

COORDINATION OF SOCIAL JUSTICE AND ECONOMIC EFFICIENCY PRINCIPLES TRANSFORMING THE PENSION SYSTEM

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Abstract

The pension reform encountered problems of coordination of social justice and economic efficiency principles. The study shows that coordination of these principles does not supply generally accepted recommendations, yet there is formulated a very important and clear State policy to endeavor to put into the priorities the principles of economic and social justice. The present analysis shows that transformation of pension systems in the former socialist countries is facing additional problems, which are determined not only by the specific economic, demographic situation, but also by the public preparation for the warnings of the principles of redistribution.

Keywords: social justice, economic efficiency, pension system.

Introduction

Scientific problem, novelty and relevance of the article. Transformation of the pension system faced series problems. Transformation of the pension system in Lithuania focuses on a gradual reduction of state social insurance contributions and transition to increasingly larger part of the pension built up from the pensioner's deliberately paid additional premiums. The pension reform is affected by the demographic situation as well as crisis, parallel reforms in other areas, a permanent change of the political power, financial market instability and many other factors. It causes permanent corrections of the reform. So far, relatively consistent growth of pensions, even while the social insurance fund faces budget deficit, is expected to be changed by the reduction of pensions and contributions to private pension funds. Of course, it can always be justified by a temporary situation or long-term difficulties, but no less important reason is a lack of the clear political will in this field, which to a large extent is determined by the attitude to the priorities of economic and social justice principles in addressing social problems. Today, this problem is considered in terms of the political level, as well as in scientific circles. Extreme, often diametrically opposing views expressed show that this problem will continue to keep its relevance.

Object of the research: principles of transformation of the pension system.

Aim of the research: to explore possible harmonization of the main points of social justice and economic efficiency theories and impact to transformation of the pension system.

Main tasks of the research:

- examine the principles of the formation of the pension system;
- examine the evolution of the main points of the economic theory (market, social justice, social market economy);
- consider the social justice theory in the context of income redistribution;
- establish a process and interference of the transformation of the pension system and their mechanism for dealing within the context of economy and social justice theories.

Methods of the research: literature review, case studies.

1. Principles of pension system formation

A number of participants cooperates in a household turnover cycle (see Figure 1.). There are distinguished such factors as market resources, producers, product markets, consumers, the State. Workers who produce, sell and ultimately own by receiving their workpay are involved at all stages of the cycle. As a rule, this social group is fragmented by the standard of living and needs to be guaranteed by the means of subsistence at old age. This, accordingly, is realized through pension funds. The sources of pension funds are wages of workers and taxes from the capital of employers. State influence on redistribution of these resources may be diametrically opposite. It varies from the total organization and centralization of these funds to complete process personalization – transfer directly to pension beneficiaries. Of course, there are also intermediate variants. Option is determined by the prevailing theoretical concept of the State.

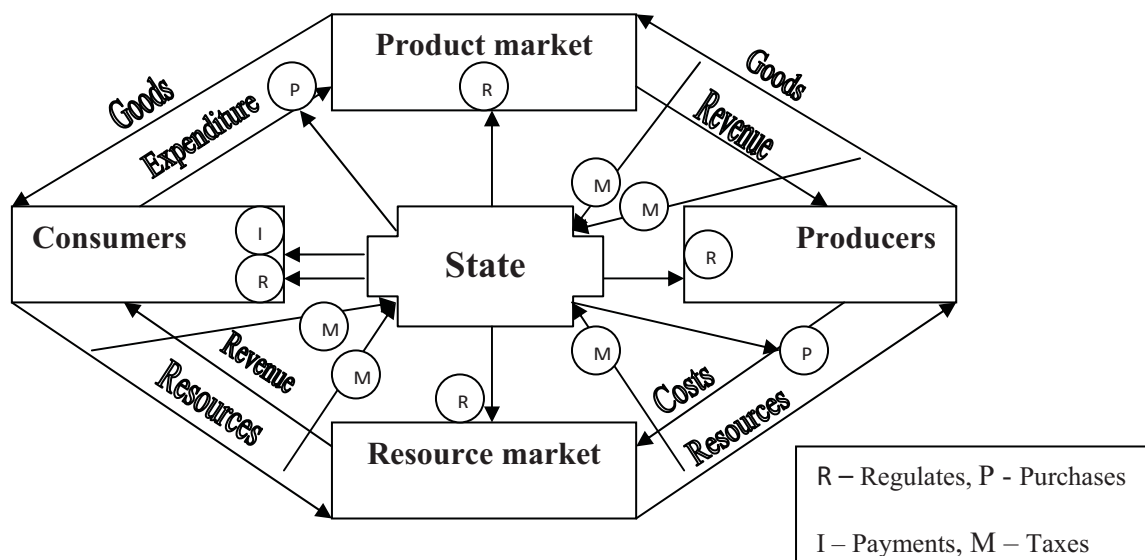


Figure 1. Basic household turnover cycle

Created by the author¹

However, in any case, certain principles of organization of the pension system must be consolidated.

