

C3 5<sup>th</sup> Workshop Minutes

March 12<sup>th</sup>, 2019  
Ministry of Civil Affairs  
Meeting Room 1350

*Meeting has been moderated by Mr. Liu Xitang, General Director of Social Assistance Department, Ministry of Civil Affairs, P.R.China*

**1. Welcome speeches made by Mr. Liu Xitang**

**Ms. Liu Xitang** introduced participants from Chinese side including representatives from Ministry of Civil Affairs (MoCA) and local MoCA offices. Mr. Liu briefed the background of the annual meeting as experts from EU and China presenting their researched results on the two selected topics, which will be reflected upon the updating of Chinese legislation on social services. Mr. Liu extended his appreciation for having EU expert from Belgium to address the audience and Romania expert to give her speech via Skype.

**2. Topic 3.1.1A Legal framework on Social Assistance focus on social services provisions**

In this section, Prof. PENG Zhaiwen, Assistant Professor of the School of Government, Sun Yat-Sen University and EU Expert Ms. Kim Schryvers presented their contributions and interpretation on topic 3.1.1 A

**Prof. Peng Zhaiwen** outlined the four parts of his presentation: 1) the positioning of China's social assistance policies in social policy system. 2) The structure and features of China's social assistance system. 3) Incentive and governance in the design and implementation of China's social assistance system. 4) Suggestions on key policy design in social assistance policies.

Prof. Peng introduced that in China's social policy system, many social policy programs adopt the policy model of social assistance, which is to raise funds based on general fiscal revenue and target poverty-stricken residents. However, many targeted social policies do not belong to the social assistance system from a legal perspective. Social services programs are designed to ease the burden of family on caring for the elderly, children and the disabled and to ensure their quality of life through payments in cash or in kind (care or service). Prof. Peng commented that in general, China's social service programs are underdeveloped, and the social assistance system does not provide relevant services, except the rural *Wubao*. Prof. Peng defined social assistance policy into three types from the perspective of social policy design, i.e. the social insurance model: contributory social insurance; the social assistance model: means-tested schemes potentially covering all those who pass the required test of income and/or assets. This is financed by general government revenue, means-tested schemes; universal schemes covering all residents, or all residents in a given category, which is financed by general government revenue, non-means-tested, schemes (universal schemes and categorical schemes).

Prof. Peng listed items of financial assistance, such as income maintenance (*Dibao*), health-care (medical financial assistance), education (tuition assistance), housing (rent subsidies or social housing); Social service assistance such as employment service (training, subsidies to employee or employer, workfare); long term care (*Wubao*), childcare, social services for the disabled and professional social work.

In regards to the scope of social assistance legislation, Prof. Peng said that many targeted social policy programs (social assistance programs) are not included in the social assistance (legal) system, for example, social assistance programs for needed children are social welfare programs. In many social policy programs, besides the poor, other individuals in need are also targeted by the policy. Therefore, some social policy projects are not limited to the poor. Prof. Peng commented that in China, most social services are underdeveloped. Social services for the elderly, children and the disabled are not planned in the social assistance policy system.

In terms of the structure and features of China's social assistance system, Prof. Peng briefed that after years of development, China's social assistance system has formed a specific structure of its own features. In general, China's current social assistance system mainly provides cash payment, while social service payment is relatively limited.

There are three types of beneficiaries: 1) Dibao family. When family income is less than Dibao line, then the household gets Dibao payments and access to specialized assistances. 2) Low income family. When family income is above Dibao line but lower than income line (1.5 times Dibao line), then the household gets access to specialized assistances. 3) Three-nons family. However, social assistance programs mainly provide cash payments, and almost no social service payments (except employment assistance and *Wubao*).

Relating to incentive and governance in the design and implementation of China's social assistance system, Prof. Peng explained that local governments in China, especially district and county governments have greater autonomy in the implementation of social assistance policies, and many important policy parameters are decided by local governments. China's grassroots government, especially the residents' committees, play an important role in the delivery of the Dibao program but it is costly to monitor its implementation. Prof. Peng pointed out that China's social organization is developing slowly, the social service market lacks effective competition, and the delivery of social service policies is facing challenges. Furthermore, the incentive and governance of local and grassroots governments in China is a problem that social assistance legislation must face.

In the final part of his presentation on the key policy design for the social assistance policies, Prof. Peng raised several points for consideration and concluded with his suggestions. About eligibility conditions for key policy design, Prof. Peng pointed out that there are two ways to conduct target identification, based either on poverty or on needs. Yet if it is based on poverty, the followed issue would be how to define Dibao and low-income line. If it is based on needs, then it comes the risks of how to conduct diagnosis and evaluation. As for the basis for determining key policy parameters, Prof. Peng discussed on whether it should be based on local government's fiscal capabilities or social rights. There is also concern on how to design the fiscal transfer, incentive and conducts supervision over local governments at district or county level. Prof. Peng pointed out that the capability basis of target targeting is also affected by human resources, information resources and IT.

