性，确保正确的雇佣关系分类，促进企业和就业正规化（防止非正规化），推动向正规经济转型。
- ▶ Ensuring the **adequacy and sustainability** of nationally defined social protection systems building on effective **social dialogue**, based on the **principles** of solidarity, collective financing, well-balanced intergenerational fairness and gender equality.
以有效的社会对话，社会团结、集体筹资、均衡的代际公平和性别平等几项原则为基础建立国家社会保护制度，确保制度的充足性和可持续性。



109th Session, 2021

▶ **International Labour Conference** #ILC2021

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► Poor social protection coverage...

- Majority of workers on digital labour platforms are lacking social protection coverage
- Large gaps in health insurance; work-related injury provision; unemployment and disability insurance; and old-age pension or retirement benefits

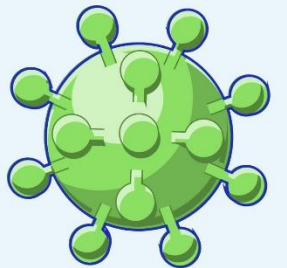


当前，大部分数字劳工平台的工人未被纳入社保覆盖。

医疗、工伤、失业、残疾保险，以及养老金或退休待遇差距悬殊。

Social protection (access to pension)

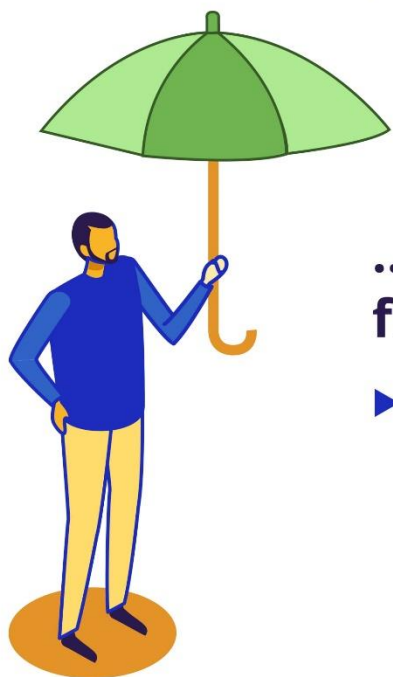
社会保护（获得养老金）



社会保护覆盖面较窄

► Poor social protection coverage...

- 平台工作者面临新冠肺炎风险
- 从事基于位置的平台工作的工人中，有七成表示，如果自己的新冠病毒检测呈阳性，无法享受带薪病假或领取补偿。



...leaving platform workers at risk from COVID-19

- On location-based platforms, **7 out of 10 workers** indicated not being able to take paid sick leave, or to receive compensation, in the event they were to test positive for the virus

Social protection (access to pension)