In order to ensure the welfare of workers in emergency situations, there can be applied a principle of individual or collective responsibility of welfare (Базелер, Сабов, Хайнрих, Кох, 2000). The collective welfare principle is realized through the state social insurance. One of the challenges of the latter principle is forced insurance of those not responsible for their own future workers, thus the owners of capital are forced into financing of care of so called “exceptional circumstances” (illness, unemployment, incapacity to work). The principle of individual responsibility is acceptable to the society of today, which highlights each individual’s responsibility for his life. It is usually realized through savings and insurance contracts.¹

Equivalence, solidarity, welfare, care principles regulate the amount of retirement benefits and a formation method. Taking into account the equivalence principle the amount of the pension, as a rule, depends on salary and length of service. Taking into account the principle of solidarity – the principle of intergenerational contract, pensions paid to retired at the expense of employees’ contributions. Considering the principle of welfare, pensions paid are not necessarily “according to the past earned money”, for example, war victims, refugees, disabled persons, unemployed people who have reached retirement age and so on. Similarly, the principle of care assures pensions to those disabled with no close relatives.

It is very important to ensure long-term stability while creating a pension system. It means the principle of perspective, i.e. strategic links with the national

¹ When drawing up this scheme, the author adapted the common classical economic market movement scheme, combining it to the redistribution process affected by the State.

economy, demography. According to Vasiliauskas (2002), strategic management has always been associated with the prospect. This increases responsibility of a state for today’s current legislation, pension funds, making the payment of pensions and long-term validity of the procedure.

The principle of dependence on the economic situation, in my view, must be treated as a one-way movement – toward improvement. Improving economic performance increases the pension amount.

Implementation of these principles has changed over time, changing an approach to the classic organization of the market, approach to democracy, personal and social interactions.

Different economic – social state models determine one or an other principle of redistribution, which is particularly important in the social field. One or other pension system created by a certain model determines the household income redistribution principle, leaving the amount of income practically unchanged. This is one of the key economic issues that are being discussed by two redistribution theories: economic efficiency and social justice.

2. Evolution of the economic efficiency theory

The entire household – public administration theory (this article identifies three options: the market, centralized management and social-market models) focus as on efficiency.

According to A. Smith market model (Bea, Dichtl, Schweitzer, 1999), the invisible hand of competition is transforming the personal benefits to whole society’s benefits. It is therefore required competition and competition level augmentation, freedom of contract, business direction and location choice. Implementa-

tion of these key requirements of liberalism requires business decentralization, free market, the profit system as the basic criterion of effectiveness and private property. The State is allocated to the “watchdog” position – defense, security and so on. How surprisingly, but contrary to the requirements of free market, businesses often tend to monopolization. So the state is required to confront this situation.

A Centrally managed economy model searches for economic efficiency in centralized management, public planning, bonus schemes, public equity (Bea et al, 1999). Within this framework, the state has its key role. The state is trying to change the basic principle of market efficiency with the scientific central planning, together changing competition and profit with redistribution and cost savings. The theoretically attractive system has shown its ineffectiveness in implementing socialism.

A market theory has proved its viability, and thus shown weaknesses and ability to change – to adapt to the changing (long-term economic growth and present – frequent economic crises) conditions. An examination of specific economic development models created by economic classics, such as Solou. (1986) perfect competition, Keynes Harod and Domar (Kavaliauskiene, 2003), the models of imperfect markets and their change in recent years discloses the increasing role of the state working in a crisis situation, imperfect market conditions.

The national economic policy is a system of state measures affecting the economic processes according to Oiken (1995, 1996). The most important economic policy objective – to create conditions which do not lead to dangerous fatality trends. According to Keynes (Kavaliauskienė, 2003) an economic policy is state regulation that affects the independent variables such as consumption propensity, marginal efficiency of capital and interest rate, and through them indirectly – employment and national income. Keynes advocated the balance of economy at partial employment. This was replaced by monetarism stating that the private sector of the economy is fundamentally stable; the weight of money is the determinant reason of the change of national income; that from time to time having the abandonment of the stabilization policy, market itself absorbs negative changes of the environment. This brief overview shows the retrieval from the perfect market model in the modern dynamic world.

Currently it appears a necessity to discuss not only state economic regulation, but also its role in regulation of social life. Particular emphasis is being placed on the issues such as provision of public goods: science, culture, health, national defense, social inequality reduction (non-competing entities – the disabled, the retired, children, creative intellectuals and others), re-

distribution of assets and ensuring social security, etc. (Sakalas, Leščinskienė, 2006).

Socially oriented market economy model with the best possible economic principles and approaches to *freedom and democracy* has been formed. This third way idea was formed by Muller-Armak and Ekken (Bea et al, 1999) in 1945. It declares that the State has:

- to determine the framework for all economic actors of free development (market dimension);
- to create conditions for free competition and market adjusted performance of redistribution of income taxes and subvention of social assistance benefits (social dimension).

This model is successfully applied in Germany, most Scandinavian countries. German view, entitled as socialist market economy, was applied in China². It is increasingly recognized in traditional market countries as well. In Heilbroner’s and Thurow’s (1998) view, competition that characterizes efficient economy, may also destroy unique intellectual resources. Creative people who are the driving force of humanity are often unable to survive in competition. Therefore, the State has to take care of these groups of people redistributing income according to the social justice principle.

