

High-level group on the future of social  
protection and of the welfare state  
in the EU

欧盟社会保护与福利国家的未来  
高级别专家组

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and of the welfare state in the EU

欧盟社会保护与福利国家的未来

高级别专家组主席

Back to 1881, when the foundations of the welfare state laid, Bismarck affirmed that **the state should offer the people in need “a helping hand in distress...Not as alms, but as a right”**.

The EU has passionately served this purpose and expanded the welfare state.

在1881年，福利国家的建立基础奠定之时，俾斯麦就明确表示：**国家应向有需要的民众伸出“危难中的援手...不是施舍，而是一种权利”**。

欧盟积极致力于这一宗旨，不断扩大福利国家。

# Mandate 使命

High-Level Group is to : *“study the future of the welfare state, its financing and interconnections with the changing world of work and to present a report by end 2022”*.

高级别专家组是为“研究福利国家的未来，其筹资情况及与不断变化的工作世界之间的相互联系，并将于2022年底前发布报告。”

Inform debates  
and inspire reforms  
in the medium to  
long-term

推动展开讨论，  
激励中长期改革

The High-Level Group should develop a **vision** on how to **reinforce** social protection systems and welfare state in light of ongoing and new challenges, in a **medium to long-term**, to inform debates at **EU and national levels** and inspire reforms.

鉴于目前正在发生的和新出现的挑战，专家组应就如何强化社会保护制度和福利国家建立中长期愿景，从而推动在欧盟和国家层面上展开讨论，激励改革。

# Tasks and deliverable

## 任务和交付成果

The HLG tasks shall be to analyse and advise the Commission on policy options to be considered to reinforce the role of welfare states:

专家组的任务是分析关于为增强福利国家的作用而拟定的政策选择，并向欧盟委员会提出建议，包括：

- in providing social protection for all and ensure its financing, 为所有人提供社会保护并确保筹资
- while taking into account the changes in the labour market and economy, 考虑劳动力市场和经济的变化
- the diversity of social protection systems in the Member States and 成员国社会保护制度的多样性，以及
- the interaction between social protection and other welfare policies. 社会保护与其他福利政策之间的相互作用

# Three steps 三个阶段

1) **Expected impacts** of megatrends on the needs for social protection and on the welfare systems and their financing. **预期大趋势对社会保护需求和福利制度及其筹资的影响**

2) Implications on the **design and scope of social protection systems** and financing of social protection **对社会保护制度的设计和范围以及社会保护筹资的影响**

3) **Develop key strategic recommendations** for the future of social protection **提出关于未来社会保护的关键性战略建议。**

First step: analysing potential impact of four 'megatrends' on social protection and its financing

第一阶段：分析四“大趋势”对社会保护及其筹资的影响

Demographic changes

人口变化

Changing world of work

不断变化的工作世界

Digitalisation and technological change

数字化和技术变革

Climate change and green transition

气候变化和绿色转型

# Demographic changes 人口变化

- Ageing population 人口老龄化
- Low fertility rate 低生育率
- Migration and intra-EU mobility 移民和欧盟内部人口流动
- Changes in family structure 家庭结构改变
- Diverse incidence of poverty across age groups 各年龄段贫困发生率不同



# Changing world of work 不断变化的工作世界

- Increase in employment rate across the EU over last 2 decades. 过去20年， 欧盟就业率整体提高
- Persisting under-employment. 持续就业不充分
- Increase in non-standard forms of employment. 非标准就业形式增加
- Decreasing share of labour in overall income 总收入中劳动收入份额下降
- Wage inequalities and in-work poverty 收入不公平和工作贫困
- But also wealth inequalities and declining social mobility 财富不公和社会流动性下降
- New challenges (e.g. working from home) 新挑战（例如居家办公）

# Digitalisation and technological change

## 数字化和技术变革

- Job polarisation driven by technology and digitalisation

技术和数字化导致工作两极分化

- Loss and transformation of jobs but large increase in demand for services job

许多岗位流失和转型，但服务类岗位需求大幅增长

- Strong impact of education and digital skills on employment prospects.

教育和数字技术对就业前景产生强烈影响

- Digitalisation may deepen existing divisions in society.

