

The Role of ILO's Recommendation of National Social Protection Floors in the Extension of Social Security¹

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Sosyal Güvenliğin Yaygınlaştırılmasında Uluslararası Çalışma Örgütünün Ulusal Sosyal Koruma Tabanları Tavsiyesinin Rolü²

Abstract

At the International Labour Conference in 2011, a new strategy was formulated to establish sustainable social security systems. This strategy resulted in the recognition of the Social Protection Floors Recommendation by the ILC, which convened in 2012. The so-called Recommendation, number 202, is intended for the creation of national social protection floors. Social protection floors cover legal implementations including the obtention of the right to basic health and basic income assurance. There are four fundamental policies that will be dealt with while creating the social protection floors at the national level. The first of these policies is to develop social security programs to support employment policies. Following this, it is necessary that a comprehensive national social security system be set up. The third fundamental policy is to strengthen the country's institutional capacity within the framework of principles of governance and liability. Finally, creating the financial sources of social protection floors should be dealt with within the national fiscal space. In order to be able to succeed in the extension of social protection floors at national and international levels that will be created within the framework of the Recommendation numbered 202, the support of national governments, NGOs and global efforts is needed within the framework of social dialogue.

Keywords : Social Protection Floors, Recommendation Number 202, Extension of Social Security.

JEL Classification Codes : A13, H55, E62.

Öz

2011 yılında toplanan Uluslararası Çalışma Konferansında sürdürülebilir sosyal güvenlik sistemlerinin kurulması amacıyla yeni bir strateji belirlenmiştir. Bu strateji, 2012 yılında toplanan ILC

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tarafından 202 sayılı ulusal sosyal koruma tabanlarının oluşturulması (social protection floors) yönünde Tavsiye Kararının kabul edilmesiyle sonuçlanmıştır. Sosyal koruma tabanları, ulusal düzeyde tanımlanmış temel sağlık hakkına ulaşmayı ve temel gelir güvencesini içeren hukuki uygulamaları kapsamaktadır. Ulusal düzeyde sosyal koruma tabanları oluşturulurken ele alınması gereken dört temel politika bulunmaktadır. Bu politikalardan ilki istihdam politikalarını destekleyecek sosyal güvenlik programlarının oluşturulmasıdır. Ardından kapsamlı bir ulusal bir sosyal güvenlik sisteminin kurulması gerekmektedir. Üçüncü temel politika ülkenin kurumsal kapasitesinin; yönetim ve sorumluluk ilkeleri çerçevesinde güçlendirilmesidir. Son olarak da ulusal mali olanaklar (fiscal space) çerçevesinde sosyal koruma tabanlarının finansman kaynaklarının oluşturulması ele alınmalıdır. 202 sayılı Tavsiye Kararı çerçevesinde oluşturulacak ulusal ve uluslararası düzeyde sosyal koruma tabanlarının yaygınlaştırılmasında başarılı olabilmek sosyal diyalog çerçevesinde, ulusal hükümetlerin, sivil toplum kuruluşlarının ve küresel çabaların desteği gerekmektedir.

Anahtar Sözcükler : Sosyal Koruma Tabanları, 202 Sayılı Tavsiye Kararı, Sosyal Güvenliğin Yaygınlaştırılması.

1. Introduction

There are plenty of definitions regarding the notion of "social protection", but in the ILO's works, it was defined as "the programs and policies related to the protection of basic living standards" (ILO, 2006). The European Commission stressed that social protection includes a more comprehensive area, and they defined it as all of the transfer systems that were created to protect people against social risks (EC, 2003). According to another definition, social protection covers the whole income and employment support provided through the re-distribution of revenue based on individuals' equality and on the rights they possess to improve their living conditions in the face of income insecurity and to prevent the decline in living standards for individuals to be able to lead a life worthy for human dignity (Kapar, 2006: 9). In addition, the ILO uses the concept of social protection sometimes as the alternative for the concept of social security and sometimes as the synonym of it (ILO, 2014a).

The role of social protection has gradually begun to increase within the countries' economic social development (Midgley, 2013). Failing to extend the social security to cover the broader portions of the population is included in many political texts as one of the most significant impediments before the sustainable growth and development (European Parliament, 2013). It is emphasized that lack of social security systems is the most important obstacle for a country to realize its economic and social development and to achieve the objectives of Millenium Development Targets³ (ILO, 2010a).

³ *The Millennium Development Targets are as follows: 1) Eradicate extreme poverty and hunger, 2) Achieve universal primary education, 3) Promote gender equality and empower women, 4) Reduce child mortality, 5) Improve maternal health, 6) Combat HIV/AIDS malaria and other diseases, 7) Ensure environmental sustainability and 8) Develop a global partnership for development (UN, 2014).*

The decisions made while forming the structure of social protection floors also consider the rights included in the Declaration of International Human Rights (ILO, 2012a). The main principle constituting the social protection floor in accordance with Recommendation number 202 is to provide the minimum welfare level and health coverage for all of the individuals living in the society and for their families (Cichoń; 2013: 30). The horizontal dimension of social protection floors aimed at extending social protection points out the guarantee of benefiting from the minimum wages and basic health services for all under the guidance of Recommendation number 202, and its vertical dimension, on the other hand, suggests the provision of gradually-increasing social protection under the guidance of ILO's Agreement number 102 and its further standards (UN, 2012).