Prof. Peng concluded his speech by summarizing three kinds of care in China: the care for elderly, the care for children, and the care for the disabled. Prof. Peng added that the care for children also includes education service, and the care for the disabled is related to the works of Federation of the Disabled. The professional services could be provided to someone who is not poor but in need, for example, to provide legal assistance for the women who are confronted with domestic violence etc.

### **3. Comments and suggestions by Ms. Kim Schryvers, the EU expert**

**Ms. Kim Schryvers**, based on Belgium practices, outlined the presentation into three parts, i.e. the principle and practices of Belgium social assistance works, introduction on legislation of *Right to Social Integration*, challenges and suggestions.

Ms. Schryvers introduced that in Belgium, every community has Public Social Welfare Center which is the point of contact for the person in need of assistance. The center received subsidies from the Federal State and applies to it's legislation.

Ms. Schryvers briefed the audience on the law of *Right to Social Integration*. With the aim of enabling individual to achieve maximum integration and participation in society, the law listed Employment, Social Integration Incomes and Individualized Programs for Social Integration as the tools. The Law also set eligibility conditions.

Ms. Schryvers explained that the Public Social Welfare Center assesses the most suitable form of aid: lenient or curative but also preventive help. There are financial aid, contributions for medical insurance, psycho-social guidance, employment measures, (urgent) medical assistance, legal support, assistance for the supply of gas and electricity and other types of social assistance. As long as a person is staying in Belgium, residing legally and being indigent, then he or she has the right to social assistance. However, an exception is that even when an individual is staying illegally, he or she has the right to Urgent Medical Aid, which is of an entirely medical nature with the medical treatments urgency confirmed by a doctor. Such aid can be both preventive medicine as well as remedial treatments.

Ms. Schryvers emphasized the importance of social investigation and confirmed that in all cases the social worker will conduct a social investigation as the minimum conditions of social investigation are determined by the Royal Decrees of the 1st of December 2002. Applicants' information will be collected via cross-checking electronic databases. The minimal content of social investigation includes Personal Identification (address, civil state, nationality and/or right to reside on Belgium territory, household composition), Actual Living Place, Home Visit, Means of Existence, Check of other Rights (social assistance = residual right), and Willingness to Work (for right to social integration).

Ms. Schryvers concluded her presentation by pointing out that Belgium social assistance is facing its own challenges, such as updating its laws to keep up with the changing society: e.g. noting emerging categories of isolated person, cohabitant, person living with minors etc., as well as relevant new issues concerning child poverty.

**Mr. Liu** commented on Ms. Schryvers's presentation that through his discussion with different EU experts during his visit to Belgium, he noticed that EU experts have different understanding of social assistance than the Chinese.

#### **4. Topic 3.1.1B Legal framework on Social Assistance - involving social organization in the social assistance**

In this section, Prof. ZHANG Haomiao, Professor at the School of Public Administration, Sichuan University and Ms. Marzena Breza on behalf of Ms. Aleksandra Nemes EU Expert from Romania presented their introduction and suggestions on topic 3.1.1 B.

**Prof. Zhang Hanmiao** outlined the 4 parts of her presentation: 1) the theoretical basis and relevant practice of social organizations' participation in social assistance services; 2) the existing legal framework of social organizations' participation in social assistance services and its analysis; 3) foreign experience in legislation of social organizations' participation in social assistance services;

4) improving the legal framework for social organizations' participation in social assistance services.

Prof. Zhang presented three theoretical basis to support the argument that the provision of social assistance services requires not only the government departments but also the participation and intervention of social organizations. The three theories are 1) Sector failure theory 2) Welfare Pluralism Theory 3) Participatory development theory. When introducing relevant practices of social organizations' participation in social assistance services, Prof. Zhang categorized the practices into two: a) Social organizations provide social assistance services independently. For example, the commonweal and autonomy of social organizations determine that they can independently make decisions on social assistance design, management and evaluation, etc. Same applied to the areas of medical assistance and disaster assistance. b) Social organizations cooperate with the government to provide social assistance services in the form of contract or government subsidy. Prof. Zhang further explained that contract refers to the specific implementation of social assistance services by social organizations in the form of purchase of services by the government. Both parties establish a right and obligation relationship in the form of contract, and the general funds are allocated in installments according to the contract. Contract is the most common mode of social organizations cooperating with the government in the implementation of social assistance services. While government subsidy means that the government subsidizes social organizations that participate in social assistance services by means of financial aid, tax reduction and exemption, and low-interest loans.

