



Response to EU public consultation

Access to social protection for people in non-standard forms of employment and self-employed

January 2018

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Social Platform is the largest civil society alliance fighting for social justice and participatory democracy in Europe. Consisting of 48 pan-European networks of NGOs, Social Platform campaigns to

ensure that EU policies are developed in partnership with the people they affect, respecting fundamental rights, promoting solidarity and improving lives.

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Social Platform acknowledges the financial support of the European Commission. This publication reflects the author's views. The Commission is not liable for any use that may be made of the information contained in this publication.

Key messages accompanying Social Platform response to the consultation

1. Stable and open-ended contracts must remain the preferred form of employment.

While any initiatives to increase the quality of atypical forms of work are welcomed, fostering the transition towards open-ended forms of employment must remain the final goal. Employment relationships that lead to precarious working conditions should be prevented, including by prohibiting the abuse of atypical contracts.

2. Promote all dimensions of quality employment.

The promotion of quality employment encompasses five dimensions: i) fair remuneration and adequate minimum wages; ii) access to social protection; iii) career and employment security, including protection of employment rights, progression in employment and access to training and life-long learning for skills improvement; iv) arrangements for balancing professional and private lives, especially supporting employees with children, those with care obligations and those affected by chronic and complex diseases; and v) health and well-being, including adapted employment schemes for people with disabilities and health conditions requiring work place adaptations. Incorporating all these aspects into employment policies is crucial to fight in-work poverty and wage disparities, precariousness and underemployment, and to create a healthier and better-skilled workforce, especially in light of the emergence of new forms of work in the digital economy. It is also fundamental to ensure inclusive labour markets where all people - including those experiencing long-term unemployment and those belonging to minority groups or living in vulnerable situations, such as people with disabilities and chronic conditions - have access to employment opportunities and the services conducive to these.

3. Adopt an EU framework directive on universal and non-discriminatory access to adequate social protection for all types of work.

Common deficiencies in national social protection systems that cause difficulties for the access of non-standard workers and the self-employed to social protection must be addressed with the introduction of new EU legislation. Based on articles 153 (2) and 352 TFEU, a framework directive should be adopted to address gaps in formal and effective coverage, as well as to ensure the adequacy, transferability and transparency of social protection rights, setting common principles and minimum standards for a single mandatory social protection scheme covering all people in employment. This universal approach is fundamental to address existing inequalities and avoid discrimination in the emerging digital economy, and to safeguard the cohesive dimension of our social models, built on societal solidarity and redistribution.

4. Complement this initiative with similar measures to ensure the enforcement of social protection rights.

Access to and enjoyment of rights is in some instances prevented by illegal actions, such as fraud and abuse, and due to stigma, discrimination and lack of support, including insufficient access to information. This must be addressed at EU level with measures that reinforce or introduce dispute settlement mechanisms and labour inspections, and that increase transparency regarding rights and obligations – both within and when moving between Member States. The announced initiatives on the creation of a European Labour Authority and of a European Social Security Number must have the necessary ambition to effectively address these issues.

5. Complement this initiative with the adoption of an EU framework directive on adequate minimum income schemes and similar measures to ensure universal non-discriminatory access to social protection and services for all.

Access to adequate non-work-related benefits - including old-age, invalidity and family benefits - and quality services - including care, social, health, housing, education and lifelong learning services - must be ensured to all people in society, including those not in employment. The first step should be the urgent adoption of an EU framework directive on adequate minimum income schemes that establishes common principles, definitions and methods on the basis of article 153 (1) (h) TFEU.

Questionnaire

Providing access to social protection and related employment services for people in all forms of employment is crucial not only for the economic and social safety of the workforce, but also for well-functioning labour markets and economies that create quality jobs and sustainable growth. Yet, there are groups of employed who are left without sufficient access to social protection and related employment services. The Commission has identified and described relevant challenges in the background document. Respondents to this questionnaire are recommended to read the background document before proceeding.

1. The background document identifies some challenges regarding social protection and related employment services. Do you agree with the identification of the challenges outlined in the background document?

	I do agree				I don't know
Gaps in formal coverage	•	0	0	0	0
Gaps in effective coverage	•	0	0	0	0
Insufficient transferability of rights	•	0	C	0	0
Insufficient transparency of rights and	•	0	0	0	0
Regulatory complexity	•	0	0	0	0
There are other challenges in access to social protection and employment services	•	0	0	0	0

Please specify:

Adequacy and conditionality: changes to benefits levels and requirements have resulted in lower take-up and widespread reduction of coverage, duration and adequacy of benefits, creating new protection gaps.

- 2. Social protection covers several benefits and services from unemployment benefits to long-term care, and employment services are connected to some of these benefits. Which areas of social protection and employment services (listed below) do you consider to be relevant for a possible EU initiative promoting access?
 - 2.1 For workers in non-standard forms of employment?

