

Chongqing Pilot

From 20 to 22nd January, 2019, Michele Bruni, Mel Cousins, and Prof. Yu Guo, conducted the pilot activities of Component 2 in Chongqing, around the topics of social assistance coordination and development of elderly services and long-term care insurance in Chongqing. Three seminars were held respectively in Chongqing Bureau of Finance, Yubei District, and Chongqing First elderly welfare institute with the participants from Finance Bureau, Civil Affairs Bureau, Medical Security Bureau, Street office, and Elderly Welfare Institute, etc. They also visited several institutes, including the Street office's integrated platform for public services, elderly institute and community nursing home.

EU-China Social Protection Program Seminar on Minimum Livelihood Guarantee in Chongqing

Date: 9:30-12:00 am, January 21, 2019

Address: Conference room in Chongqing Finance bureau (107)

Attendance:

Michele Bruni	European expert in Beijing for the second part of the Eu- China Social Protection Program
Mel Cousins	Short-term European expert

Guo Yu	Short-term Chinese expert, associate professor at Renmin University of China
Lin guowang	Interpreter
Zhong Ke	Deputy director of the Social Security Department of Chongqing Finance Bureau
Zhang Jun	Cadre of Social Security Department of Chongqing Finance Bureau
Zhang Hao	Cadre of Assistance Department of Chongqing Civil Affairs Bureau

And the Civil affairs cadres in Jiangbei District, Nan ' an District and Shapingba District of Chongqing.

Outline:

1. Baseline situation of Minimum Livelihood Guarantee: System construction process, current situation and relevant data, application approval process, work status of some districts, financial burden status
2. Policy innovation and experience conclusion
 - 2.1. Coordination of Social Assistance Funds: liquidize remnant funds-according to the principle of matching authority with expenditure responsibility, bundle the funds and distribute them to districts and counties, and conduct financial performance management for them.
 - 2.2 . Coordination of the social assistance system: the establishment and improvement of dynamic management and withdrawal mechanism of minimum

living allowance; standard convergence among social assistant projects; linkage with poverty alleviation and employment mechanism.

2.3 . Strengthen the management of social assistant work: setting monthly work indicators for grass-roots civil affairs cadres; strengthening the construction of data-oriented information system; actively exploring the purchase of social services; "3 Calm" Plan of Civil Affairs has little influence on the current work.

3. Existing problems and confusion

3.1. The policy requirement of "application at any time, examination and approval at any time" is difficult to achieve. There are limited staff at the grass-roots level in districts and counties, and the work cost of the evaluation organizations is relatively high.

3.2. It is difficult to verify the real income of the applicants. A few migrant workers may cover up the actual income of the family through hidden reports and false reports; the financial information sharing mechanism is still not mature.

3.3. The contradiction between slowing economic growth and increasing demand for social security needs to be coordinated. The standard of Minimum Livelihood Guarantee is linked to the standard of living and the consumption index, but not to the level of regional financial and economic development.

3.4. Different dimensions of performance appraisal indicators among departments lead to different job orientations. Financial departments may focus on accurate identification and financial security, while civil affairs departments may focus on the number and standards of security.

EU-China Social Protection Program

Seminar on Minimum Livelihood Guarantee in Yubei District , Chongqing

Date: 15:00-17:30 pm, January 22, 2019

Address: Conference room of Baoshenghu street office, Yubei district, Chongqing
(107)

Attendance:

Michele Bruni	European expert in Beijing for the second part of the Eu- China Social Protection Program
Mel Cousins	Short-term European expert
Guo Yu	Short-term Chinese expert, associate professor at Renmin University of China
Lin Guowang	Interpreter
Zhang Jun	Cadre of Social Security Department of Chongqing Finance Bureau
Zhang Hao	Cadre of Assistance Department of Chongqing Civil Affairs Bureau

And the staff from Civil Affairs Bureau of Yubei District, Finance Bureau of Yubei District, and Yubei District Baoshenghu sub-district office.