2. The Definition and Elements of The Notion of Social Protection Floor

2.1. Definition

Liberal and global economic policies implemented in the World enabled the economic growth to come true. However, this situation rapidly increased the inequality and deprivation of social protection (precarity) (Erdut, 2004: 11). In addition, the standards arranged in the ILO's Agreement number 102 of "The Minimum Standards of Social Security" failed to reduce the increasing social protection deprivation and remained insufficient. Due to these reasons, Recommendation number 202 was adopted by ILO in 2012. The horizontal dimension of the Recommendation includes the social security assurances to be formed at the national level, and its vertical dimension covers the policies of extending social securities (ILO, 2012a).

Social protection floors encapsulate two fundamental guarantees: 1) the basic income guarantee formed of various social transfers, such as in-cash or in-kind; 2) thorough social services that are universally accessible and affordable in terms of health, water, education, food security, accommodation and in the fields of other services defined in accordance with national priorities (ILO 2011c).

Recommendation number 202 defines the social protection floors as a series of national and fundamental social protection guarantees that secure "protection", which aims to obstruct poverty, vulnerability and social exclusion (Cichoń & Behrendt & Wodsak, 2011: 11). In terms of the countries that do not have, even at the minimum level, social protection guarantees as one of the main elements of national protection systems, creating the national social protection floors should be the primary target regarding "national social protection strategies" (ILO, 2011b). In addition to creating and maintaining the protection floors, the

national strategies should provide "social protection at high levels for as many people as possible continuously as directed by the ILO's social protection standards" (ILO, 2012). Again, according to the Recommendation, social protection can be provided via various means, including the social security programs both at a premium and no premium. At the same time, the Recommendation stresses that social protection should be provided as much as it can, in the shortest time possible and at continuously higher levels (Hagemejer & Mckinnon, 2013).

2.2. Its Elements

The approach to the social protection floor has two fundamental elements. The first of these is to provide everybody with basic health services, and the second is to supply the employees, children and elders with income guarantees.

2.2.1. Provision of Basic Health Services to Everybody

It is necessary that the maternity support specified at the national level and basic health services, which are of high quality and are easily accessible, should be provided for everybody (Cincon 2013: 33-34). The financial burden of the provision of basic health services must not increase the poverty risk of those in need of health care. In addition, at antenatal and postnatal periods, medical care should be provided particularly for the poor within the scope of maternity support (Kapar, 2015: 196).

2.2.2. Provision of Income Guarantee for Elders, Children and Those at the Active Working Age

A basic income guarantee defined nationally at minimum should be provided for the children and elders, as well as for those who fail to obtain sufficient income but are within the active working age -including the ill, unemployed, mothers and the disabled (Kulke & Guilbault, 2013: 103; Kapar, 2015: 196-197).

According to Recommendation number 202, basic social security guarantees designed in the Recommendation should be constituted within the legal framework and should include everybody living in the country (Adlung, 2013: 164-165). The provision of health care, which is the income guarantee at minimum and a fundamental obligation, is one of the most important parts of social protection floors. The finance of these guarantees can be met in-cash or in a similar ways within the social security system, be it at a premium or no premium, in accordance with the countries' own levels (Cichoń & Behrendt & Wodsak, 2011).

3. Reasons for Creating Social Protection Floors

Main human right to social security stays outstanding for the wide plurality of the world's population. Merely 27 per cent of the world population possess attainment to exhaustive social security systems, whereas 73 per cent are coated in part or not at bit (World Bank, 2014). More endeavors are necessary to rise evaluates to provide income security for children and families. Plenty of children do not take the requisite cash transfers that could make a real variation, with regard to nutrition, health, education and care services, to their opportunity of carrying out their whole potential. Certain child and family benefit programmes rarisied from in legislation have in 108 countries, but often wrap only small groups of the population. In 75 countries, no such programmes are actual at all. On average, governments allocate 0.4 per cent of GDP to child and family benefits, ranging from 2.2 per cent in Western Europe to 0.2 per cent in Africa, and in Asia and the Pacific. Underinvestment in children risks their rights and their future, besides the economic and social development contingencies of the countries in which they live. Fiscal consolidation and adjustment measures in higher-income economies menace progress on income security for children and their families. Child poverty boosted in 19 of the 28 countries of the European Union between 2007 and 2012 (ILO, 2013).