Social protection

	3	 Low relevance	Don't know
Unemployment benefits	V		
Sickness benefits	V		

Benefits in respect of accidents at work and occupational diseases			
Old-age benefits			
Invalidity benefits			
Survivor's benefits			
Maternity and equivalent paternity benefits	V		
Family benefits			
Health care			
Long-term care			

2.2 For workers in non-standard forms of employment?

Employment services

	Medium relevance		Don't know
Guidance, counselling and placement			
Training and updating skills			
Rehabilitation and re- insertion measures			

2.3 For self- employed?

Social protection

		Medium relevance	LOW relevance	Not relevant at all	Don't know
Unemployment benefits	>				
Sickness benefits	>				
Benefits in respect of accidents at work and occupational diseases					
Old-age benefits					
Invalidity benefits					
Survivor's benefits					
Maternity and equivalent paternity benefits	V				
Family benefits					
Health care					
Long-term care					

2.4 For self- employed?

Employment services

			Don't know
Guidance, counselling and placement			
Training and updating skills			
Rehabilitation and re- insertion measures			

3. Some common principles could be promoted to help increase access to social protection and employment services to all people, regardless of their form of employment, and so foster upward social convergence in the EU. Do you think that the following general policy principles should be pursued by a possible EU initiative?

	I do agree	I rather agree	I rather do not agree	I do not agree	I don't know
Regardless of the type and duration of their employment relationship, workers, and, under comparable conditions, the self-employed, have the right to adequate social protection;	•	c	0	c	0
Tying rights to individuals as they work (and not to the contract) and making rights transferable;	•	0	0	0	0
Making rights and related information transparent;	•	0	0	0	0
Simplifying administrative requirements.	•	0	0	0	0
No action required	0	0	0	•	0

- 4. People in non-standard forms of employment and self-employed are facing gaps in formal coverage to social protection and their effective coverage is limited by rules of eligibility, low-levels of benefits, complexity of rules and the risk of under-insurance. Action to address gaps in access to social protection may be taken at EU, national and regional level.
- 4.1 Which avenues do you consider most appropriate to address the challenges of the gaps in formal and effective coverage by social protection?
- **4.1.1** For non-standard forms of employment
- 4.1.1.1 The social protection rights and obligations not yet formally covered should:

•	be mandatory (for every kind of job, irrespective of the type of contract)
0	be voluntary (for every kind of job where gaps exist, irrespective of the type of contract)

0	be partly mandatory and partly voluntary (for every kind of job where gaps exist, irrespective of the type of contract)
0	remain as they are (no action required)
	1.2 What should be the level of protection in the case of rights not yet formally ffectively covered?
•	Mandatory protection and contributions aligned to the level of standard workers
0	A minimum level of mandatory protection and contribution is defined for all people in employment
0	Differentiated levels are defined
0	Remain as it is (no action required)
4.1.	1.3. What is the most appropriate way to ensure effective coverage?
>	A single social protection scheme covering all people in employment
	Specific mandatory social protection schemes could co-exist and their qualification criteria, contribution rules and benefit calculation could be tailored to the specificities of each group
	Temporary and decreasing incentives for low income people in non-standard forms of employment to enable them to fully and/or effectively participate on a mandatory basis in social protection schemes.
	Access to unemployment benefits and employment services tied with activation measures for all people in employment, regardless of their employment contract
	Automatic enrolment with opt-out clauses
	Creation of voluntary schemes accompanied with better information and reduced administrative burden
	Tailoring better the qualification criteria, contribution rules and benefits' calculation of the voluntary schemes to the needs and specificities of each group
	Temporary and decreasing incentives for low income people in non-standard forms of employment to enable them to fully and/or effectively participate on a voluntary basis in social protection schemes
	Other
prot	1.4 In your view, is there a need for EU-level action to ensure access to social tection and related employment services for people in non-standard forms of bloyment where gaps exist?
•	Yes
0	No
0	I don't know

What elements from sections 4.1.1.1, 4.1.1.2 and 4.1.1.3 should be addressed by EU action?

All of them in the way it has been indicated.

What kind of EU policy instrument(s) would be most effective?

		/	LOW effective	ettective	Don't know
Improve the implementation of the existing EU-level legislative framework	•	0	0	0	0
Introduce new EU legislation (ex: Directive)	•	0	0	0	0
Introduce soft EU legislation to be adhered by MS on a voluntary basis (ex: Council recommendation)	0	0	•	C	0
Strengthen EU level coordination and monitoring (e.g European semester, Social Open Method of Coordination, employment guidelines, benchmarks)	0	•	0	C	0
Exchange of best practices	0	0	•	0	0
A combination of two or more of the above	•	0	0	0	0

Please specify

The adoption of new EU legislation, a better enforcement of existing one and reinforced governance and monitoring tools that prioritize these issues are complementary and are all necessary measures.