Recognizing the overall development trend of the free market in a socially oriented market economy, it must be recognized that movement is not equivalent. In developed countries there is a contradiction between the economic competitiveness of the country reached a high level and standard of living, lack of activity at a high standard of living, etc. Developing countries, by contrast, refer to the lack of economic opportunities in the fulfillment of the desired social policy. There is a further trend: in a good economic situation, it is required to activate free market principles, on the other hand, if the situation is deteriorated, it must be saved by the State.

A redistribution model is determined not only by the economic situation or economic model, but rather it is influenced by the formation of the latter approach to freedom and democracy, which is reflected in the theory of social justice.

At the same time it must be acknowledged that the welfare state has difficulties to resist globalization, liberalization and influence of privatization in current times of crisis. This represents a paradigm bre-

² It must be considered that this concept has been quite actively pursued in the former Soviet Union, where there was recognized the role of profit in socialism, opening doors to the private sector and so on. The positive consequence of the realization of this model is a peaceful transition of the socialist system to a market economy. Furthermore, the application of this model of has a specific attitude to the market and the centrally controlled economic advantages and disadvantages.

akthrough in various political processes that reduce differences in political ideologies (e.g., Social Democratic Parties refuse some traditional values), economic processes that promote privatization and indiscriminate pursuit of profit and cultural processes that undermine the moral significance of valued items and reduce the worldview differences. Cultural and spiritual life in time of peace in the Western world has never been under such unfavorable conditions, which were formed in Turn of the Centuries 20 and 21. Cultural environment that is focused only on youth and beauty, a perfect image, greater private ownership and profit may not be conducive to persons of social risk who witness infirmities of age, disability, disease, accidents and unemployment. Listed social risk groups of people, along with motherhood, poverty and social exclusion construct the group of social security clients. It is important to note that individuals of social risk does not join this social group most at fault of their own, they are characterized by more or less marginalization, which may lead to complete exclusion. There arises a question whether in the new globalized world sympathy and solidarity remain there and whether the nature of social protection which is needed to address the problems of individuals of social-risk is proper.

3. Influence of the social justice theory on the realization of the principle of redistribution

Justice has always been the ideal for which people had social battles, and through which they tried to implement various social projects. Unfortunately, social justice sought by a profound social injustice conditions. This contradiction reveals the avalanche of differences between what is called *socially correct* and what is called *economic and efficient*. Here appears the fight between *Personal* and *State* interests. Social inequality is naturally determined by human individuality and differences of interests. However, if the inequality is very great, it becomes even a more pressing social problem and disrupts normal society.

The idea of social justice is a central idea of Marxist ideology. However, it is well known from ancient and even deeper historical times, the so-called “golden age”, where everyone was equal and free (Bieliauskaitė, 2009). This is a common human idea, which was used rudely by Marxism. It was used with the purpose of trying to implement the general principle of equality, which has become a major cause of collapse of the specific implementation of the socialist model.

According to Hegel (2000), the relation of justice and truth is analogical to the relation of essence and phenomenon. Essence is always very thorough, has a hidden nature while phenomenon is visible and superficial. An individual, who wants to understand truth, orientates himself to phenomenon departing from certain situations, and in order to realize essence one

must orientate to justice.

Social justice in particular is the relation between human freedom and human equality. Equality is the basis of freedom. In inequality conditions, most people are not free to manage their lives. However, equality without freedom is transforming to the leveling, which underestimates industrious and talented individuals.

The American philosopher Hospers (1992) called one of the possible principles of justice “libertarianism” or other “radical” liberalism, which states that „there is no one ruler of other life and therefore everyone has the right to act on his own choice, if that action does not interfere with such as other people’s freedom”. From this follows a consistent definition of a certain human rights system, which protects the representatives of libertarianism: the right to life, liberty and the right to property. Particular attention is paid to the latter law, as Hospers views “the deprivation of your property is deducted as the deprivation of your living arrangements”, as well as prejudice of other important rights. Thus, the right to property is a libertarian philosophical thought-axis, and the phenomena of social life and institutions are assessed on how much they help or hinder this right.

The libertarian principles of justice are embodied in key legislation of all democratic countries. Article 23 of the Constitution of the Republic of Lithuania (Constitution, 1992) states that “property shall be inviolable, property rights protected by law”. According to the Interpretation of the Constitutional Court of the Republic of Lithuania (of the court, 2000), this article established inviolability of property that “requires others to respect the rights of the owner and the state – to protect and defend property rights. Illegally acquired property does not make it to the person acquiring the property. Thus, such a person does not acquire property rights which are protected by the Constitution”.

Baranova (1993), examining Rawls’s and Nozick’s conception of justice, argues that in a free society the majority of public resources is legitimate (reasonable) and redistributed in accordance with the correct individual in return, but criticizes the social structural (allocation notified) principles of justice supporters (such as Rawls’ s) that will focus on the criteria to have what you regardless of your performance, have received from the public and the administration to ignore the problem, etc. That a member of the public in particular must play an active role himself to create a product on the market going exchange. Scientist said: “Structural principles of equity imply allocation notified in the activities and results in expropriation” as well as violates human rights. Therefore, income and wealth redistribution, run by the State, according to the researcher Nozick are called immoral. In his

view, “there is no central distribution, no person or group entitled to control all resources and decide how they should be divided. What each person receives, he receives from others in exchange for something or as a gift”.