Throughout of the World, 2.3 per cent of GDP is assigned to social protection spending for women and men in providing income security in the course of working age; locally, levels vary widely, ranging from 0.5 per cent in Africa to 5.9 per cent in Western Europe (ILO, 2014a). Only 28 per cent of the labour force worldwide is potentially appropriate for benefits (contributory or non-contributory) under existing legislation should they become unemployed. Considered as a general regional differences are important: 80 per cent of the labour force is so covered in Europe, 38 per cent in Latin America, 21 per cent in the Middle East, 17 per cent in the Asia and Pacific region, and 8 per cent in Africa. Only 12 per cent of unemployed workers worldwide practically receive unemployment benefits, and again regional differences are large, with influential coverage ranging from 64 per cent of unemployed workers in Western Europe to over 7 per cent in the Asia and Pacific region, 5 per cent in Latin America and the Caribbean, and less than 3 per cent in the Middle East and Africa. A number of developing economies have submitted unemployment benefit schemes, such as Bahrain or Viet Nam, as a means to provide income security for unemployed workers and ease their try to find for jobs spousaling their skills in the formal economy. India's employment guarantee scheme (Mahatma Gandhi National Employment Guarantee Scheme) also provides a form of unemployment protection by guaranteeing 100 days of public employment to poor rural households (ISSA, 2012; ISSA, 2013). Nowadays, only 33.9 per cent of the global labour force is covered by law for employment injury through compulsory social insurance. Even so voluntary social insurance coverage and employer obligational provisions are included, only 39.4 per cent of the labour force is plated by law (ISSA, 2013).

Complementing contributory schemes, non-contributory disability benefits play a main role in protecting those persons with disabilities who have not (yet) earned

entitlements to contributory schemes. Only 87 countries offer such non-contributory benefits ferrous in national legislation, which would provide at least a minimum level of income security for those disabled from birth or before working age, and those who for any reason have not had the occasion to contribute to social insurance for long enough to be eligible for benefits (OHCR, 2012). Worldwide, less than 40 per cent of women in employment are covered by law under compulsory maternity cash benefit schemes; 57 per cent if voluntary coverage (mainly for women in self-employment) is included. Due to the ineffective application and implementation of the law in some regions (Asia and the Pacific, Latin America and Africa in particular), effective coverage is even lower: only 28 per cent of women in employment worldwide are protected through maternity cash benefits which provide some income security in during the final stages of pregnancy and after childbirth; the absence of income security forces many women to return to work matutinall (ILO, 2014b).

Almost half (48 per cent) of all people over pensionable age do not receive a pension. Under existing laws and regulations, only 42 per cent of people of working age today can wait to receive social security pensions in the future, and effective coverage is expected to be even lower. This space will have to be completed also by an enlargement of non-contributory provisions (OECD, 2013).

The hast of struggling for universal coverage in health is described by the fact more than 90 percent of the population living in low-income countries stays without any right to coverage in health. Worldwide, 39 per cent of the population is deficiencing such coverage. Consequently, about 40 per cent of all global health expenditure is shouldered directly by the sick. However, even people who are legally covered experience limited health benefits, high out-of-pocket payments and a lack of the health workers needed to deliver services. In such circumstances, despite coverage, health care is frequently neither available nor affordable, and the cost of accessing needed services can lead to poverty (Scheil & Adlung, 2012).

The ILO estimates that there is a global deficit of 10.3 million health workers required to ensure that all in need receive quality health services. This gap, and the often close-to-poverty wages of health workers, are blocking progress towards universal health coverage. Globally, 88 countries in several regions of the world have proved that it is possible to close the gaps in health coverage (Scheil & Adlung, 2013).

In recent years, the debates regarding the idea that social protection is a significant element in terms of ensuring development has gradually gained currency again (OECD, 2009). Structural stability policies such as cutting public spending, reducing the aid and services provided by the government, and the people, who benefit from health and education services, paying out of their pocket in return for these services did not sufficiently secure to attain the desired results in terms of realizing the economic development (European Parliament, 2013). In the course of time, the scope of social protection has expanded and grown to include the realization of human rights, decrasing the inequality and the policies

based on income guarantee (ILO, 2011a). Both the expansion of the sphere of social protection and the recognition that social protection is the most important element of development policies have given rise to a profound policy shift within the international development in recent years (Kapar, 2015; Midgley, 2013). The social protection programs which many low and middle income countries implemented in recent years have indicated that social protection is an indispensable component of development policies (Cichoń & Hagemer, 2007).

The fact that financial markets, insurance companies and family structures failed to ensure the income guarantee in time made it compulsory for the social protection systems based on social solidarity to be improved. In addition, the protection systems through the companies operating in compliance with market rationale, through informal relationships, or those based on just social aid failed to expand the scope of social protection (Kapar, 2006: 11-17). Separately, the mechanisms enabling the revenue to be redistributed on the basis of social justice and social solidarity became ineffective. At the point arrived at today, social protection has come to be considered as an element contributing to economic development. As a result of all these developments, only 20% of the world's population are able to benefit from the rights within the scope of social protection, which has created a serious protection gap (Hagemer & McKinnon, 2013: 4-6).