社会保护（获得养老金）

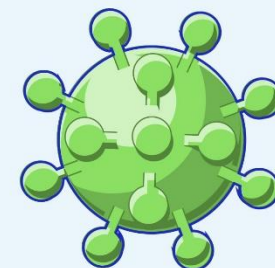
Online 基于
web-based 网络



Tax 出租车

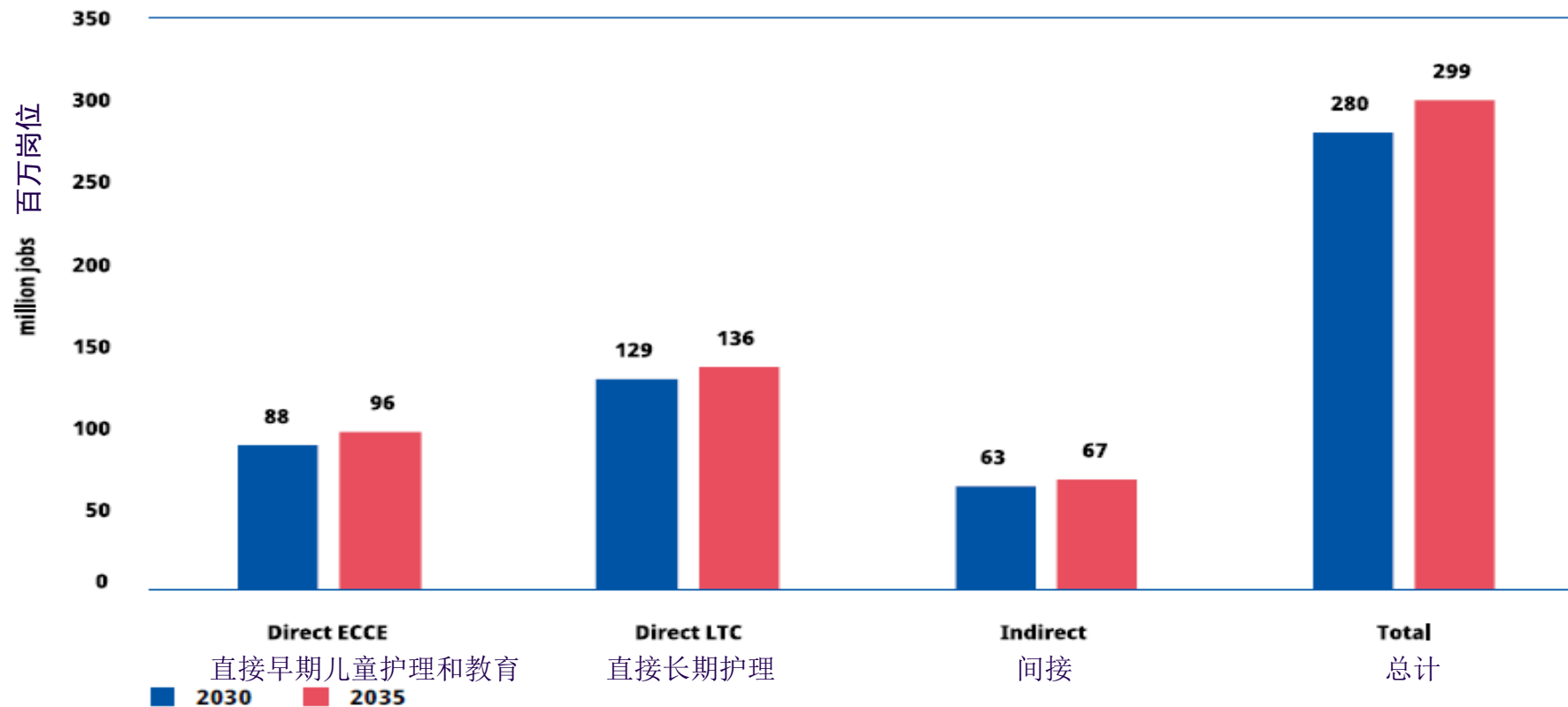


Delivery 外卖



Total employment creation from investment in care services in 82 countries, 2030 and 2035

2030和2035年，82个国家的护理服务投资创造的就业岗位数



Investment requirements 投资需求

Year 年份	ECCE 早期儿童护理和教育	LTC 长期护理
2030	1.45 % of GDP (1.6 trillion USD) 占GDP的1.45% (1.6万亿美元)	2.30 % of GDP (2.5 trillion USD) 占GDP的2.30% (2.5万亿美元)
2035	1.48 % of GDP (1.9 trillion USD) 占GDP的1.48% (1.9万亿美元)	2.44 % of GDP (3.1 trillion USD) 占GDP的2.44% (3.1万亿美元)

How to accelerate the extension of social protection to those not yet protected?

如何加快将未纳入社会保护的群体纳入覆盖

Key principles: 关键原则:

- ▶ Universality of protection, including for workers in all types of employment
保护的普适性，包括所有类型就业人员。
- ▶ Adequacy 充足性
- ▶ Portability and transferability 可携性和可转移性
- ▶ Transparency 透明
- ▶ Gender equality 性别平等
- ▶ Good governance and trust 良好治理和信任

How to accelerate the extension of social protection to those not yet protected?

如何加快将未纳入社会保护的群体纳入覆盖



More information: ILO policy resource package on extending social security to workers in the informal economy (informaleconomy.social-protection.org)

更多信息: ILO关于扩大非正规经济从业人员社会保障的政策资源包

► Social protection is key for reducing inequality 社会保护是减少不平等的关键

- **Higher social protection expenditure** is associated with **lower poverty levels**.
增加社会保护支出意味着降低贫困水平
- Social protection can **significantly reduce inequality** through redistributive effects.
通过再分配效应，社会保护能大幅减少不平等。

Social protection is key for reducing inequality 社会保护是减少不平等的关键

- Many European countries **reduce inequality by more than a third** through the combined effects of taxes and transfers.