Hayek (1998) suggests that the rules of redistributive justice violate equality of individuals and presuppose their hierarchy extending the scope of public law and centralized state power. The state, forced redistribution of gifts he called immoral and believes that this sense of social justice is an excellent cover for totalitarian regimes. In the researcher’s view, the main function of the government should be a necessary legal frame for spontaneous development as “for the goods, which we all use (...), we are not indebted to anyone’s desire for us to provide, but to the fact that the members of the public, consistent with their benefits, usually obey certain the rules, including rules that no one can bully others in order to secure (or to assure to third parties) certain income”.

As discussed, the approach to social justice is not the same, but the very general concept of social justice

in the economic theory expresses an offering within the meaning of redistribution in order *to achieve the maximum welfare for the largest possible number of people*. Thus, the problem of social justice is closely related to redistribution of economic goods, to which theoretical economics (especially political economy) pays special attention (Skominas, 2000).

At the same time it is necessary to recall that to ensure “fair redistribution” *would not be a lost opportunity to use skills of every individual and groups of people, increasing operational efficiency*. Likely all known truths must be taken as a guide:

- indeed talented people are a minority;
- Capital is accumulated in the hands of a small group of people.

Table 1 shows the variations which are considerably simplified, both the first and the second groups are heterogeneous and the number of people in each group is unreasonable. The options showed lead to a better understanding of the problem and its complexity.

Table 1

Variations of income redistribution

Options i	First shoulder: Capital owners, leaders, creative personnel	Second shoulder: Employees
A	N1=10 P1 = 10 p1=1	N2 = 90 P2 = 90 p2 = 1,00
B	N1 = 10 P1 = 90 p1 = 9	N2 = 90 P2 = 10 p2 = 0,11
C	N1 = 10 P1= 50 p1 = 5	N1 = 90 P2 = 50 P2 = 0,55

N – the number of people involved in income redistribution

P – redistribution of income figures

p – income of the participant per capita

Created by the author.

Option A is comparable to socialist redistribution before the application of socialistic market principles. There is a will to install the universal principle of equality, overestimating physical work and underestimating clerical staff. This option is not applicable in market economy where private property is sacred and salary for the capital owners for the efficient use of capital is self-explanatory. It has clearly shown its inefficiency in the conditions of socialism, because “the work out of the ideas, not reimbursing the reason for the outcome” did not and still does not take long reached level of awareness of market participants.

Option B could be treated as the capitalist model of redistribution as *The Capital* by Karl Marx states. The first small group takes a major share of income,

the remainder of the majority has to be content with the lack of the minimum. World history wars and revolutions has confirmed inadequacy of the principle of redistribution.

Option C combines real social justice and economic efficiency principles. It is not stated that the showed version is correct. Redistribution depends on the proportions of a whole range of external and internal conditions, and is the subject of a separate debate. It is important to understand that both parties are the members of a team and it is important to divide revenue correctly. This includes both the employed and retired who in a long period of time have earned the right to equipped aging.

It can be concluded that the social justice theory compatible with the theory of economy, but fully compatible is only when realizing the social market economy model.

4. Empirical study of economy and social justice principles of the pension system transformation in the context of theories.

Generally the word “pension” means either the state guaranteed social security or private savings for old age. The need of pension system restructuring was highlighted in the *Lisbon Strategy* (2003). The European Union aims to become in the decade “the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion”. In this case it must be emphasized the importance of social policy in key areas such as education and science, the social security system (pensions, health), social cohesion, sustainable development. Many former socialist countries – Hungary, Poland, Latvia and Lithuania – have lost the previous pension system economic and political base, and sooner or later had to start its transformation. Their main task is to harmonize economic and social justice in its transformation principles. The process of the reform in Lithuania was deeply analyzed in a series of articles and research reports (Lazutka, 1995, 2002, 2007, Leščinskienė, Sakalas 2004, 2006, 2009).

When Lithuania regained its independence there was still the Soviet pension system, which did not reflect the social insurance principle and was based on the socialism law tradition. Unemployment did not

exist. According to Lazutka (2007), the employment rate in 1989 in Lithuania was highest of all the former socialist bloc countries. The soviet pension system was characterized by redistribution of pensions from those with higher-income to those who were less well-off. Pension size differentiation was limited from a minimum, which was 30% of the average wage, up to a maximum, which was 55% of the average wage. Until 1990, the social insurance functions of Lithuania had been assigned to the trade union. They ruled the social insurance funds, sanatoriums, holiday homes, and so on. Lithuania did not have its individual state social insurance budget because all contributions formed part of the overall social insurance budget, which was part of the Soviet Union budget. Lithuanian institutions and organizations payed contributions, the amount of which depended on the union to which the company belonged. As the social security budget was not separated from the Soviet Union’s state budget, it was declared that all benefits are paid out of public funds. The 1956 Pension Act of the Soviet Union was in force. The right to a pension was linked with the former salary (Aidukaitė, 2006). Work was required, all payments received, all retired had a possibility to rest, so rest homes, sanatoria were not a luxury but a necessity. It can be argued that there existed the principle of social equity. The state had to allow their workers to work, to rest, to pay benefits, and relatively it can be argued that there existed also the principle of economic efficiency. To sum up the object in question an empirical study of economy and social justice principles of the pension system transformation in the context of theories was done.