4.1 Which avenues do you consider most appropriate to address the challenges of the gaps in formal and effective coverage by social protection?

4.1.2 for self-employed not yet covered

4.1.2.1 The social protection rights and obligations should

•	be mandatory for all self-employed
0	be voluntary for self-employed not yet covered
0	be partly mandatory and partly voluntary
0	remain as they are (no action required)

4.1.2.2 What should be the level of protection?

•	Mandatory protection and contribution aligned to the level of standard workers
7	A minimum level of mandatory protection and contribution is defined for all people in employment
0	Differentiated levels are defined for self-employed according to their specific needs
0	Remain as it is (no action required)

4.1.2.3 What is the most appropriate way to ensure effective coverage?

>	A single social protection scheme could be envisaged to cover all people in employment
	Specific mandatory social protection schemes could co-exist and their qualification criteria, contribution rules and benefit calculation could be tailored to the specificities of each
	The choice of contributing to a public or private insurance scheme is left open to self- employed as long as they are part of an insurance scheme which would protect them in case of need
	Temporary and decreasing incentives for low income self-employed to enable them to fully and/or effectively participate on a mandatory basis in social protection schemes
	Access to unemployment benefits and employment services tied with activation measures
	Automatic enrolment with opt-out clauses
	Creation of voluntary schemes accompanied with better information and reduced administrative burden
	Tailoring better the qualification criteria, contribution rules and benefits' calculation of the voluntary schemes to the needs and specificities of each group
	Temporary and decreasing incentives for low income self-employed to to enable them to fully and/or effectively participate on a voluntary basis in the social protection schemes
	Other
	2.4 In your view, is there a need for EU-level action to ensure access to social tection for self-employed where gaps exist?

•	Yes
0	No
0	I don't know

What elements from sections 4.1.1.1, 4.1.1.2 and 4.1.1.3 should be addressed by EU action?

All of them in the way it has been indicated.

What kind of EU policy instrument(s) would be most effective?

	J ,	/	LOW effective	ettective	Don't know
Improve the implementation of the existing EU-level legislative framework	•	0	0	0	0
Introduce new EU legislation	•	0	0	0	0
Introduce soft EU legislation to be adhered by MS on a voluntary basis (ex: Council recommendation)	C	0	•	0	0
Strengthen EU level coordination and monitoring (e.g European semester, Social Open Method of Coordination, employment guidelines, benchmarks)	0	•	o	C	0

Exchange of best practices	0	0	•	0	0
A combination of two or more of the above	•	0	0	0	0

Please specify

The adoption of new EU legislation, a better enforcement of existing one and reinforced governance and monitoring tools that prioritize these issues are complementary and are all necessary measures.

4.2 Transferability and transparency of social protection rights could help to ensure secure labour market transitions. Which avenues do you consider most appropriate to address those gaps?

	Highly appropriate	Moderately Appropriate	1 014/	Not appropriate at all	Don't know
Stipulating minimum standards for timely acquisition, preservation and transferability of social protection and employment service rights	•	C	c	c	c
Creation of individual accounts for social protection and/or employment service rights (in order to avoid losses of social entitlements when changing jobs)	•	C	c	0	0
Simplifying administrative procedures	•	0	0	0	0

4.2.1 If your response is highly or moderately appropriate, is there a need for EU-level action?

	Yes	$N \cap$	I don't know
Stipulating minimum standards for timely acquisition, preservation and transferability of social protection and employment service rights	•	0	0
Creation of individual accounts for social protection and/or employment service rights (in order to avoid losses of social entitlements when changing jobs)	•	0	0
Simplifying administrative procedures	•	0	0

If yes, what kind of EU policy instrument(s) would be most effective?

	Highly effective	/	LOW effective	ettective	Don't know
Introduce new EU legislation	•	0	0	0	0
Introduce soft EU legislation to be adhered by MS on a voluntary basis (ex: Council recommendation)	0	0	•	0	0

Strengthen EU level coordination and monitoring (e.g European semester, Social Open Method of Coordination, employment guidelines, benchmarks)	0	•	0	0	0			
Exchange of best practices	0	0	•	0	0			
A combination of two or more of the above	•	0	0	0	0			
Please specify The adoption of new EU legislation, a better enforcement of existing one and reinforced governance and monitoring tools that prioritise these issues are complementary and are all necessary measures.								
4.3 The background document identified gaps in access to employment services for some groups. Which avenues do you consider most appropriate to address the challenges of the gaps in access to employment services?								