数字化或将加剧现有的社会分化

# Digitalisation and technological change

## 数字化和技术变革

- Digitalisation and technologies also create opportunities (healthcare systems, public administration)

数字化和技术也在创造机遇（医疗制度、公共管理）

- Digital platforms and their added value for citizens (e-learning, health apps, car sharing, etc)

数字平台及其带给公民的附加价值（数字学习、健康类应用软件、共享汽车等）

# Climate change and green transition 气候变化和绿色转型

- (Huge) health and material damages due to (increasingly frequent) extreme climate-related events + question of insurability

与气候有关的极端事件（日渐频发）+可保性问题共同导致（巨大的）健康和物质损失

- Adaptation of production (in part. agriculture), consumption, labour market (sectoral dimension)

生产（特别是农业）、消费和劳动力市场（行业层面）的调整

- Need to ensure (green) job transition

确保（绿色）工作转型

- Need to address energy poverty 解决能源贫困

Current step :  
Implications on the  
**design and scope** of  
social protection  
systems and **financing**  
of social protection

当前阶段：  
对**社会保护制度的设计**  
**和范围**以及**社会保护筹**  
**资的影响**

Applying a **lifecycle approach** (early and family life, working lives, old-age) and considering **all welfare functions**

采用**生命周期法**（早期家庭生活、工作生涯、老年）并考虑**所有福利功能**

Implications on the **financing** of social protection, in particular viable ways to secure a fiscal basis and diversification

对社会保护**筹资**的影响，特别是能够保证**财政基础**和**多样性的可行方法**

*Some on-going reflections...*  
*一些进行中的思考*

# Early and family life 早期家庭生活

- Evolving and different objectives of 'family policies'  
“家庭政策”的演变和不同目标
- Boost (female) empl. and improve fiscal sustainability  
促进女性就业，提升财政可持续性
- Policy choice when reforming : individualised or family-based entitlements?  
改革面临的政策选择：个人还是家庭权益？

# Early and family life 早期家庭生活

## Youth-phase 青年阶段

Labour market entry and status: importance to match education and labour market, but also to keep the young long enough in education.

进入劳动力市场：将教育和劳动力市场相匹配具有重要意义，同时还需确保年轻人接受足够年限的教育。

Non-standard employment, fragmented careers and low levels of wages often hinder access to social protection of young people.

非标准就业、碎片化职业和低水平收入往往阻碍年轻人获得社会保护。



# Working lives 工作生涯

Social protection can be an enabler to decently paid and properly insured **working life**.

社会保护可以促使劳动者获得体面收入和适当保障的工作生涯。

New risks may make traditional income support instruments insufficient.

传统的收入支持手段可能不足以应对新风险

Minimum income. 最低收入保障

How to combine the overall goal of a decent income with incentives to work? 如何将体面收入的总目标与工作激励相结合?

The role of **collective bargaining**. 集体谈判的作用

Non-standard work and self-employed

非标准就业和自雇就业

Need for **social investment**

社会投资的需要

# Old age 老年

Link between old age, labour market, education and lifelong learning 老年、劳动力市场、教育和终身学习之间的关联

Preventive function of labour market: employment opportunities for all, increased flexibility.

劳动力市场的预防功能：提供全民就业机会，提高灵活性。

Pension credits for caring : important in particular for women 承担护理责任的养老金补助，这对女性尤其重要

Demand for long-term care expected to increase significantly 预计长期护理需求将显著增加

# Financing of social protection 社会保护筹资

Need to meet new social demands...while taking into account challenges of financing. 需要满足新的社会需求...同时考虑筹资挑战

Challenges if relying mostly on labour taxation to fund social protection and welfare spending. 如果依靠劳动税作为社会保护和福利支出的主要资金来源将面临挑战

Current methods of financing social spending show some inequities and inefficiencies. 目前的社会支出筹资方式体现出一定程度的不公平和低效率

- Broaden the tax base both inside and outside the remit of labour. 扩大劳动范围内外的税基
- Explore potential alternative sources of financing. 探索其他可能的筹资来源
- Public vs private funding. 公共筹资 vs. 私人筹资

# Conclusion 结论

Our welfare states were -efficiently- designed to address other needs.

我们福利国家的设计能够有效解决其他需求

**However, needs and risks are now changing rapidly, and we have to make sure that we will keep the quality of our welfare states and that people will be still protected with dignity and respect.**

然而，当前需求和风险正在快速改变，我们必须继续保持福利国家的质量，确保人民仍能获得有尊严、受尊重的保护。

A 3D-style sign with a white face and a black border. On the left side of the sign, there is a large, black, stylized arrow pointing to the right. Below the arrow, the word "Welfare" is written in a bold, black, sans-serif font. The sign is set against a clear blue sky with a few wispy white clouds.

**Welfare**