Table 2

Pension system transformation stages

Stages of change	Year	Comment
Social security is separated from the custody, care and the state social insurance budget is validated	1990	Exclusion affects the State’s intention to reduce its liability for the obligations
Types, finance and management of the social insurance established	1991	The establishment experiences state social insurance budget needs, later also budget deficit, laws of non-compliance with the actual economic situation consecutively pension depreciation. The person is still not considered as contributions accounted by policyholders.
1 st Pension system reform occurring in the development of the essential system elements. The essential task – to establish a modern pension system and to exclude the Soviet legacy from the pension system.	1995	Contributions are accounted according to individuals. Benefits are paid out only to those persons who have insurance. The amount of benefits depends on contributions. Pensions are paid by conversion of a non-reduction rule. Reform provisions oriented to the abolition of the old privileges, also unfortunately to creation of the new, length of service increasment, new pension calculation formula introduction. Increasing social exclusion.
The pension reform concept is approved, i.e. the stages of the pension system validated	2000	Here we re-experience the State’s intention to reduce its liability for obligations, but also a possibility of a personal choice whether to risk the pensions part. Searching for a compromise.
2 nd Pension system reform based on the State Social Insurance Fund budget surplus and the deteriorating demographic situation.	2003	The aim is to reduce direct government obligations by transferring them to private pension funds, more personal choice and market risks. More and more responsibility for their own future is directed to persons. The principle of individual accountability appears.

Source: www.socmin.lt, pension laws. Created by the author.

As can be seen, transforming the pension system according to both criteria – economic efficiency and social justice – is a complex process and depends on the country’s external and internal conditions, including the important role played by freedom and democracy in the realization of public administration and private life. According to S. Puškorius (2002), public administration activities are generally assessed in ac-

cordance with the concept of 3E – economy, efficiency and effectiveness. Guogis A. (2006) recommends a 4E concept that would highlight the social justice principle. Western science has created a modification – as a 2E (cost-effectiveness and efficiency) and a 2L (legitimacy and legality) scheme, where social justice appears in the sphere of legitimacy.

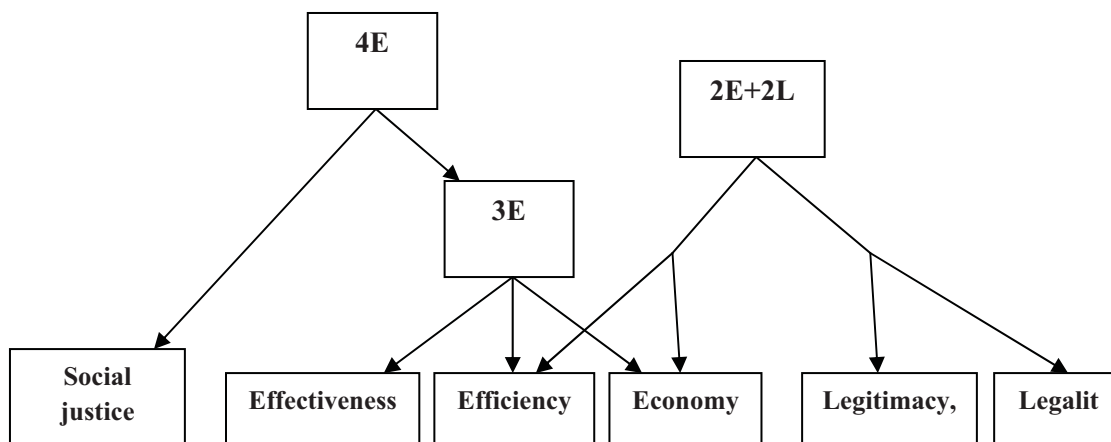


Figure 2. Concepts of public sector evaluation

Source: Puškorius S. (2002), Guogis A. (2006). Created by the author.

It is clear that in some stages of transformation especially a cost-benefit principle appears, i.e. when the State is trying to re-state commitments, including other institutions, or redistributing the available budget, creating a new budget office. In this case, social justice is not taken into account. After all, to carry out any similar control mechanism for the redistribution of income resulting from another institution, a person must pay administrative fees, such as in the years 1990, 2003.

It is wrong to say that social justice principles are not respected. Social justice principles occurred in 1995, converting all pensions paid by the pension non-reduction rule. In the years of 2000 and 2003 – person was left to choose from several options.

Social responsibility, awareness and appropriate actions would increase economic and social justice. Human economy and market economy. First, it is being focused on the most public institutions, their competencies, laws. It is unclear what position in the social space the developers and users of this space – citizens of Lithuania, have as their social quality which ensures the efficiency of this space is also unclear. Although it seems clear that neither laws nor institutions nor the market economy principles work. specific persons which act as they are disposed to ethics, justice and the rule of respect. A principal role there have quality of the order of the objects or political life is just the quality of the human spirit which creates these objects or generates the political regime.

