



来自项目第三部分常驻专家
马哲娜·布雷扎

本期简报涵盖了第三部分 2017 年工作计划，以及 2017 年第一季度开展的活动。

第三部分开始了新的研究：社会救助优化：救助程序和资格标准；中国社会救助总体资源的统筹协调；社会救助的欺诈：识别、应对策略和预防。

总体而言，2017 年第三部分将继续和民政部紧密合作，基于欧盟国家下列国家经验：法律框架，最低生活保障标准的制定办法，政策

实施以及监测与评估方法，扩大欧盟的投入（包括政治对话，在欧盟国家进行培训和研究访问）。2017 年将会选取几个试点地区，以确保现有社会保障体系在地区层面的落实情况以及支持社会保障工作人员。

马哲娜·布雷扎

2017 年 3 月 31 日

2017 工作计划

2017 年 2 月 24 日项目咨询委员会在北京召开的会议上采纳了第三部分 2017 年预期活动计划。

第三部分的活动已经由第三部分项目团队和波兰家庭、劳工与社会政策部（第三部分协调人）共同讨论并提议。

2017 年第三部分工作计划包括中国、欧洲经验和挑战研究，技术会议和交流、政策对话会议。

工作计划中的研究部分将继续去年的研究成果，在以下方面进行新的形势分析：社会救助优化：救助程序和资格标准；中国社会救助总体资源的统筹协调；社会救助的欺诈：识别、应对策略和预防。民政部将在 2017 年中举行几次活动。

对于第三部分，除了研究和专家交流之外，还计划在 2017 年进行培训，研究访问以及政策对话会议等活动。这些技术和政策会议将加强中国和欧盟政府官员间信息和经验的交流。

2017 年第三部分工作启动

2017 年，第三部分开始同中国社会救助领域高级沟通交流。中国-欧盟社会保障项目第三部分小组专家包括：姚建平教授，中国华北电力大学人文与社会科学学院教授；张浩淼副教授，四川大学公共管理学院社会保障与保险系副教授；林义教授，西南财经大学老龄化与社会保障研究中心主任。

在第三届中国社会保障论坛召开后，民政部和第三部分小组以及中方专家举行了会议，此次会议主要探讨 2017 年研究的主要目标及预期成果。中方专家将研究社会救助瞄准问题；统筹社会救助资源；中国社会救助欺诈行为预防及消除。

在过去的几个月中，第三部分还进行了中国民政部-欧盟交流的计划（政治和技术层面），这些交流将在欧洲国家进行。同时第三部分同波兰家庭、劳工与社会政策部以及法国专家在项目规划上紧密合作。



从左至右：欧盟驻中国代表团易小琳女士；欧盟项目第三部分常驻专家马哲娜·布雷扎女士；欧盟驻中国代表团，合作处处长葛瀚森先生；民政部社会救助司司长刘喜堂先生；波兰家庭、劳工与社会政策部阿歌她·托马西亚克女士；民政部社会救助司处长张琳女士

对中国社会救助结构最具借鉴意义的欧盟经验研究

这篇报告的作者是马盖鲁先生，他探讨了欧盟国家实践经验（包括捷克共和国，赛普洛斯，丹麦，爱沙尼亚，罗马尼亚，西班牙，瑞典等），同南开大学（中国）关信平教授在中国报告中研究的社会救助主要方面相关。此研究的主要目标是：“提高对欧盟不同社会救助方法的认识，并使中国决策者熟悉新的或互补模式，本研究的一个特别重点是提供跨领域问题和社会救助措施的相关信息。“跨领域问题”取代了中方报告中提出的“一般性挑战”，以从垂直（权力下放和分散）和水平（部门间）角度反映挑战的横向性。本研究大量依赖中方报告的研究结果，分析的目的是尽可能多地了解与这些具体研究结果相对应的示例。虽然本报告旨在涵盖不同的示例，以便中国同行熟悉各种实践，但报告无法完成详尽的研究（不覆盖所有欧盟成员国），需要考虑本研究分配的有限时间和资源等相关的实际问题。本研究旨在提供与中方报告相关的不同欧盟背景下的一系列模式、原则和经验教训。它们绝不是对当前中国社会保障和社会救助改革背景下最好怎么做的指示或建议。主要目的是提供各种选择方案，帮助中国决策者，特别是中国民政部，做出知情的决策，并向欧洲同行借鉴相关经验教训。换言之，本研究不仅将展示可供中国决策者借鉴用于做出知情和有据可查的决策的欧盟相关经验教训及相关优点，还将介绍相关示例的背景信息。通过这种方法，可以使用特定指标对示例进行加权，以增加对中国特定经济社会背景的借鉴性。此外，了解“欧洲 2020 战略”的要素需要采取 28 个欧盟成员国目前已一致通过的一些定义。

以下给出了影响有效和高效实施社会救助措施的主要跨领域问题。

- (i) 社会救助水平低，覆盖范围有限；
- (ii) 约束性的资格标准与目标对象确定制度局限；
- (iii) 平等与包容性问题；
- (iv) 普遍实施不利于社会服务的现金津贴制度；
- (v) 福利依赖风险；
- (vi) 地方层面社会救助制度的分散化管理。

欧盟的社会救助制度多种多样，它们的许多特征也截然不同。欧盟在统一方面发挥的作用较小，但是规定必须采纳和实施共同原则，在处理贫困问题时，应遵循尊重人权、公平和包容原则。每个具体案例相关模式对中国同行的借鉴性可参见中方报告的调查结果。它们并不是指出当前的中国社会保障和社会救助改革应该采取哪些措施，而是提出新的思路，强调边做边学。因此，它们构成了帮助决策者，特别是中国民政部做出知情决策，并向欧洲同行学习的潜在模式，同时承认欧盟模式也在不断发展以寻求更好的绩效。”