Prof. Zhang continued by describing and giving her analysis on China's existing legal framework of social organizations' participation in social assistance services. Prof. Zhang pointed out that China's laws and regulations on the participation of social organizations in social assistance services include relevant laws and regulations on social assistance, government purchase of services and relevant laws and regulations on social organizations, both at the central and local levels. Prof. Zhang further explained that in regards to the laws and regulations at central level, in the past decade, China's State Council, Ministry of Civil Affairs and Ministry of Finance have promulgated some laws and regulations concerning the participation of social organizations in social assistance. Prof. Zhang listed 10 important ones: *Regulations on Foundations Administration* (State Council,2004) , *Guidelines on Promoting Social Forces to Participate in the Assistance Services for Vagrants and Beggars* (Ministry of Civil Affairs,2012), *Guidelines on Strengthening the Connection between Medical Assistance and Charity* (Ministry of Civil Affairs,2013), *Interim Measures of Social Assistance* (State Council,2014) *Interim Measures for the Administration of Government Purchase of Services* (Ministry of Finance, Ministry of Civil Affairs ,State Administration of Industry and Commerce,2014), *Opinions on Establishing a Charity Behavior Oriented Mechanism in the Field of Child Welfare* (Ministry of Civil Affairs,2014), *Opinions on Accelerating the Development of Social Work in the Field of Social Assistance* (Ministry of Civil Affairs, Ministry of Finance,2015), *Guidance on Supporting the Cultivation and Development of Social Organizations through Government Purchase of Services* (Ministry of Civil Affairs,2016), *Charity Law* (National People's Congress,2016), *Regulations on the Administration of Registration of Social Organizations* (State Council,2016) etc. In comparison, Prof. Zhang briefed mentioned laws and regulations at local level and gave the most representative examples such as *Opinions of Beijing Civil Affairs Bureau's Opinions on the Participation of Charitable Forces in Social Assistance* (Beijing Civil Affairs Bureau,2015), *Measures of the Implementation of social Assistance in Beijing* (Beijing Municipal Government, 2018), *Opinions of Shanghai Municipality on Guiding Social Forces to Participate in Social Assistance Work* (Shanghai Civil Affairs Bureau,2018), *Regulations on Social Assistance in Shanghai* (Standing Committee of Shanghai Municipal People's Congress,2018) etc.

Prof. Zhang believed the current legal framework has four features. First, the necessity for social organizations to participate in social assistance services has been specified through laws and regulations on social assistance. Second, the content of social organizations' participation in social assistance services has been defined through laws and regulations on government purchase of social services and social work in the field of social assistance that makes it a "clerical work and service". Third, laws and regulations on charitable voluntary service stipulate that charitable organizations and other social organizations need to participate in natural disaster assistance and other charitable assistance services. Fourth, some developed areas made special regulations for social organizations' participation in social assistance services. For instance, Beijing Civil Affairs Bureau issued *Beijing Civil Affairs Bureau's Opinions on the Participation of Charitable Forces in Social Assistance*(2015), Shanghai Civil Affairs Bureau issued *Opinions of Shanghai Municipality on Guiding Social Forces to Participate in Social Assistance Work* (2018).

Prof. Zhang pointed out that China's existing legal framework has following problems: 1) the biggest difficulty for social organizations to participate in social assistance services in China is the lack of legal status. The reason lies in the fact that the purpose of legislation of social organizations in China is regulation and management rather than promotion and cultivation. The dual management system makes it impossible for many social organizations to obtain registration. *The Charity Law* issued in 2016 is a big progress with its article 10 stipulates that: "the establishment of a charitable organization should be registered with the civil affairs department of the people's government at or above the county level, the civil affairs department should make a decision within 30 days from the date of accepting the application". This article is regarded as a major breakthrough of the dual management system. However, article 20 of the law also stipulates that "the specific measures for the registration and administration of charitable organizations shall be formulated by the state council" that is to say, the law authorizes the power to formulate specific regulations on the registration and management of charitable organizations to the administrative regulations. Since China's State Council has not formulated new, neither abolished or revised the previous administrative regulations on social organizations, and failed to explain the relationship between the *Charity Law* and the latter, the dual management system has not been really abolished. In addition, Article 3 of the *Charity Law* only defines charity activities, but fails to define what a charitable organization is. Therefore, specific operating rules regarding which organizations belong to the charitable organization and can be directly registered in the civil affairs department without approval from the competent authority, are still needed in the actual identification process. Further more, there are strict requirements on establishing social organizations. Social groups and foundations both need to have legal personality. The above limitations make many small social organizations can not meet the registration standard stipulated by law, and are actually in the illegal state. 2) the level of legislation is low, and there are mainly administrative regulations and normative documents with few laws. At present, the participation of social organizations in social assistance services still basically relies on a large number of administrative regulations, departmental rules and other normative documents, and there is not unified legislation on social assistance formulated by the National People's Congress or its standing committee or unified special legislation on social organizations. There is a lack of unified planning in terms of both content and system, and the phenomenon of fragmentation is quite obvious. The legal provisions on social organizations and social assistance are scattered in various department laws and regulations, without a complete system and lacking of authority and coordination, which restricts the legalization process of social organizations' participation in social assistance services. 3) there are some conflicts and omissions in the legislation. As for the participation of social forces that stipulated in *Interim Measures of Social Assistance*, although compared with the previous individual legislation, it specifies the patterns and preferential policies on the participation of social forces, it fails to make a cohesive connection with other relevant laws and regulations. For example,