Many countries have combined the main components and applicable parts of social protection floors with their own social protection systems. In the middle and low income countries, it has been proved that there is a significant link between social protection floors and social changes such as transportation, financial difficulty and inequality (ILO, 2014a). The studies have shown that modest cash transfer programs provided for the elderly and for children have the potential to decrease poverty to a large extent (ILO, 2011c).

The positive effect that the precautions included in the social protection floors generated in struggling poverty, in preventing inequality and in securing fair economic development were approved by developing countries (UNRISD, 2008). It is observed that in reducing the poverty and inequality among the countries that are a part of the Organization for Economic Cooperation and Development (OECD), the ratio of inequality in the countries with social protection system decreased by fifty percent when compared to the countries without having this kind of social protection system (ILO, 2014a). The aforementioned countries, which were able to combine the precautions put into practice within the framework of social protection floors and with the comprehensive social security systems they developed, were able to reduce poverty and inequality. For example, the poverty gap decreased at a rate of one-third in South Africa thanks to the no premium state aid (such as cash transfers) that were implemented. Mexico was able to reduce the number of those living in poverty, at a rate of 10% and reduce the poverty gap by 30% thanks to the "Oportunidades Program", which was implemented. Again, Kazakhstan was able to reduce the number of those living in poverty by 24% and to decrease the poverty gap by 42% (ILO, 2011c). In addition to these policies, the increase of food aid reduced the number of houses with financial difficulty in half (ILO, 2014a).

Looking at recent years, it has been observed that the interventions made thanks to social protection policies have convincingly proved their values in times of crisis (ILO, 2014a). The proposed precautions within the scope of social protection floors, which have multi-layered structures, had a function of balancing the problems in the course of the periods of economic and financial crisis (Kapar, 2015: 195). An Income-focused approach of social protection floor implemented extensively enhanced the purchasing power of developing countries in the consumer category and enabled the national markets to become strong (ILO, 2014a).

It was put forward that the policies implemented within the scope of social protection floors can be financed with a modest portion of national income even in the countries whose resources are limited (ILO, 2008). According to the cost calculations conducted by the ILO in the low and low-middle income countries located in Saharan Africa and Asia for the purpose of determining the costs of basic assurances (except health expenditures) included in the social protection floor, it was calculated that the social protection spendings in question bring an incremental cost between 2.2% and 5.7% to the GNP of these countries (ILO, 2008). According to the social cost calculation made by the World Health Organization, the inclusion of those not already benefiting from health insurance in the health coverage in low income Eastern Asia and Pacific countries brought only a 0.8% of incremental cost to the GNP averages of these countries (WHO, 2010). Again, according to estimations made by the Economic Commission for Latin America (ECLAC), it was calculated that increasing the cash transfer spendings provided for the children, the old and the unemployed who are included in the scope of social protection, brought additional cost which is between 3.2% and 5.7% of the GNP of these countries (ECLAC, 2010).

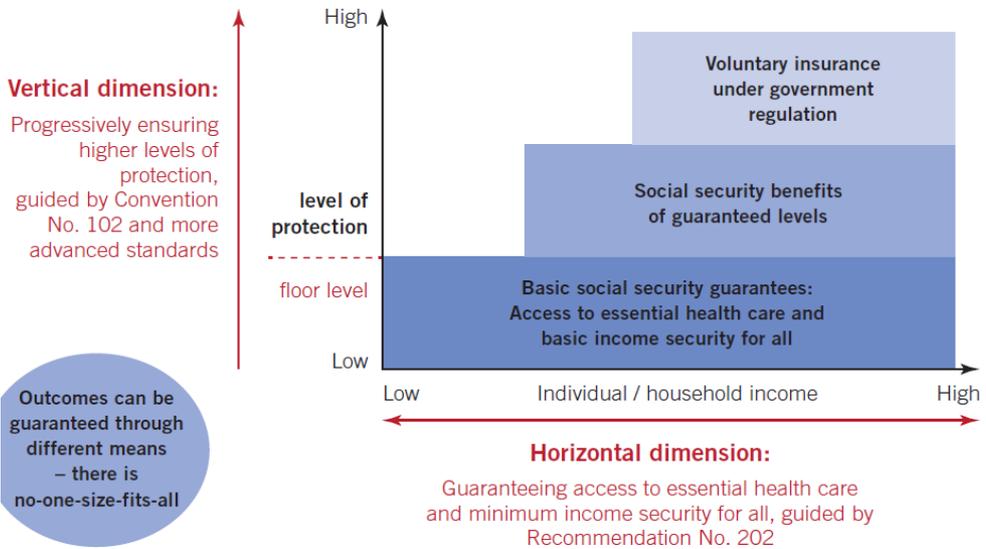
Political will, financial facilities and effective institutionalization is needed in order for the policies regarding social protection floors formed at the national level to be successful (ILO, 2014a). Of the countries that made a shift in social policy for the purpose of extending social protection, Brasil, Mexico, and South Africa implemented conditional or unconditional cash transfer policies for families with children; Bolivia, Maritus, Namibia and Nepal implemented the policies towards pension funds; Rwanda and Thailand implemented the policies of benefiting from strengthened effective health policies; and Ethiopia and India implemented the policies of employment-guaranteed plans and cash transfers policies for those who are unable to work (ILO, 2011b). The low and middle income countries implementing these policies were able to find financial sources to finance the extension of social protection programs. In spite of difference in implementations, these developments make it compulsory that national social protection floors be formed by ensuring close coordination with other social and economic policies in order for social protection to become systematic and be sustainable (UNICEF, 2012; World Bank, 2012). Together with a triple structure composed of employee, employer and 183 member states of the ILO at the International Labour Conference convened in June, 2011, a new strategy of social security was put into practice. The need to integrate the new social security strategy with the strategies and policies aiming at expanding the scope of social security was