Outline:

1. Baseline situation of social assistance work: Current situation of social assistance

(relevant data), basic explanation, and intervention of social services

2. Policy innovation and experience conclusion

2.1. Overall planning of social security in districts and counties: the nursing home actively explores the purchase of professional social services; the policy of free schooling for children in poverty-stricken and low-income families has gradually expanded to the establishment of file register families; actively playing the role of philanthropy in the case of limited financial growth.

2.2. The function of district and county finance in social security: municipal finance encourages districts and counties to make multiple attempts; the ministry of finance purchases small amount of personal accident insurance for the objects of civil administration assistance and file register.

3. Existing problems and confusion

3.1. In districts and counties, the matching degree between the administrative power and expenditure responsibility needs to be improved, and capital pressure is relatively high; under the reform of the division of financial power and administrative power, the district and county finance has not changed much in the civil affairs.

3.2. The information of each department in a district or county is isolated, and information sharing is limited. (Development of Financial and Social Security Subsidy Distribution Management Information System in Jiangbei district)

3.3. Confusion and obstacles faced by government purchasing services: in the field of social assistance, there is a lack of credible and professional social

organizations and social services, and the standards of social services have not yet been determined; it is necessary to build a firewall between the government and social service agencies; it is difficult to define the employment forms and treatment of social service workers; even when social organizations operate, people still think it is the government's behavior.

Eu-China Social Protection Programme
Seminar on Long-term Care Insurance and Elderly
Services in Chongqing

Date: 9:30-12:00 am, January 22, 2019

Address: Conference room in the First Social Welfare Home of Chongqing

Attendance:

Michele Bruni	European expert in Beijing for the second part of the Eu- China Social Protection Program
Mel Cousins	Short-term European expert
Guo Yu	Short-term Chinese expert, associate professor at Renmin University of China
Lin Guowang	Interpreter
Zhu Gangling	Director of the Treatment Security Group of Chongqing Medical Insurance Bureau
Wang Qin	Cadre of Treatment Guarantee Group of Chongqing Medical Insurance Bureau
Liu Dawei	Cadre of Welfare Department of Chongqing Civil Affairs Bureau
Zhang Jun	Cadre of Social Security Department of Chongqing Finance Bureau
Yang Shengpu	President of the First Social Welfare Home of

Chongqing

Other staff of the First Social Welfare Home of Chongqing

Outline:

1. Long-term care insurance in Chongqing
 - 1.1. Introduction of long-term care insurance in Chongqing: pilot operation status, basic principles, application steps, funding, treatment, care services, and institution construction.
 - 1.2. Policy innovation and experience conclusion: nursing service content innovation, the establishment of a nursing service project with Chongqing characteristics - nursing service package, the combination of institutional care and home care.
 - 1.3. Existing problems and confusion
 - 1.3.1. Financing dilemma and institutional construction: the institutional goal is to build independent insurance types. However, the economic downturn and increasing negative energy result in insufficient financing stability.
 - 1.3.2. Establishment of the elderly care service market: there is a serious shortage of the elderly care service market, and there is no professional home care institution; Service is not standard, the organization and staff are lack of professionalism.
 - 1.3.3. Technical standards and norms: there is a lack of unified standards and norms at the national level, for example, identification criteria for

disability in the elderly is not standardized, and care standards are not unified.

1.3.4. Strengthen service supervision: home care services involve privacy and have service quality supervision loopholes.

1.3.5. Reshape the service concept: the development of nursing needs the economic support of the social insurance system, the reflection of the value of the staff, the construction of the service concept to maintain the dignity of others and other measures to improve the social status of nursing staff.