article 52 in Interim Measures of Social Assistance stipulates that the state encourages social forces such as units and individuals to participate in social assistance through donation, setting up support project, establishing service agencies and providing volunteer service. However, until there is a real change in the legislation of social organizations, this provision is of no practical significance to social organizations because it cannot change the illegal nature of unregistered social organizations. Another example is that article 54 of the *Interim Measures of Social Assistance* stipulates that the government can purchase social assistance services from social organizations through entrusting, contract and procurement. In recent years, the government has formed a set of relatively complete rules for the purchase of services, but the problem is that the services purchased by government are in small scale, and in practice organizations with obvious official background get more opportunities.

After recognized all the problems China in facing regarding its legislation of social organizations' participation in social assistance services, Prof. Zhang turned to showcase foreign experience in this area, namely Britain and Germany.

Regarding British legislation, Prof. Zhang summarized that as the first country in the world to carry out charity legislation, British law regulates large charitable organizations while relaxing control over small ones so as to give full play to their role in providing social services for grassroots communities and the public.

Regarding German legislation, Prof. Zhang summarized five points: First, the social assistance service provided by charitable organizations is not a legal obligation, but an effective supplement to the government assistance. Second, the government can make charitable organizations participate in government assistance through entrusting and other means, and the government must provide financial support and supervision on qualifications. Third, the independent status of charitable organizations shall not be comprised in any situations. It can not become quasi-government organizations because they undertake the assistance tasks of government. Fourth, social assistance services provided by charitable organizations shall not lead to a reduction of cash benefit provided by the state. Five, all Germans have the right to association needless of a state approval. The reason most social organizations choose to register is not because they want to obtain legal status, but to access more resources and enjoy tax-exemption and financial subsidies from the government.

Prof. Zhang concluded her presentation by giving suggestions on how to improve China's legal framework on social organizations' participation in social assistance services.

Prof. Zhang suggested that China shall raise the level of legislation and formulate *Social Assistance Law* and *Social Organization Law*.

In terms of improving *Social Assistance Law*, compared with Germany, China's *Interim Measures of Social Assistance* is lack of provisions on social organizations to maintain their independence in the process of participating in social assistance services. It is necessary to avoid that the government completely entrusting the obligations it should fulfill to social organizations, or interfering in social organizations' participation in legal activities of social assistance services. On the principle that social assistance is a government responsibility, the policy of encouraging and supporting social organizations to participate in social assistance services should be clarified, and vague concepts in previous legislation, such as "society" and "social forces" should be avoided. In addition, it is mentioned in the assistance legislation that the state commends and rewards the units and individuals that have made remarkable achievements, but it is not clear whether the units include social organizations or not. Moreover, the content of administrative reward is not mentioned, which is not conducive to fully mobilizing the enthusiasm of social organizations to participate in social

assistance services. This should be considered to clarify for improving Social Assistance Law. In terms of provisions on social assistance fund, the purpose and proportion of the expenses should be specified on government's expenditure on purchasing social assistance services and subsidies provided to encourage social organizations to participate in social assistance services. Thus, there will be a legal guarantee for social organizations to obtain financial support from the government

In terms of formulating *Social Organization Law*, Prof. Zhang gave three suggestions: First, reform the dual management system and lower the registration threshold for social organizations. Second, establish the system of unincorporated organizations (not registered). In future legislation, China may also consider allowing the existence of unincorporated social organizations. Unincorporated organizations are not illegal, but just have incomplete capacity for rights. The management of unincorporated non-profit organizations may be conducted by filing on record for reference. Third, improve regulations on daily supervision and punishment of social organizations and establish a diversified supervision mechanism.

Prof. Zhang emphasized that specific provisions should be made for the participation of social organizations in various aspects of social assistance, especially the relevant legislation on the purchase of social assistance services by social organizations. Although in 2014 the Ministry of Finance and Ministry of Civil Affairs issued the *Administrative Measures on Government Purchase of Services (Interim)* which provides a certain behavioral paradigm for the government to purchase social services, but it is a departmental regulation with weak normative force. Due to the particularity and professionalism of the content of social assistance services, the basic ways and working modes of the government to purchase social assistance services are complex and diverse in practice. Therefore, it is necessary to make a special legislation. Prof. Zhang suggested to formulate administrative regulation on government purchasing social assistance services from a national level. To be specific, Prof. Zhang believed it was necessary to clarify the purpose and principles for the government to purchase social assistance services and to define the legal status of the buyers, implementer and recipients of social assistance services, to specify the scope of projects for the government purchasing social assistance services, to scientifically formulate a guiding catalogue for the state-level government to purchase social assistance services, and to clearly define unified and standardized service scope and quality standards. It is necessary to stipulate the ways and procedures for the government to purchase social assistance services, and to establish the bidding system and information disclosure system for the government to purchase social assistance services. In particular, it is necessary to regulate the large number of non-independent purchasing and non-competitive purchasing procedures in practice. It is necessary to establish the incentive mechanism and performance evaluation mechanism for social organizations' participation in the government's purchase of social assistance services.