expressed in Recommendation number 202. As a result of voting taken among workers' representatives, and employers –who are members of ILO- and 185 member states, the Recommendation was adopted with 453 votes for and 1 abstaining vote (ILO, 2012a).

It was stressed at the conference in question that Recommendation number 202 and the other social security standards are necessary for the scope of social security at the national level to be gradually improved (Hagemeyer & Mckinnon, 2013: 8). In addition, one of the topics focused on at the conference is that the states which do the planning for more comprehensive social security systems considering national events and their level of development should constitute the social protection floors according to their own facilities and their level of development (ILO, 2011b).

The strategy included in Recommendation number 202 has a two-dimensional objective. The first of these is to create a series of basic social security guarantees which is referred to as "horizontal dimension," and which is defined at the national level in order to provide a social protection floor for everyone in need in the shortest time possible (ILO, 2011b). On the other hand, the objective called "vertical dimension" refers to extending the levels and scope of social security guarantees, governed by the Convention on the Minimum Norms of Social Security (No:102), and other present social security standards to as many people as possible in the shortest time possible (ILO, 2011b; ILO, 2012b). The fundamental purpose of the ILO's two-dimensional objective is to provide a decent job for all women and men living in a society, and to ensure social cohesion and fair economic growth (ILO, 2011b). For this, the fundamental policy's primary reason to be adopted is to provide a social protection guarantee for everyone in the society at minimum level by extending the social security within the scope of Recommendation number 202, as well as to realize protection at higher levels under the guidance of the social security standards determined by the ILO (ILO, 2012b).

Figure: 1
The Social Security Staircase



Source: ILO (2012b) *The Strategy of the International Labour Organisation – Social security for all, Building social protection floors and comprehensive social security systems*, <<http://www.socialprotection.org/gimi/gess/RessourcePDF.action?ressource.ressourceId=34188>>.

As it will be clearly seen in Figure-1, we can compare the policy of new social protection floors to the stairs of a building in that it has two dimensions. The sub-step forms the basic guarantee packages for all via the social protection floor. At the second level, it is necessary that the right for security be specified by law in order for more individuals to participate in the system. Also, arrangements for special voluntary insurance, which are included in the uppermost step and which is specified by the government, can be made to people who are in need and who demand a higher level insurance (ILO, 2012b). Even though the number of people who can benefit from the most basic guarantees are higher in the underdeveloped countries, the defined stair system can be implemented for the countries that make progress in every level. One of the most important points not to be forgotten is the fact that the system cannot be productive if the stairs of this system are implemented individually. Each step of the stairs is linked to the other and it is composed of indivisible parts (Nyenti & Mpedi, 2012b).

Recommendation number 202 is the first autonomous Recommendation since the Recommendation of Income Assurance in 1944 (Number: 67) and the Recommendation of Medical Service also in 1944 (Number: 69). This Recommendation was considered as a turning point in global social policy. Thanks to the Recommendation, national social protection floors will be created and the scope of social security can be expanded (Hagemer

& McKinnon, 2013: 8). In addition, the Recommendation will play a significant role in people's realizing their rights of social security, in effectively reducing poverty and vulnerability and in attaining the United Nations Millenium Development Goals (MDGs) as well as national and international development targets (Cichoń & Behrendth & Wodsak, 2011; Kulke & Guilbault, 2013). However, when what the Recommendation introduced is considered, it is observed that these guarantees are behind the ILO'S conventions and recommendations that are in practice. The Recommendation is in a struggle for including those not in the scope of social protection into the scope of protection within the bounds of possibility (ILO, 2012a).

The objectives of R.202 are set out in paragrah 1 as providing to members to:

- “1) Establish and maintain, as applicable, social protection floors as a fundamental element of national social security systems, and
- 2) Implement social protection floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards.”

National social protection floors should comprise at least the following four social guarantees:

- “1) Access to a nationally defined set of goods and services, constituting essential health care, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality;
- 2) Basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services;
- 3) Basic income security, at least at a nationally defined minimum level, for persons within the active working age who are unable to earn sufficient income, particularly in cases of sickness, unemployment, maternity and disability; and
- 4) Basic income security, at least at a nationally defined minimum level, for older persons. (R.202, article 5)”.