2. Elderly services in Chongqing

2.1. Aging situation in Chongqing: large population, elder people (over 80 years old), large proportion of incapacitated and semi-incapacitated

2.2. Basic situation of elderly service supply in Chongqing (relevant data)

2.3. Policy innovation and experience conclusion

2.3.1. Fully open the elderly service market: No. 162 document

2.3.2. Optimize the approval process for the aged care institution and encourage the participation of social forces: streamline the approval process, record the system, reduce the entry threshold (firefighting) and attract social forces to operate elderly service institutions

2.3.3. Improve the support policies for old-age support: municipal finance to increase subsidies for the construction of old-age institutions, water and electricity preferential policies, purchase of comprehensive

liability insurance

- 2.3.4. Consolidate the foundation of home-based care for the elderly: set up two platforms to implement the offline "qianbai project" and the online "smart pension project" of community pension service
- 2.3.5. Support the integration of social idle resources: integrating resources to develop old-age care service institutions
- 2.3.6. Strengthen the supply of medical and old-age care services: support the private sector and bring eligible medical institutions under management; advocate the combination of medical care and nursing, and guarantee the two-way circulation of medical institutions and old-age care institutions; establishing family doctor system and building family beds; explore long-term care insurance.
- 2.3.7. Strengthen the professional training for elderly care service personnel: strengthen the quality of professional nursing training, establish training centers and increase the number of trainees.

