

Mission report

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Location: Jilin Province

EU-CHINA SPRP: Marzena Breza, EU RE C3

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Main Goal: recognize arrangements of social assistance policy at provincial, prefectural and township levels as well as practical organization of social assistance institutions (benefits and service delivery).

Da'an City in Jilin Province is the one of the place where SPRP C3 is running pilot sites.

The Social Security Research Center of Nanjing University and the prof. Lin Mingang as a director of the Research Center is a third party responsible for the pilot project.

Jilin started its basic living allowance (in Chinese term *Dibao*) program in 1999. Over the years, the province established institutions and formulated several policies aimed at developing a social assistance administration and service system with specific staff, specific place, specific budget, specific measure and specific working capability. In 2014, the State Council issued Interim Measure on Social Assistance. Subject to this national guidance, Jilin provincial government issued policies to promote its social assistance works in weak fields such as *Practical Opinion on Reinforcing and Improving Dibao Work*, *Opinion on Implementing the Interim Measure on Social Work*, *Opinion on Establishing Temporary Assistance Program*, *Opinion on Implementing Medical Assistance*, and *Opinion on Implementing Assistance Program for Special Vulnerable Group*. By the time of the EU delegation's visit, Jilin has set up a system featured two managerial levels, three checking layers, one service office, a digitalized management and socialized benefit delivery. The province takes the "one-stop service window" established at street / township level for providing consultation and assistance as a key progress in its social assistance system.

The identified challenges lie in following aspects: training of social workers, involvement of NGOs in social assistance delivery, quarterly payment of Dibao in rural areas, shortage of social assistance staff and insufficient social assistance financing. The growing number of unsupported elder generation due to young generation's migration to other provinces also put pressure on the social assistance work in Jilin.

Detailed Report:

Jilin started urban Dibao program in 1999. By May 2016, the coverage rates for urban and rural Dibao programs are respectively 5.6% and 5.9%. The Dibao standard for urban residents is 406 Yuan/person/month, paid by month, while for rural residents 2756 / person / year, and paid every quarter. In 2007, a Dibao information management network for application, checking, approval and supervision was set up, which involves all administrative levels from province to community. In 2009, the Provincial Office of Civil Affairs and the Provincial Office of Finance jointly issued the Interim Measure on Performance Evaluation of Urban and Rural Dibao Finance, which sets up a mechanism for allocating SA budget that *uses award to replace subsidy*. In 2010, Jilin province established a provincial mean-test system and cities of Changchun, Jilin, Yanbian and Liaoyuan have digitalized information checking system. In the same year, organs of Social Assistance Bureau (provides SA service in local government's hall) or Social Assistance Center (a special set-

up that provides one-stop service) are established in every county, municipality and at provincial level with formal employed staff. In 2013, the Provincial Office of Civil Affairs convened the Provincial Inter-authority Conference on Social Assistance, in which 29 departments and institutions are involved. Such practice later develops into a coordination mechanism across all local governments of Jilin, which reinforces coordination among authorities to provide social assistance services in a more effective way. Benefited from inter-authority cooperation, a three-layer information network involving county civil affairs authority, appointed hospital and appointed pharmacy was set up, forming full coverage of one-stop service of medical assistance. In regards to the medical assistance, the EU delegation was introduced to Jilin Province's Medical Charity Programs "Poverty Reduction Campaign". Since this program is a supplement to the New Rural Cooperative Medical Insurance, urban Medical Insurance and Disastrous Disease Insurance, its beneficiaries can have the rest of their medical costs covered by Provincial Charity Federation after all the above-mentioned insurances covered relevant costs in real time in appointed hospital with MOCA system.

In 2014, China's State Council issued *Interim Measure on Social Assistance* and Jilin province witnessed an effective reinforce of social assistance. Provincial Inter-authority Conference on Social Assistance system has realized full coverage across all cities/counties and districts of the province. In addition to the 8 programs set by the Interim Measure on Social Assistance, Jilin adds 4 more programs to help people with exceptional poverty (in Chinese term *Tekun*), i.e. rural poverty alleviation, legal assistance, assistance to the disabled and charity, forming a "8+4" system in Jilin for protecting people's basic living. In terms of information resource sharing, Jilin Province has established an inter-departmental and multi-level information review mechanism for household economic status, which has realized information sharing among departments and some city even realized electronic comparison. The Provincial Civil Affairs Department took the initiative to undertake the national benchmarking platform for information system verification, relying on the governmental information network and community management grid, local governments have built up a four-layer identification and reporting system involved district/county or city, street/township, community/village and neighborhood/grid, which increases the accuracy, efficiency on identifying beneficiaries. People can go to the closest social service station, given its district or township level to apply for assistance, the application is processed and transferred internally to responding level and authority. Complicated issue is reported to district's inter-authority conference for a solution. In 2014, 1040 employees are delegated to township/street level social assistance service hall/window to reinforce local administration.