The Social Protection Floors recommendation has a triple function: it defines a floor of minimum guarantees, sets out a codex of security principles and requires a plan for dynamic national strategies toward higher levels of protection in the 184 ILO states.

According to the Recommendation, the created social protection floors must be implemented within the strategies of extension of social protection under the guidance of the ILO's social security standards by providing as many people as possible with social security guarantees at higher level continually (ILO, 2012).

Recommendation number 202 proposes that social protection floors should be formed which reduce social exclusion and poverty at the national level or which cover the most basic social security guarantees protecting people from these (ILO, 2012b). According to the Recommendation, social protection floors should be supported in the national planning in order for the strategies aiming at extending social security to develop at the national level (ILO, 2012d). Thus, it is thought that the Recommendation will make contributions to the progress of the policies based on the national social dialogue, institutional structure and human rights (Ehmke & Skaletz, 2009).

The Recommendation, with the social protection floors it covers, provides a starting point for underdeveloped, poor and developing countries to attain the social security standards that are of international quality and govern the minimum criteria (Cichoń, 2013). The Recommendation does not improve the existing standards nor does it present a higher standard. It aims to realize the right to social security at the international level (Hagemeyer & McKinnon, 2013).

The most important feature of the Recommendation is to put forth the aid principles to poor people who work in the informal economy and who are vulnerable along with their families. In addition, the Recommendation in question is based on a new social human right (ILO, 2011c).

However, it must be particularly stated that the fact that directory principles and social security guarantees of the Recommendation described above are social rights is not clearly voiced in the Recommendation. It seems possible for the guarantees in question included in the social protection floors to be provided by actors such as companies, private insurance companies and benevolent associations within the market mechanism (Cichoń, 2013).

4. Preparation and Enforcement of Social Protection Floors at The National Level

The approach of social protection floors, which was shaped by emphasizing national right to property, legal rights, and development of national security systems, is intended for creating an idea different from isolated social security policies (ILO, 2012; World Bank, 2012).

It is necessary that when creating a social protection floor at the national level, social security programs to support primarily employment policies be prepared. Then, a national social security system should be established within the framework of social dialogue. Following this, the institutional capacity of the country should be strengthened within the frame of governance and of the principles of responsibility. Finally, financial sources of the national social protection floors should be dealt with.

4.1. Preparation of Social Protection Policies to Support Employment Policies

Social protection systems and social security policies established within the scope of social protection floors should be in compliance with the employment policies. Social policies should continue to keep the registered employment under registration and they should be formed in a way to gradually make the unregistered employment become registered. As well as being the most important policy to ensure the income guarantee of the unemployed, unemployment benefits paid in cash have a feature that makes it easy to find a job and protects human capital (ILO, 2011d). For instance, maternity benefits provide an income guarantee for young mothers and their families and play a significant role in balancing women's participation in the labour force. When considered in the long run, national social protection floors, by investing in human capital, make it possible to reduce poverty and to invest in the health and education of society (ILO, 2014a).

Social protection floors pave the way for the policies of cash transfer, active workforce policies, health insurance, family allowances, and reproductive employment, as well as creating a decent standard for all individuals. The increase of women's participation in the labour market is promoted in middle and low income countries on account of the sustainability of the aid allocated particularly for families with children (ILO, 2014a). For example, according to a recent study carried out in the United States, food aid for children of poor families made a contribution of 3.000 dollars to the annual income of the families in the long run (CBPP, 2014).

4.2. Establishment of Social Security Systems Within the Frame of Social Dialogue

Establishment of a comprehensive national social security system is the first important step necessary for the implementation of a national social protection floor to be successful. Particularly in low and middle income countries, social security systems have historically been arranged with an inadequate and fragmented structure. In many countries, there are significant differences between premium and no premium social insurance systems. Social security plans are mostly considered as a system that protects the rights of insured employees, while no premium insurance plans are regarded as a part of the policies to reduce poverty (ILO, 2014a). The aim of social protection floors is to create a national social security system that enables many different social security systems and programs to be implemented together. The approach of national social protection policies to be implemented in order to create comprehensive national social security systems necessitate that social security policy with mechanisms and communication that is easily controlled should be followed (ILO, 2012b). The first condition necessary for national social protection floors to be established is to detect the problems in the country's existing social security system. This process of detection covers the systems with cash support and the ones with no cash support, health services and other social services as well as the systems with premiums and without premiums. An analysis making such detection incorporates many different factors, such as

the related ministries, social security institutions, social partners and other stakeholders. This makes it possible for the policies intended for more comprehensive social security systems and social protection floors to be followed, and to be put into force and controlled with the mechanisms of national social dialogue (ILO, 2012a). Such a national dialogue and mechanism of inspection are very significant in terms of ensuring the harmony, consistency, utility and productivity of social protection policies (Hagemeyer & McKinnon, 2013). The strategy of extending social security should encompass those included in both the institutional and the informal economy.