Here we only summarize the main achievements and problems.

As already mentioned, social justice and efficiency depend on the environmental and internal conditions. Lithuania witnesses the following fundamental conditions determining transformation:

- Political system and market model change orientated Lithuanian pension welfare system to reduction of the role of the state and augmentation of personal liability leading to the transition to a two-three tier pension system. These systems comply with the principles of the social market economy model consistent with the principles of formation. However, the practice of transformation shows that the reform is facing difficulties;
- The specific demographic and economic situation in Lithuania especially escalated in recent years has blocked implementation of the “intergenerational solidarity” principle. Deficit in the Lithuanian Social Insurance Fund is increasing, but its reserves are not covered during the successful year. So here the contradiction between the principles of social justice and real economic situation can be highlighted. The State has failed to ensure its obligations to pensioners and thus violated the principle of system stability and through it the trust on the ongoing reform;

- The reform in Lithuania witnesses specific opinions, especially those of older people. Most employees focus on the principle of accountability in market conditions, but one must not forget the provisions, which were formed during the long “socialist” system of life. Lazutka, (1995) highlighted the fact that in Eastern Europe there was a widespread tendency to ensure business success with the state property and when it ended at least to use the State force with the collected money. This concerns also social life. In the Socialist system in Option A dominated figure 1 shown which validated the distorted principle of equality influenced the political decisions taken and the principles of the system transformation process. A new cost-effective and socially just redistribution concept of deployment is a very important element in the transformation of the pension system;
- Transforming the system does not end with the definitions of the new principles of the system transformation, it is essential to form a stable and long-term mechanism for the realization of these principles. This is a challenging problem.

As can be seen, transforming the pension system according to both criteria – economic efficiency and social justice – is a complex process and depends on the country’s external and internal conditions, including an important role of the realization of the principles of freedom and democracy in public administration and in private life.

Conclusions and Suggestions

Transformation of the pension system is an important primary task of the former socialist countries, success of its realization to a large extent depends on the ability to combine economic efficiency and social justice. It is just at first glance a simple problem, but analysis has shown its complexity.

1. It can be concluded that the pension system is directly related to the problem of income redistribution, where the State and the individual may play different roles.

2. The influence of the State’s role under the theory of economy depends on the chosen model of governance. Two diametrically opposite models of economic governance – free market and centrally managed economy can be distinguished. Both seek for economy, but they follow different cost-making criteria. Practical realization failure of the socialist model established advantages, even though the market model itself was and is changing. There are also different ap-

proaches to the perceived role of the State and social system place in it. The social market economy model was formed and has passed practical examination in Western European countries. It attempts to balance the advantages of the market and centralization models. At the same time, it is concluded that the advantages of one model in the real part of the models depends on the country’s external and internal conditions.

3. The social justice theory widely considers the principle of equality and its implementation characteristics. On the one hand, it is an independent problem; on the other hand, it surely incorporates itself into the economic models of governance. Recognizing that the principle of absolute equality is incompatible with the principles of efficiency, it can be argued that high priority for one group of income division causes tests of revolutionary restructuring. Admittedly, the social justice principle is mostly associated with the social market economy model.

4. Lithuania installed an advanced pension system, which identified three pension pillars. However, the installation practices showed that the former socialist countries faced with specific problems:

- Demographic and economic situation is more complex than in developed countries;
- Equitable treatment coordination of the economic and the social justice principles at the both governmental and mass level;
- It is important to create not only general principles for reforming the system, but also a concrete realization mechanism which would implement the principles of transformation of the pension system formulated in this article.

5. The study showed that the principles of social justice and economic efficiency transforming the pension system were coordinated differently. Most commonly the decisions were influenced by the country’s economic situation.

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E. Leščinskienė

Socialinio teisingumo ir ekonominių efektyvumo principų koordinacija transformuojant pensijų sistemą

Santrauka

Transformuojant pensijų sistemą, susidurta su nemažai problemų. Lietuvoje vykdomoje pensijų sistemos transformacijoje akcentuojamas laipsniškas valstybinio socialinio draudimo įmokų mažinimas ir perėjimas prie vis didesnės pensijos dalies sukaupimo iš paties pensininko sąmoningai mokamų papildomų įmokų. Pensijų reformą sąlygoja demografinė situacija, krizės, paraleliai vykdomos reformos kitose srityse, nuolatinė politinė valdžios kaita, finansinių rinkų nestabilumai ir kiti veiksniai. Tai sukelia nuolatinės vykdomos reformos korekcijas. Iki šiol gana nuoseklų pensijų augimą, net ir esant socialinio draudimo fondo deficitiniam biudžetui, keičia numatomas pensijų mažinimas, įmokų į privačius pensijų fondus dydžio mažėjimas. Žinoma, visada galima pateisinti susidariusią situaciją laikiniais ar ilgalaikiais sunkumais, tačiau ne mažiau svarbi

priežastis ir aiškios politinės valios šioje srityje neturėjimas, kurią itin lemia ir požiūris į ekonominių ir socialinio teisingumo principų prioritetus sprendžiant socialines problemas. Šiandien ta problema nagrinėjama tiek politiniu, tiek moksliniu aspektu. Išsakomos kraštutinės, dažnai iš esmės priešingos nuomonės rodo, kad ši problema neprarado savo aktualumo. **Tyrimo tikslas** – išnagrinėti socialinio teisingumo ir ekonominio efektyvumo teorijų pagrindinių teiginių derinimo galimybes ir jų poveikį pensijų sistemos transformavimui. Šiam tikslui pasiekti buvo suformuluoti keturi uždaviniai.