重庆市最低生活保障制度研讨会概要

一、时间

2019年1月21日上午9:00-12:00

二、地点

重庆市财政局107会议室

三、参会人员

Michele Bruni 欧盟中国社会保障项目第二部分欧方驻京专家

Mel Cousins 短期欧方专家

郭瑜 短期中方专家、中国人民大学副教授

林国旺 翻译

钟珂 重庆市财政局社会保障处副处长

张俊 重庆市财政局社会保障处干部

王颢 重庆市民政局社会救助处干部

重庆市江北区、南岸区、沙坪坝区民政干部。

四、内容要点

（一）最低生活保障制度基本情况：

制度建设过程、现状和相关数据、申请审批流程、部分区县工作情况、财政负担状况

（二）政策创新和经验总结：

1. 社会救助资金的统筹：盘活存量资金，按照事权与支出责任相匹配的支出原则，打捆资金下发区县，调动区县积极性，对区县进行财

政绩效管理。

2. 社会救助制度的统筹：低保动态管理和退出机制的建立和完善；各项救助项目间标准的衔接；与脱贫攻坚、就业机制的联动。

3. 加强对社会救助工作的管理：设定基层民政干部月度工作指标；加强数据化的信息系统建设；积极探索社会服务的购买；民政三定方案改革对现阶段工作影响不大。

（三）存在的问题和困惑：

1. 政策要求中的“随时申请、随时审批”难以实现。区县基层工作人员有限，加之评议组织的工作成本较高。

2. 对低保申请对象的实际收入难以核实。外出务工人员可能会隐报、瞒报来掩盖家庭实际收入；金融信息共享机制尚不健全。

3. 经济增速放缓和社会保障需求增长间的矛盾需要协调。低保标准与生活水平和消费指数挂钩，没有与地区财力和经济发展水平挂钩。

4. 部门间不同维度的绩效考核指标带来不同的工作导向。财政考核精准识别和资金保障，民政考核保障人数和标准。

重庆市渝北区最低生活保障制度研讨会概要

一、时间

2019年1月21日上午 15:00-17:30

二、地点

重庆市渝北区宝圣湖街道办事处会议室

三、参会人员

Michele Bruni 欧盟中国社会保障项目第二部分欧方驻京专家

Mel Cousins 短期欧方专家

郭瑜 短期中方专家、中国人民大学副教授

林国旺 翻译

张俊 重庆市财政局社会保障处干部

王颢 重庆市民政局社会救助处干部

渝北区民政局、渝北区财政局、渝北区宝圣湖街道工作人员。

四、内容要点

(一) 社会救助工作基本情况：

现状（相关数据）、基本解释、社会服务的介入

(二) 政策创新和经验总结：

1.区县社会保障统筹工作：敬老院积极探索购买专业社会服务；特困、低保户子女免费上学政策逐步扩展到建档立卡户；财力增长有限情况下积极发挥慈善事业作用；

2.区县财政在社会保障中的作用：市级财政鼓励区县多种尝试；财政

为民政救助对象和建档立卡户购买小额人身意外险。

（三）存在的问题和困惑

- 1.区县事权和支出责任匹配度有待提高，区县资金压力较大。财权和事权划分改革下，区县财政在民政部分目前没有太大变化。
- 2.区县各部门信息隔离，信息共享程度有限。（江北区财政社保补贴发放管理信息系统的开发）
- 3.政府购买服务面临困惑与障碍：在社会救助领域，缺乏可信的、专业的社会组织和社会服务，社会服务标准尚未确定；需要建立政府和社会服务间的防火墙，社会服务工作人员用工形式和待遇难以界定；即使是社会组织操作，民众还是认为就是政府行为。

重庆市长期护理保险与养老服务座谈会概要

一、 时间

2019年1月22日上午9:30-12:00

二、 地点

重庆市第一社会福利院会议室

三、 参会人员

Michele Bruni	欧盟中国社会保障项目第二部分欧方驻京专家
Mel Cousins	短期欧方专家
郭瑜	短期中方专家、中国人民大学副教授
林国旺	翻译

朱刚令	重庆市医保局待遇保障组处长
王 琴	重庆市医保局待遇保障组干部
刘大伟	重庆市民政局社会福利处干部
张 俊	重庆市财政局社会保障处干部
杨胜普	重庆市第一社会福利院院长

重庆市第一社会福利院其他工作人员

四、 内容要点

（一）重庆市长期护理保险

1. 重庆市长期护理保险基本情况介绍：

试点运行情况、基本原则、参保步骤、筹资模式、待遇享受、护理服务内容、机构建设

2. 政策创新和经验总结：

护理服务内容创新，建立具有重庆特色的护理服务项目--护理服务包，将机构护理与居家护理相结合

3. 存在的问题和困惑：

（1）**筹资困境与制度建设：**以构建独立险种为制度目标，然而经济下行、负能增加，使得筹资稳定性不足

（2）**护理市场建立：**护理服务市场严重短缺，没有专业的居家护理机构；服务不规范，机构与工作人员缺乏专业性。

（3）**技术标准与规范：**缺乏全国层面的统一标准和规范，例如失能标准有标无准、护理规范不统一

（4）**强化服务监管：**居家护理服务涉及隐私，存在服务质量监管漏

洞。

(5)**重塑服务理念**: 护理工作的开展需要社会保险制度的经济支持, 工作人员个人价值体现、构建维护他人尊严的服务理念等多项措施并举以提高护理人员的社会地位。

(二) 重庆市养老服务工作

1. **重庆老龄化情况**: 基数大, 高龄多, 失能、半失能占比大

2. **重庆老年服务供给基本情况汇报 (基本数据呈现)**

3. **政策创新和经验总结**:

(1) **全面放开养老服务市场**: 162号文件

(2) **优化养老机构审批流程, 鼓励社会力量参与**: 精简审批流程, 备案制, 降低准入门槛 (消防), 吸引社会力量运营养老服务机构

(3) **完善养老供给扶持政策**: 市财政提高养老机构建设补贴, 水电气优惠政策, 购买综合责任险

(4) **夯实社区居家养老供给基础**: 搭建两个平台, 实施社区养老服务线下“千百工程”与线上“智慧养老工程”

(5) **支持整合社会闲置资源**: 整合资源发展养老服务机构

(6) **增强医疗养老服务供给**: 支持民营, 将符合条件的医疗机构纳入管理; 提倡医养结合, 保障医疗机构与养老机构双向流通; 建立家庭医生制度、建设家庭床位; 探索长期护理保险。

(7) **增强养老服务人员专业培训**: 提高专业护理培训质量, 建立实训中心, 增加受训人数。