Prof. Zhang concluded by presenting four suggestions to amend relevant laws to improve coordination among laws. First, improve the provisions on legal personality in the *Civil Law*. Provisions about incorporated foundations and unincorporated societies could be added to clarify the legal status of both organizations. Second, *Tax Law*'s provisions on tax incentives for social organizations should be improved. Third, *Procedural Law* on the rights relief of social organizations should be improved. Fourth, social work legislation should be improved.

## **5. Comments and suggestions by Ms. Aleksandra Nemes, the EU expert**

**Ms. Breza** presented on behalf of Ms. Aleksandra NEMES, whose speech on the related topic are based on Romanian practices. Ms. Breza introduced that:

**Ms. Aleksandra Nemes** began her presentation on introducing Romanian general provisions on social services, i.e. the Social Welfare Framework Law on national social assistance system (NSAS). Ms. Nemes explained about the nature, features, financing and operation of NSAS. Ms. Nemes emphasized that the social organizations' provision of social services are included in different kinds of legal provisions. Ms. Nemes noted that both China and Romanian social services had two complementary pillars, i.e. benefits in cash and benefits of service in kind. Ms. Nemes stressed that social services can serve as a preventative mechanism that prevent people from relying on social assistance scheme.

Ms. Nemes said the main functions of NGOs related to social services are promoting of volunteering, participating in public policy making, and provision of social services. Ms. Nemes said in Europe, ministries with similar portfolio like China's MoCA are taking NGO, trade unions etc. as advisory bodies when drafting new regulations. In Romania, the majority of social services are developed by NGOs, all of which showed how NGOs had a major contribution to Romanian legislative reform on social assistance.

Ms. Nemes highlighted two legal conditions to develop social services as private social service provider, i.e. a) the social service provider has to be accredited by the Ministry of Labor and Social Justice, which case is similar to China. b) Social service provider can develop a social service only if this social service is licensed by the Ministry of Labor and Social Justice / specialized authorities in subordination, which is to guarantee certain level of quality.

Ms. Nemes listed several laws and regulations regarding financial supports to private social service providers by official government and sponsorship from companies. The public budget comes in different forms, in grants, subsidies or by purchasing NGOs' services from local governments. In Romania, there is also an instrument in place, where EU can help to pay 3.5% of the NGO's income tax, while for Poland is 1%.

Ms. Nemes concluded her presentation by showcasing various NGOs, such as *Save the Children*, *CONCORDIA School of Crafts*, *Telephone of the Elderly*, *MagicHome*, *Offer the Life* and so on, in their provision of different kinds of services to people in need.

## **6. Free discussion**

In this session, the moderator invited all participation to join the free discussion.

**Mr. Bruni** mentioned that in Italy, people also have a possibility to give part of the tax to specific social organizations based on certain criteria, and such practice is working quite well in Italy. Mr. Bruni suggested China to consider such practice.

**Mr. Gruat** recalled with Mr. Liu on their first panel discussion held before the projected started, an international expert made a reference to a recommendation from ILO on basic protection. In June 2019, Geneva solicited opinions from 114 countries and workers organizations on the report of measures about to apply the recommendation on social protection. This demonstrates the social protection is a diversified issue and a common challenge. Different countries have different interpretations but they can get inspiration from each other. The report is already available in English on the ILO website and the Chinese version will be ready closer to the official releasing. Mr. Gruat also mentioned about the role of social organizations. Mr. Gruat remarked from his first-



hand experiences as a mayor of a small city that daily interaction between local governments and social organizations are beyond simple registration, regulating, governing and licensing, it is also about mutual help and making association. For example, to familiarize the social organizations with government's policies and so on. Mr. Gruat suggested that the role and function could be an element for further discussions. Mr. Gruat extended his appreciation everyone for the good will and sympathy they showed to the projects and to other components during the last five years.

**Prof. Gang Shuge** from Beijing Academy of Social Science stated his opinions on the two topics. Topic 1 regards to the unique situation of and special relation between social organizations and public authority. Prof. Gang believed China need to strengthen its public authority's guidance over social organizations. Prof. Gang pointed out that there are cases where social organizations have insufficient capacity in implementing tasks assigned by public authority. Therefore, China needs to strengthen the guidance of public authorities, especially their financial measurements in regulating NGOs on how to use government funds. Topic 2 regards to the establishment and management of social organizations. Prof. Gang believed that China need to have a definition that is more specific on social organizations' registration threshold; a basic evaluation of the issue shall be in place. The 2019 government's Work Report that delivered by China's Premier Li Keqiang raised the requirement of leading the social organization to develop in a healthy way. Prof. Gang brought the concept of the so-called "healthy way" to the audience attention and commented that the topics that discussed today are related to the healthy development of social organizations. Prof. Gang raised a question to Ms. Kim Schryvers on what are the measures Belgium takes for protecting the children in poverty or in destitution.