	Highly appropriate	,	$\Gamma \cap W$	appropriate	Don't know
Access to employment services for workers should be ensured, irrespective of type of contract, and for self-employed	•	0	C	c	0
Some social protection benefits should be bound to the participation in specific employment related programmes.	c	c	C	•	0

4.3.1 If your response is highly or moderately appropriate, is there a need for EU-level action to ensure that rights and obligations to employment services are voluntary where gaps exist?

•	Yes
0	No
0	I don't know

If yes, what kind of EU policy instrument(s) would be most effective?

	J ,	Moderately effective	LOW effective	Not effective at all	Don't know
Improve the implementation of the existing EU-level legislative framework	•	0	0	0	0
Introduce new EU legislation	•	0	0	0	0
Introduce soft EU legislation to be adhered by MS on a voluntary basis (ex: Council recommendation)	C	0	•	c	0
Strengthen EU level coordination and monitoring (e.g European semester,	0	•	0	0	0

Social Open Method of coordination, employment guidelines, benchmarks)					
Exchange of best practices	0	0	•	0	0
A combination of two or more of the above	•	0	0	0	0

Please specify:

The adoption of new EU legislation, a better enforcement of existing one and reinforced governance and monitoring tools that prioritize these issues are complementary and are all necessary measures.

5. According to your assessment, the impact of making social protection rights mandatory in all forms of employment would be positive, neutral or negative for:

	positive	neutral	negative
The European society: Cohesion in society	•	0	0
The European society: Intergenerational justice	•	0	0
The labour market: Labour market transitions	•	0	0
The labour market: Transparency	•	0	0
The economy: Competitiveness	•	0	0
The economy: Resilience and adaptability	•	0	0
The economy: Economic growth	•	0	0
The workers: Security of workers	•	0	0
The workers: Investment in people and their skills	•	0	0
Social protection and public finances: Financial sustainability of social protection systems	•	0	0
Social protection and public finances: Adequacy of social protection benefits and services	•	0	0
Social protection and public finances: Public budget	0	•	0
Small and medium sized enterprises: Cost	0	•	0
Small and medium sized enterprises: Competition	0	•	0

5.1 In your opinion, what is the most important positive and negative impact of making social protection rights mandatory in all forms of employment?

Making social protection rights mandatory for all forms of employment would prevent situations of discrimination and abuse, including overuse of atypical work contracts, while fostering transparency and promoting a level playing field both among workers and among companies.

6. According to your assessment, the impact of making social protection rights voluntary where gaps currently exist would be:

	positive	neutral	negative
The European society: Cohesion in society	0	0	•
The European society: Intergenerational justice		0	•
The labour market: Labour market transitions	0	0	•
The labour market: Transparency		0	•
The economy: Competitiveness		0	•
The economy: Resilience and adaptability	0	0	•
The economy: Economic growth	0	0	•
The workers: Security of workers	0	0	•
The workers: Investment in people and their skills		0	•
Social protection and public finances: Financial sustainability of social protection systems		0	•
Social protection and public finances: Adequacy of social protection benefits and services		0	•
Social protection and public finances: Public budgets	0	•	0
Small and medium sized enterprises: Cost	0	•	0
Small and medium sized enterprises: Competition	0	•	0

6.1 In your opinion, what is the most important positive and negative impact of making social protection rights voluntary where gaps currently exist?

Making social protection rights voluntary would fail to reach the goals set by this initiative, i.e. ensure effective access to social protection for all workers, notably the most vulnerable ones, and reduce rising inequalities in job markets. It will leave the door open to unfair competition, discrimination and abuse, including overuse of atypical contracts, and add further complexity to the system.

7. Additional comments and/or suggestions:

Question 2.1 and 2.2 are misleading. All the areas of social protection listed are relevant and should be prioritised. Our choice is based on the fact that we see the three selected benefits as specifically linked to social security and the fact of being employed while universal access for all people in society should be ensured for all the other listed areas.

This key initiative should be complemented with similar ones to ensure:

1) Enforcement of social protection rights

Access to and enjoyment of rights is in some instances prevented by illegal actions, such as fraud and abuse, and due to stigma, discrimination and lack of support, including insufficient access to information. This must be addressed at EU level with measures that reinforce or introduce dispute settlement mechanisms and labour inspections, and that increase transparency regarding rights and obligations – both within and when moving between Member States.

2) Universal non-discriminatory access to social protection and services for all

Access to adequate non-work-related benefits - including old-age, invalidity and family benefits - and quality services - including care, social, health, housing, education and lifelong learning services - must be ensured to all people in society, including those not in employment. The first step should be the urgent adoption of an EU framework directive on adequate minimum income schemes that establishes common principles, definitions and methods on the basis of article 153 (1) (h) TFEU.