The Recommendation proposes that by solving the problems experienced in the development of social protection floors in the member countries of the ILO through social dialogue, a national monitoring system should be established. This system should ensure that the collecting of information, printing of publications, and analysing and sharing of experiences are at the international level (ILO, 2012).

4.3. Strengthening the National Institutional Capacity within the frame of Governance and of the Principles of Responsibility

Establishment of national social protection floors is possible through strengthening the capacities of national institutions within the frame of governance and of principles of responsibility. In addition, it is necessary that legal regulations and the complaints and suggestions of those who benefit from social protection systems be taken into consideration (Ginneken, 2013: 71-74). Thus, it becomes easy to review and make reforms when they are needed. Recommendation number 202 emphasizes at the outset that all regulations regarding the monitoring and implementation of social protection policies should be carried out by the state. In situations where it is possible for the programs to be implemented by private companies, it is still necessary that guidance and inspection activities be conducted by the state. Innovative administration and management mechanisms should employ technological systems such as paying pension. The institutional structure tries to ensure the balance between those financing the social insurance system and the rights of insured people, while it should also ensure that a social security system be established which is managed with the principles of transparency, responsibility and productivity, and at the same time in which efficient participation and elements of social dialogue are included. These important principles, by increasing the society's belief in all state institutions, encourage efficient institutional structuring and also contribute to the state's planning (ILO, 2009a; Brimblecombe, 2013). These systems are of great significance in terms of executing social protection systems well in countries with limited institutional capacity and sources (Harvey, 2009). Strengthening institutional capacity bolsters the trust of people, who are important in terms of creating a balanced society and economy in societal institutions.

A social protection system is not only an individual right but a social and political obligation. In a country where the gap between the rich and the poor is widening day by day, a close-knit and diverse society cannot be developed. Precautions of social protection play a significant role, at least in reducing the perception of inequality among the social, ethnic,

religious and other groups and in reducing conflicts (Kapar, 2015: 186-187). Countries with a strong social protection system not only reduced inequality but won the trust of citizens. Therefore, social protection plays an important role in establishing states, planning institutions and achieving social peace, social dialogue and justice (ILO, 2014a).

4.4. Financing National Social Protection Floors

It is necessary that fiscal space be enhanced in order for national protection floors to be established at the national level (Heller, 2005; Harris, 2013). Consideration of the finance of social security at the national level makes it possible that the policies, which will ensure that the sources and fiscal gaps necessary for implementation of social security policies to be closed, should be determined (Brimblecombe, 2013). This fixing can be done through policies such as re-determining the fields of financial spending, and developing tax policies aimed at efficiently collecting taxes and expanding the income base. It is necessary that in order to ensure the sustainability of social protection floors, finance should come primarily from national sources. However, the countries that do not possess the needed national finance for extending social protection will, then, have to borrow externally from international institutions (ILO, 2008; Harris, 2013). While creating the fiscal facilities for the finance of social protection floors, countries should produce policies compatible with the policies of managing the country's internal and external loans, sustainability of financial facilities, macro-economic stability, growth, and reducing poverty and mobilization of internal resources as well as being prescient about future risks (Harris, 2013; Deacon, 2013).

In many poor-middle income countries, the policies of efficient tax and transfer spendings will play a more significant role in taking the inequality under control and in ensuring social justice at the national level (Midgley, 2013). When taking into account the fiscal limitations of many international finance institutions and the economic development of middle-income countries, it will be necessary that in order to decrease international financial aid in the future, redistribution policies to be determined be implemented very efficiently (Summer, 2010; Harris, 2013). At the same time, effective institutional structure is needed for the sufficient relationship between the costs of national social protection floors and more comprehensive national social security systems. This structure can enhance the trust in the state when it operates with the principles of transparent participant governance, and efficient government and accountability.

Today, the need to compose and ensure fiscal space for socio-economic investments has never been greater. Given the importance of public investment in improving the prospects for equitable, involved economic growth and social development, it is crucial that governments detect options to increase social spending and employment-generating economic investments (Lagarde, 2011).

There are options available to governments to expand fiscal space for a socially responsive recovery even in the poorest countries – options that are all supported by policy statements of the United Nations and international financial institutions. These options: (1)

Reallocating public expenditures, (2) Increasing tax revenues, (3) Extending social security contributions, (4) Curtailing illicit financial flows, (5) Drawing on increased aid and transfers, (6) Tapping into fiscal and foreign exchange reserves (ILO, 2009a; ILO, 2011a; OECD, 2014; Durán-Valverde & Pacheco, 2012). Normally a government would form its own fiscal space from a few of these options. The singularity of each country needs that the range of options be attentively examined at the national level and the selection based on effective social dialogue and a sound approach to political economy (ILO, 2012b).