**Ms. Kim Schryvers** replied that in the last couples of years Belgium has taken diversified measures. Belgium has developed a plan to bring together everybody who is working with children in need. Information was scattered among social workers in different places, such as hospitals, schools, social search providers etc., but there is no exchange of information between social workers and service providers. In order to eliminate information asymmetry and gather measures, Belgium created a consultancy platform. Ms. Schryvers gave an example. It is noticed that children arriving in schools without having breakfast have difficulty of paying attention at school, so the school provided (free or subsidies) breakfast for those children before class start. Then the attendance becomes higher and children pay better attention at school. The measure seems to be simple but plays a crucial part for children's education. Ms. Schryvers stressed again that the social assistance is not always financial measures and the exchange of information was very important.

**Ms Moretto** asked that under the framework of delivering social assistance, what kind of experience China could learn from EU practices in terms of making the social organizations and social workers more professional.

**Mr. Liu Xitang** replied that social work is a new issue for China. Although MoCA has such practice as early as 1988, the real development of social work only happened in 21<sup>st</sup> century, especially in the recent decade. Chinese State Council issued Measures on Social Assistance in 2014, in which brought about the term of professional social worker and professional organizations for social works, who are eligible to provide some services to the recognized beneficiaries. Also in

recent year, MoCA issued some policies and regulations related to social work, for example, professional examinations to qualify social workers and categorize them into beginning, intermediate and advanced levels are organized. China has a certain number of professional social work organizations, such as professors from Sun Yet-sen University and Sichuan University have registered their social work organizations. MoCA just completed the institutional reform in recent years. It established a new department within the ministry to be in charge of social and charity work. For the next step, MoCA aims at providing financial guarantees for the development of social work in China.

Mr. Liu continued to introduce the social work itself and its role in social assistance in China. Mr. Liu said in practice, social workers are involved in many aspects, especially in school and communities, and their works are more focused on delivering services to people in need. For instance, in Beijing, social workers conduct home investigation on social assistance beneficiaries and provide various kinds of service in helping people to solve their problems. They also operated funds for children and for youth. Mr. Liu believed that nowadays professional services provided by social workers are effective in and conducive to improving the situation of its beneficiaries. Mr. Liu reflected that in the past China's social assistance was more cash-oriented. But nowadays, China has introduced services of professional social workers. That is what makes the social work under reforming a new issue for China today. China's social work embraces new term and new concepts, by which improvements are made. And this is the basic situation of social work in China.

**Ms. Kim Schryvers** added that in Belgium, social worker needs to have a specific degree. And just like the situation in China, social workers are present in many fields of societies, not only in public center or social welfare institution, but also in hospitals, schools or other places where a person in need might turn to. One important factor of a social worker's professionalism is to have strong sense of confidentiality which makes the person feel more secured to open up. Ms. Schryvers said Belgium also provides professional services in cases of suicide aid or treating people against abuse, such as psychological sessions given by psychologist or access to specific training.

## **7. Summary**

Ms. Breza first announced that the 5th workshop is not the final event of C3. Since C3 and MoCA still have the ongoing pilot sites, so a summary conference will be held in summer. Ms. Breza recalled that on 29 June 2015, C3 kicked off the project by the first panel discussion attended by Mr. Mleczko, Deputy Minister from Poland and Mr. Gong Puguang, Deputy Minister from MoCA. As the last session for the research activities of C3, Ms. Breza observed in comparison that at the beginning a comprehensive legal framework for social assistance is advocated and today one of the conclusions coming from the Chinese experts was that China is in need of legal act for social organizations. The recolonization of such needs demonstrated certain progress achieved during the cooperation with MoCA based on the EU-China SPRP work. Ms. Breza hoped that when the final reports were submitted by Chinese and European experts, relevant stakeholders would find them useful for their daily works and especially for the important task for this year, which is work to promote the legal act for social assistance in China. Ms. Breza was convinced that the ongoing pilots would give practical examples and techniques to MoCA for the empowering of social organizations and the social services. Ms. Breza expressed a vision and mission that in a few years Chinese experts could make presentations that begin every item based on legal provisions as reference as the case of EU experiences since the law is a foundation of all activities undertaken

within social assistance scheme. Ms. Breza extended her gratitude to EUD for its support and to her colleagues from SPRP office supporting C3 activities over the last few years.