The EU delegation conducts a field trip to Yanji City, the capital city of Korean Autonomous Land of Yanbian District. There are 4 townships and 6 streets in the city, divided into 78 communities and 54 villages. One-stop service windows for social assistance are set in every street/township with clear coordinative procedure. In 2011, Yanji was chosen as a member of the First Series of Exemplary City of Urban Resident Family Information Checking. Yanji Municipal Bureau of Civil Affairs connected with 9 authorities, including those of local tax, social security, housing asset, public security, transportation, finance (of the land and municipality), business and industry, funeral and marriage, for checking 11 types of information, forming an internet platform managed by the Bureau of Civil Affairs that collects specific data and processes massive information. Based on this, the municipal government issued the New Regulation on Managing Economic Information Checking of Low-income Family in October 2014, which explicitly defines the contents, approaches, procedures and requirements of this work, helping to improve the mean-test mechanism. In May 2016, the Yanji Municipal Bureau of Civil Affairs developed Temporary Assistance + Charity Application Processing System, which connect the municipal and street/township stakeholders, allowing the authority to conduct dynamic management of beneficiaries.

The EU delegation furthered its field study into grassroots level at the Social Assistance Work at Jiangong Street Office of Yanji. The Jiangong Street is in the southeast of Yanji City, covering an area of 8.87 km² and divided into 11 communities, all of which have their own SA service halls. The office also provides the beneficiaries with occupational training, legal assistance, and organizing reciprocal help among residents, etc. In 2016, Jiangong street invested a lot of efforts in promoting publicity of the *Interim Measure on Social Assistance*. The street office implanting pilot emergency assistance via proactive identification, quick processing, coordinative delivery, anticipatory assistance and social participation, etc. Besides improving work on temporary assistance via setting up one-stop coordinative service window, the street also attracting social forces to participate in social assistance. The street office showed several cases to demonstrate the procedures. For example, Zheng Xianhao, a Dibao recipient of Yansheng community, whose eyes are almost blind due to diabetes. By the end of May, Zheng Xianhao declined suddenly in a rural house due to serious

hypoglycemia. His neighbor found him and called ambulance. After the cure, the street office coordinated the Bureau of Civil Affairs to provide him with temporary assistance, Bureau of Shanty Town Remodeling to provide him with low-rent house and Municipal Red Cross Association to provide him with rice, noodle, oil and other things for daily use.

Another grassroots level study visit is conducted over the Social Assistance Work in Xiaoying Township. The local government achieves high transparency of application processing via implementing a model of “two-level management and three-layer checking”. The model requires the applicant individual or the head of applicant’s household must be checked by mean-test at home and democratic evaluation, which are organized by village or resident committee, after submitting application to Civil Affairs Office of the township. The result of mean-test and evaluation must be publicized. Finally after hearing and approval organized by civil affairs authority, the result must be publicized again. During the approving, the decision makers must be fair and open to the public. The SA evaluation group, which is composed of members of village authority and resident representatives, is in charge of checking and evaluating the application. Besides common practices such as one-stop coordinative mechanism and help people through charity, the local government strive to optimize its social assistance service via identifying the preciseness of poverty and offer differentiated approaches and benefits. Specific staffs of the township government and civil affairs staffs of village committee are required to conduct family visit to beneficiaries on monthly basis to keep a dynamic management. The government also coordinates authority of employment and agriculture to organize diversified trainings for employable Dibao recipients. Poor people that need employment are registered in digitalized platform, thus those who are able and willing to work can get rid of poverty through employment.

** Information based on materials shared and discussions hold during the 3 days local study visit.
Information collected and drafted by Marzena Breza, C3 RE; October 31, 2016.*