- 1) Reallocating public expenditures, for instance, governments in Cambodia, Costa Rica, Mauritius and Sri Lanka have reduced expenditures in the defence and security sectors on the side of increased spending in social sectors. One area of expenditure with great potential in creating fiscal space is subventions. Lifting subsidies has consented expansion of social protection schemes in a number of countries, including Mozambique and Ghana, though the net welfare effect of any reform must worthily understood previous to removing subsidies (IMF, 2013).
- 2) Increasing tax revenues may be achieved by altering assorted types of tax rates, by strengthening the efficiency of tax-collection methods, and by improving overall compliance. A lot of countries are already increasing consumption taxes such as Value Added Tax (VAT), which are generally regressive as they cover products that the poor consume. The focus should be shifted instead to other taxes, such as those on corporate profits, financial activities, personal income, property, imports or exports, which tend to be progressive. Progressive taxation – the principal redistribution tool available to policy-makers – should be prioritized on grounds of both fiscal space and equity in order to enlist the political support of citizens and promote socio-economic recovery (IMF, 2010).
- 3) Extending social security contributions implemented as a tool of political economy (for example Brazil, China, Costa Rica, Lesotho, Namibia, South Africa and Thailand). Some countries, these initiatives are closely associated with the introduction of new measures to bring more workers into formal employment and to expand the coverage of contributory social security schemes (Kapar, 2015:198-199).
- 4) Curtailing illicit financial flows (CIFF) also has the potential to generate large amounts of additional resources for socio-economic investments, including social protection. CIFF include capital that is illegally earned, transferred or used and include, inter alia, traded goods that are mispriced to avoid higher tariffs, wealth funnelled to offshore accounts to evade income taxes and unreported movements of cash (UNDP, 2011).
- 5) Drawing on increased aid and transfers require either attracting with different donor governments in order to increase North–South or South–South transfers, or reducing South–North transfers, such as CIFFs which are

significantly larger. Hereby the fiscal consolidation policies adopted in most donor countries, development aid fell by 4 percent in real terms in 2012, following a 2 per cent fall in 2011 (OECD, 2013b).

- 6) Tapping into fiscal and foreign exchange reserves include drawing down fiscal savings and other state revenues stored in special funds, such as sovereign wealth funds, and/or using excess foreign exchange reserves in the central bank for domestic and regional development. Here there is space only to highlight the case of sovereign wealth funds (SWF), which can potentially be used for national socio-economic development and social protection. The logic behind SWFs – such as the Abu Dhabi Investment Authority, Norway's Government Pension Fund Global, and Singapore's Temasek Holdings and Government of Singapore Investment Corporation – is to maximize financial returns on investment, usually in international capital markets. While creating an SWF is an option available to most governments, many have questioned the logic of investing earned public income for capital market growth when those resources could be invested in social and economic goods and services urgently needed at home. The Bolivarian Republic of Venezuela, for example, has used its fiscal reserves to finance a number of development objectives both domestically and regionally. The key point is that governments have multiple options in how to use their reserves for socio-economic development, and the alternatives should be carefully evaluated (Ortiz & Cummins, 2012).

Briefly, there are plenty opportunities for countries to increase fiscal space for social protection through a combination of tailored strategies. Generally, it is appropriate for governments to consider a mix of the different strategies. Each country is unique, and the full range of available fiscal space options should be carefully examined – with close attention to the potential risks and trade-offs associated with each opportunity – at the national level through an inclusive dialogue to ensure a socially responsive recovery. Recommendation No. 202 emphasizes the responsibility of national governments in financing national social protection floors, and in mobilizing the necessary resources to ensure the financial, fiscal and economic sustainability of these arrangements. The Recommendation also notes explicitly that national resource mobilization strategies may include the effective enforcement of tax and contribution obligations, reprioritizing expenditure, and/or a broader and sufficiently progressive revenue base. The Recommendation further states that countries whose economic and fiscal capacities are insufficient to implement the guarantees may seek international cooperation and support to complement their own efforts (ILO, 2012b).

5. Conclusion

Social protection floors were developed thanks to Recommendation number 202 of the ILO, which has progressed to being one of the most effective global social policies,

and are of national origin and are based on human rights. The above-cited social protection floors are becoming one of the most significant element of sustainable, social and economic development.

The adoption of Recommendation number 202 as an international means for providing and supporting social security for everybody paves the way for a new potentiality in improving the global social security systems and in the efforts of preventing and diminishing social insecurity in its all patterns. This floor will lead to developing the necessary social security policies for countries that aim to introduce or augment a national social protection floor. In addition, a structure which is based on the political will to expand the facilities for financing these policies, an efficient and social dialogue, and social participation should be formed. On the other hand, the approach of social protection floors presents a new social right. The floors are instructive in reaching the social security rights that exist at minimum. The most important problems of the floors approach are finance and governance. Even though the approach in question aims at providing basic health care and a minimum income guarantee at the international level, the respects of how, how long, and what means these policies will be managed with are not clearly determined.

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