Mr. Liu first extended his appreciation to Ms. Marzena for her speech and to all contributors for the workshop. Mr. Liu remarked that the workshop has reached its academic goals over the two topics. Mr. Liu said that for the next step, the Chinese side would like to invite experts to further revise their papers and came up with suggestions to better develop the reform. Mr. Liu hoped that EU experts would get more insights during their field trip to Zhangjiagang city which in return also provide inspirations for the Chinese side. Mr. Liu introduced that Zhangjiagang in 2009 conducted pilot activity for social work programs so it was a city witnessed rapid development of social organizations for social work. Mr. Liu expressed his hope that others experts, like Mr. Gruat, Mr. Bruni, Prof. Gang, and officials from local MoCA departments would continue to support the project. Mr. Liu commented that the workshop was only the simplest form of China-EU exchange on social assistance, but always welcomed experts to give suggestions and inspirations to SPRP C3, because the project is entering the legislation process for social assistance in China. The 4 pilot sites with pilot activities respectively are only part of these few years' cooperation project results. Mr. Liu agreed what Mr. Gruat had said that the project served as the floor of social security and the ministry now is also thinking different measures for the protection of Chinese people. Although this workshop marked the end of the project, both Chinese and EU sides, especially the researchers on promoting the social assistance in China will keep in contact. Mr. Liu mentioned that China has signed MoU with Poland in which regard further cooperation will be conducted after SPRP project. Mr. Liu hoped that the EUD would support the cooperation between Chinese MoCA and Poland, France, Italy and other countries. Finally on behalf of MoCA, Liu extended his sincere appreciation to Ms. Marzena and her colleagues for their contribution and support.

*Drafted by Iwona Rogacka-Hu, C3 Assistant, March 19<sup>th</sup>, 2019*

Annex:

1. EU-CHINA SPRP Component 3 5th Workshop Agenda
2. EU-CHINA SPRP Component 3 5th Workshop Participants List (EU+CN)

**Annex: 1**

**EU-CHINA SPRP Component 3**  
**5<sup>th</sup> Workshop**

**Topic 3.1.1A**

**Legal framework on Social Assistance focus on social services provisions**

**&**

**Topic 3.1.1B**

**Legal framework on Social Assistance - involving social organization in the social assistance**

**Agenda**

**March 12<sup>th</sup>, 2019 (14.30-16.30)**

**Venue: MoCA Meeting Room No. 1350**

**(No. 147 Beiheyuan St, Dongcheng, Beijing)**

Host: Ministry of Civil Affairs (MoCA)

*Simultaneous interpretation from/to English & Chinese will be provided (Mr. Lin Guowang)*

*Moderator: Mr. Liu Xitang, Director General, Department of Social Assistance, MoCA*

*Workshop followed by the EU-Chinese experts exchange meeting (morning session at the SPRP Beijing Office)*

14:30—14:50	<p><b>Welcome speeches</b></p> <ol style="list-style-type: none"> <li>1. Mr Liu Xitang, Director General, Department of Social Assistance, MoCA</li> <li>2. EUD representative, Ms Sakura Moretto</li> <li>3. C3 RE</li> </ol>
<p><b>Topic 3.1.1A</b></p> <p><b>Legal framework on Social Assistance focus on social services provisions</b></p>	
14:50—15:05	Policy recommendations and suggestions on <b>Legal framework on Social Assistance – social services</b> by Mr Prof. Peng Zhaiwen, Sun Yat Sat University, P.R.China (15 Minutes)
15:05 – 15:20	Comments and suggestions from the EU expert (Ms. Kim Schryvers)
<p><b>Topic 3.1.1B</b></p> <p><b>Legal framework on Social Assistance - involving social organization in the social assistance</b></p>	
15:20—15:35	Policy recommendations and suggestions on <b>Legal framework on Social Assistance – involving social organization</b> by Prof. Ms Zhang Haomiao, Assistant Professor, Sichuan University, P.R.China (15 Minutes)
15:35-15:50	Comments and suggestions from the EU expert (Ms. Aleksandra Nemes) – Ms Marzena Breza spoke in the name of Ms A. Nemes
15:50—16:10	Free discussion* (20 minutes)
16:10—16:30	<p><b>Summary &amp; Follow up</b></p> <ol style="list-style-type: none"> <li>1. Mr Liu Xitang, Director General, Department of Social Assistance, MoCA</li> <li>2. Ms Marzena Breza, PhD, C3 EU RE</li> </ol>
16:30	<i>End of the meeting</i>

*\*with the participation of the Chinese external experts and local MoCA staff*



Social Protection Reform Project  
中国-欧盟社会保障改革项目

Annex: 2

Participants List (EU)  
EU-CHINA SPRP Component 3  
5<sup>th</sup> C3 Workshop  
参会名单（欧盟）

中国—欧盟社会保障改革项目第三部分第五次研讨会

March 12<sup>th</sup>, 2018  
(14.30-16.30)