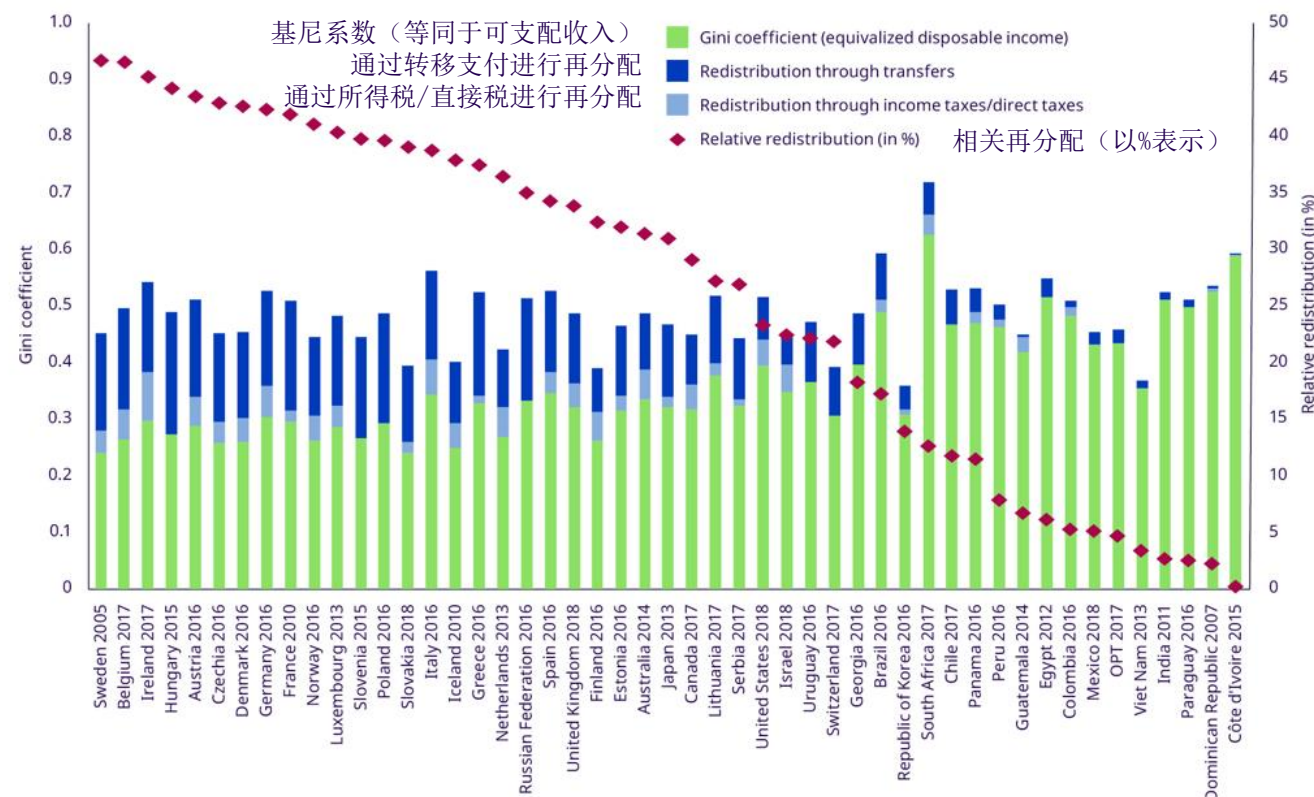
欧洲许多国家通过结合税收和转移支付将不平等减少了1/3以上。

- Countries with less developed social protection systems achieve a much smaller reduction in inequality.

对于社会保护制度欠发达的国家，不平等的减少幅度小得多。

Reduction of inequality (Gini coefficient) through social security transfers and taxes, selected countries, latest available year

所选国家通过社保转移支付和税收减少不平等（基尼系数）（最近年份数据）



The virtuous circle of investing in USP and public services

投资全民社会保护制度和公共服务带来的良性循环

- ▶ By investing in USP –and other universal public services – governments can unleash a virtuous circle.

通过投资全民社会保护制度——以及其他普适公共服务——政府将开启良性循环。

- ▶ This enables further investment in good quality universal public services. 这将进一步促进高质量的普适公共服务。

The virtuous circle of investing in good quality public services and a strong social contract 投资优质公共服务和强大的社会契约带来的良性循环



The virtuous circle of investing in USP and public services

► 投资全民社会保护制度和公共服务带来的良性循环

- Post-II World War **high-income countries transformed their societies** by pursuing this approach. 二战后，高收入国家通过采取这种方法实现社会转型。
- This accounted for **significantly reduced inequality** across these countries. 由此，这些国家的不平等显著减少。