Nagrinėjant pensijų sistemos formavimo principus, išanalizuota principinė namų ūkio schema, išskirti dualiai priešingi pensijų sistemos formavimo principai: valstybinio socialinio draudimo ir individualios atsakomybės

principai, socialinio teisingumo ir ekonominio efektyvumo principai, taip pat ekvivalentiškumo, solidarumo, aprūpinimo ir globos principai.

Analizuojant ekonominių teorijų pagrindinių teiginių raidą, išskirti rinkos, socialinio teisingumo, socialinės rinkos variantai. Išnagrinėta valstybės ekonominė politika, daranti įtaką tam tikriems ekonominiams santykiams ir sprendimams.

Socialinio teisingumo teorija visada priešpriešinama ekonominiam efektyvumui, nes tai, kas socialiai teisinga, retai būna ekonomiškai efektyvu. Juo labiau, kad socialinis teisingumas yra asmens, kai ekonominis efektyvumas – valstybės pusėje. Straipsnyje išskirti trys galimi perskirstymo variantai: A prilygintas socialistiniam perskirstymo variantui; B sutapatintas su Markso „Kapitale“ įvardytu kapitalistiniu perskirstymu; C derinami realūs socialinio teisingumo ir ekonominio efektyvumo principai.

Ekonomiškumo ir socialinio teisingumo empiriniame tyrime išnagrinėti pagrindiniai pensijų sistemos transformavimo etapai, konstatuoti metai ir atlikti tam tikri apibūdinantys komentarai.

Konstatuota, kad socialinis teisingumas ir efektyvumas priklauso nuo aplinkos ir vidinių sąlygų.

Lietuvoje galima išskirti šias pagrindines transformavimą lemiančias sąlygas:

- politinės sistemos ir rinkos modelio pakeitimas Lietuvos pensijų aprūpinimo sistemą nukreipė į valstybės vaidmens mažinimą ir asmens atsakomybės didinimą, pereinant prie dviejų trijų pakopų pensijų sistemos. Šios sistemos principai atitinka socialinės rinkos ekonomikos modelį formuojančius principus. Tačiau transformavimo praktika rodo, kad reforma susiduria su sunkumais;
- ypatinga Lietuvos demografinė ir ekonominė situacija, ypač paastrėjusi pastaraisiais metais, neleidžia įgyvendinti „kartų solidarumo“ principo. Lietuvos socialinio draudimo fondo deficitai didėja, rezervai jam padengti per sėkmingus veiklos metus nesukaupti. Taigi išryškėja prieštaravimas tarp socialinio teisingumo principų ir realios ekonominės situacijos. Valstybė negeba užtikrinti savo išpareigojimų pensininkams – taip pažeidžiamas sistemos stabilumo principas, kartu ir pasitikėjimas vykstančia reforma;
- reforma Lietuvoje vyksta, nors yra specifinių gyventojų, ypač vyresniojo amžiaus, nuomonių. Rinkos sąlygomis akcentuojamas pačių dirbančiųjų atsakomybės principas, tačiau negalima užmiršti nuostatų, kurios susiformavo per ilgą gyvenimo „socialistinėje“ sistemoje laikotarpį. Lazutka (1995) akcentavo, kad Rytų Europoje buvo paplitęs polinkis verslo sėkmę garantuoti valstybės turto, o kai ji baigėsi – bent panaudojant valstybės jėgą surinktais pinigais. Tai susiję ir socialiniu gyvenimu. Socialistinėje sistemoje vyravo A paskirstymo variantas, kuriame įteisintas iškreiptas lygybės principas sąlygojo priimtus politinius sprendimus ir sistemos transformavimo principų eigą. Naujos, ekonomiškai pagrįstos ir socialiai teisingos perskirstymo sampratos diegimas visuomenėje yra

labai svarbus pensijų sistemos transformavimo elementas;

- sistemos transformavimas nesibaigia naujų sistemos transformavimo principų suformavimu. Labai svarbu sukurti stabilų ir ilgalaikį šių principų realizavimo mechanizmą. Tai sudėtinga problema.

Pasak kai kurių autorių, viešojo administravimo veikla paprastai vertinama pagal 3E koncepciją – ekonomiškumas (angl. *economy*), efektyvumas (angl. *efficiency*) ir veiksmingumas (angl. *effectiveness*). Be to, rekomenduojama sudėtingesnė – 4E koncepcija, kuri padėtų išryškinti socialinio teisingumo principą. Vakarų mokslas šiuo požiūriu yra sukūręs tam tikrą modifikaciją – 2E (ekonomiškumo ir efektyvumo) ir 2L (legitimumo ir teisėtumo (angl. *legality*)) schemą, kur socialinis teisingumas patenka į legitimumo sferą.