Venue: MoCA Meeting Room No. 1350  
No. 147 Beiheyuan St., Dongcheng, Beijing, Beijing

2019年3月12日 14:30-16:30  
(地点: 民政部 1350 会议室, 北京市东城区北河沿路 147 号)

No 序号	Name of the participants 姓名	Institution/organization 机构/组织
1	Kim Schryvers 金·史瑞福	EU-CHINA SPRP EU expert 中国—欧盟社会保障改革项目第三部分欧方专家
2.	Zhang Haomiao 张浩淼	EU-CHINA SPRP CN expert 中国—欧盟社会保障改革项目第三部分中方专家
3.	Peng Zhaiwen 彭宅文	EU-CHINA SPRP CN expert 中国—欧盟社会保障改革项目第三部分中方专家
4.	Ms Sakura Moretto 马潇坤	Attache Cooperation Section, Delegation of the European Union 随员合作处, 欧盟联盟驻华代表团
5.	Ms Marzena Breza	EU Resident Expert Component 3, EU-CHINA SPRP

	马哲娜 布雷扎	中国－欧盟社会保障改革项目第三部分欧方常驻专家
6.	Mr Michele Bruni 米歇尔·布鲁尼	EU Resident Expert Component 2/Team Leader, EU-CHINA SPRP 中国－欧盟社会保障改革项目第二部分欧方常驻专家 / 项目领导人
7.	Mr Jean-Victor Gruat 圭亚	EU Resident Expert Component 1 EU-CHINA SPRP 中国－欧盟社会保障改革项目第一部分欧洲长期专家
8.	Ms Iwona Rogacka-Hu 伊沃娜·罗嘎茨卡-胡	Assistant to Component 3, EU-CHINA SPRP 中国－欧盟社会保障改革项目第三部分助理
9.	Ms Valentina Pignotti 毕若华	Assistant to Component 2 / Team Leader, EU-CHINA SPRP 中国－欧盟社会保障改革项目第二部分 / 项目领导人助理
10	Mr Lin Guowang 林国旺	Interpreter, EU-CHINA SPRP 中国－欧盟社会保障改革项目翻译
11	Ms Ma Lan 马岚	Project Assistant, EU-CHINA SPRP 中国－欧盟社会保障改革项目助理

No 序号	Name of the participants 姓名	Institution/organization 机构/组织
1	Mr Liu Xitang 刘喜堂	Director-General, Department of Social Assistance, Ministry of Civil Affairs, P.R.China 民政部社会救助司司长
2	Ms Jiang Wei 蒋玮	Deputy Director, Department of Social Assistance, Ministry of Civil Affairs, P.R.China 民政部社会救助司副司长
3	Ms Zhang Lin 张琳	Division Director of Administration, Department of Social Assistance, Ministry of Civil Affairs, P.R.China 民政部社会救助司综合处处长
4	Mr Wu Zengfeng 武增锋	Division Director of Urban and rural Dibao, Department of Social Assistance, Ministry of Civil Affairs, P.R.China 民政部社会救助司城乡低保处处长
5	Ms Sun Yang 孙杨	Division Director of supervision , Department of Social Assistance, Ministry of Civil Affairs, P.R.China 民政部社会救助司监察处处长
6	Mr Liu Yong 刘勇	Deputy Division Director of Special Assistance for Vulnerable Group and Temporary Relief department 民政部社会救助司特困和临时救助处副处长
7	Mr Mao Lipo 毛立坡	Deputy Division Director of Administration, Department of Social Assistance, Ministry of Civil Affairs, P.R.China 民政部社会救助司综合处副处长
8	Mr Han Mingxi 韩明喜	Division Director of Social Assistance, Beijing Civil Affairs Bureau, P.R.China 北京市民政局社会救助处处长
9	Mr Li Yongsheng 李永生	Deputy Director of Civil Affairs Bureau of Shun Yi District, Beijing City, P.R.China 北京市顺义区民政局主管副局长
10	Ms Bai Hua 白桦	Director of Social Assistance office, Civil Affairs Bureau of Shun Yi District, Beijing City, P.R.China 北京市顺义区民政局社会救助科科长
11	Mr Gang Shuge 江树革	Deputy Director and Researcher, Institute of Sociology, Beijing Academy of Social Sciences 北京市社会科学院社会学所副所长, 研究员
12	Mr Hu Siyang 胡思洋	Researcher of National Industrial Information Security Development Research Center 国家工业信息安全发展研究中心 助理研究员

13	Mr Wang Guan 王冠	Officer, Center of Monitoring and Verification for Low Income Families, Ministry of Civil Affairs, P.R.China 民政部低收入家庭认定指导中心干部
14	Ms Xue Qiuj 薛秋霁	Officer, Center of Monitoring and Verification for Low Income Families, Ministry of Civil Affairs, P.R.China 民政部低收入家庭认定指导中心干部



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