Išanalizavus situaciją tapo akivaizdu, kad kai kuriuose transformavimo etapuose veikia išskirtinai ekonomiškumo principas, t. y. valstybė stengiasi perskirstyti savo prisiimtus išpareigojimus, įtraukdama kitas institucijas ar perskirstydama turimą biudžetą kuriant naują biudžetinę įstaigą. Šiuo atveju neatsižvelgta į socialinį teisingumą. Juk atlikus bet koki analogišką pajamų valdymo mechanizmo perskirstymą, atsiranda dar viena institucija, kurią asmuo privalo išlaikyti, mokėdamas administravimo mokesčius, (plg. 1990 ir 2003 m.).

Negalima teigti, kad socialinio teisingumo principų nėra paisoma. Socialinio teisingumo principai pasireiškė 1995 m., kai buvo perskaičiuotos visos mokamos pensijos, taikant pensijų nemažinimo taisyklę. 2000 ir 2003 m. – asmeniui buvo palikta teisė rinktis iš kelių galimybių.

Socialinės atsakomybės suvokimas ir atitinkami veiksmai padidintų ekonominių ir socialinių teisingumą. Visų pirma nemažai dėmesio skiriama pačioms valstybės institucijoms, jų kompetencijoms, įstatymams ir lieka neaišku, kokia vieta šioje socialinėje erdvėje tenka tos erdvės kūrėjui ir naudotojui – pačiam Lietuvos žmogui, jo socialinei kokybei, užtikrinančiai tos erdvės efektyvumą. Regis, akivaizdu, kad nei įstatymai, nei institucijos, nei rinkos ekonomikos principai patys savaime neveikia; visur veikia konkretūs asmenys ir veikia taip, kaip jie yra nusiteikę doros, teisingumo ir teisėtumo atžvilgiu.

Pensijų sistemos transformavimas yra svarbus, pirmasis buvusių socialistinių šalių uždavinys, kurio realizavimo sėkmė ypač priklauso nuo gebėjimo derinti ekonomiškumo ir socialinio teisingumo principus. Problema tik iš pirmo žvilgsnio paprasta, tačiau atlikta analizė atkleidė jos sudėtingumą:

1. Konstatuota, kad pensinio aprūpinimo sistema yra tiesiogiai susijusi su pajamų perskirstymo problema, kurioje gali vaidinti skirtingus vaidmenis valstybė ir individas.

2. Valstybės vaidmens įtaka pagal ekonomiškumo teoriją priklauso nuo pasirinkto valdymo modelio. Galima teigti, kad skiriami du visiškai priešingi ekonominio valdymo modeliai – laisvos rinkos ir centralizuotai valdomos ekonomikos. Abiejuose siekiama ekonomiškumo, tačiau jiems taikomi skirtingi ekonomiškumo formavimo kriterijai. Socialistinio modelio praktinio realizavimo nesėkmė įtvirtino rinkos modelio privalumus, nors pats rinkos modelis kito ir keičiasi. Skirtingai vertinamas valstybės vaidmuo

ir jo vieta socialinėje sistemoje. Vakarų Europos valstybėse susiformavo ir pradėtas įgyvendinti praktiškai patikrinimas socialinės rinkos ekonomikos modelis, kuriame bandoma suderinti rinkos ir centralizavimo modelių privalumus. Daroma išvada, kad vieno modelio privalumai realiuose modeliuose priklauso nuo šalies išorinių ir vidinių sąlygų.

3. Socialinio teisingumo teorijoje plačiai nagrinėjamas lygybės principas ir jo realizavimo ypatumai. Viena vertus, tai savarankiška problema, kita vertus, ji itin atspindi ekonominiuose valdymo modeliuose. Pripažįstant, kad absoliutus lygybės principas yra nesuderinamas su efektyvumo principais, galima teigti, kad per daug vienai grupei skiriamas dėmesys dalijant pajamas sukelia revoliucinio pertvarkymo bandymus. Reikia pripažinti, kad socialinio teisingumo principas labiausiai asocijuojasi su socialinės rinkos ekonomikos modeliu.

4. Lietuvoje diegiama pažangi pensijų sistema, kurioje išskirtos trys pensijų pakopos. Tačiau diegimo praktika

pademonstravo, kad buvusios socialistinės šalys susiduria su specifinėmis problemomis:

- sudėtingesnė nei išsivysčiusiose šalyse demografinė ir ekonominė situacija;
- teisingas požiūris derinant ekonominius ir socialinius teisingumo principus tiek Vyriausybėje, tiek su gyventojais;
- svarbu sukurti ne tik bendruosius sistemos reformavimo principus, bet ir konkretų jų realizavimą mechanizmą, kuris leistų realizuoti straipsnyje suformuluotus pensijų sistemos transformavimo principus.

5. Tyrimas parodė, kad socialinis teisingumas ir ekonominis efektyvumas, transformuojant pensijų sistemą, derintas nevienodai. Sprendimai neretai buvo sąlygoti remiantis ekonominio efektyvumo principu.

Pagrindiniai žodžiai: socialinis teisingumas, ekonominis efektyvumas, pensijų sistema.