地方访问：北京民政局&金融街街道社会保障事务所

第三项目小组和社会救助机构进行信息交流，以进一步理解中国社会救助实践以及社会政策实施进程。

2016 年 12 月 20 日，中国-欧盟社会保障改革项目第三部分小组访问北京民政局和金融界社会保障事务所。此次访问由北京市民政局副局长董明慧领导组织；马哲娜·布雷托女士代表中国-欧盟社会保障改革项目第三部分。这次访问收获颇丰，有利于第三部分活动开展，以及更好地将欧洲国家经验和中国社会救助需求和挑战相关联。



第三项目小组:我们感谢张彩华女士对项目的大力支持，希望她可以在中国社会保障的深入研究中获得成果。我们也欢迎苗逸君女士，她在三月份加入第三项目小组。

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FROM MARZENA BREZA, PhD, THE
EU RESIDENT EXPERT, COMPONENT 3

This Newsletter presents the work plan of Component 3 for 2017, as well as the actions performed during the first 3 months of 2017.

Component 3 started a new research series on optimization of social assistance – procedures and eligibility criteria for social assistance benefits; coordination of overall social assistance resources; and identification, coping strategy and prevention of fraud in social assistance.

As for overall 2017 work plan Component 3 will continue its close cooperation with

MoCA by ensuring a broaden EU input (through political dialog, training and study visits organized in several EU MS) based on national experiences in following aspects: legal framework, standards of minimum income schemes, policy implementation as well monitoring and evaluation methods. In 2017 a few pilots will be chosen to ensure development of existing practical settings at local level as well to support social assistance staff.

*Marzena Breza,
March 31th, 2017*

2017 ACTIVITY PLAN

The Project Advisory Committee convened in Beijing on February 24th, 2017 has endorsed the activities planned for 2017.

Component 3 activities have been proposed by the C3 team in Beijing, the Ministry of Family, Labour and Social Policy of the Republic of Poland (Component 3 Coordinator) with close cooperation with the Ministry of Civil Affairs of the P.R.C.

The plan for Component 3 activities in 2017 consists of research on the Chinese and EU experiences and challenges; technical meetings and exchanges; and policy dialog meeting.

The activity plan related to the research work will be a follow up to last year's outcomes and will allow new situational analysis on: Optimization of social assistance – procedures and eligibility criteria for social assistance benefits; Coordination of overall social assistance resources; and Fraud in social assistance: identification, coping strategy and prevention. On this occasion MoCA will host a few events through the year.

As far as Component 3 is concerned in addition to the research activities and expert-knowledge exchange, training; study visits and policy dialog meetings are planned for 2017. These technical and policy meetings will enable exchange of knowledge and experience among public staff officials from the EU and China.

Based on the already achieved outputs of the Component 3 of the Project MoCA will select pilots which will last till next year.

Start of Component 3 activities in 2017

In 2017 Component 3 started its activities with the mobilization of a group of senior Chinese experts in the field of social assistance experienced in the research focus foreseen for this year. The three new experts working for Component 3 Eu-China SPRP are: Prof. Yao Jianping, School of Humanities and Social Sciences, North China Electric Power University; Prof Zhang Haomiao, School of Public Administration, Sichuan University and Prof. Lin Yi, director of Center for Insurance and Social Security Research, Southwestern University of Finance and Economics. Taking advantage of the 3rd National Forum on Social Security (Beijing February 25-26, 2017), MoCA and C3 Team held a meeting together with Chinese experts. The meeting was an occasion to express views on the main goals and outputs related 2017 research areas. Chinese experts will explore topics related to targeting of social assistance benefits; coordination of social assistance resources and fraud prevention and elimination.

The other aspect of the Component 3 activities initiated last months concern MoCA & EU exchanges (political and technical level) which will take place later on in Europe. Close cooperation with the Polish Ministry of Labour and Social Policy as well Expertise France on the setting the programs has been undertaken.



From left: Ms Yi Xiaolin EUD; Ms Marzena Breza C3EURE; Mr Lars Gronvald, Chief of the Section, EUD; Mr Liu Xitang, Director General MoCA; Ms Agata Tomasiak, Polish Ministry of Family, Labour and Social Policy; Ms Zhang Lin, Director, MoCA

Research study on most relevant EU countries experiences for social assistance structures of the P.R. China

The author of the report Mr Mihai Magheru presented several EU experiences including countries practices (from Czech Republic; Cyprus; Denmark; Estonia; Romania; Spain; Sweden, etc.) related to the main aspects of the social assistance identified within China report by Prof. Guan Xinping from the Nakai University (China). The main goal of the report is to "raise awareness about the different EU social assistance approaches and to familiarize the Chinese decision-makers with new or complementary models, a special emphasis of the study consists in bringing relevant information regarding both cross-cutting issues and social assistance measures. 'Cross-cutting issues' replaces the "general challenges" evoked by the China report as means to reflect the transversality of challenges both from a vertical (decentralization and de-concentration) and horizontal (inter-sectorial) perspectives. (...)

The study extensively relies on the China report findings and the analysis aims to reach as much as possible the relevant examples to echo these specific findings. Whereas the report aims to cover different examples so the Chinese counterparts get familiarized with a variety of practices, it could not pretend to be an exhaustive study (does not cover all EU-MS) and the practical considerations related to the limited time and resources allocated for this research need to be considered.

The study aims to provide a set of models, principles and lessons learnt in various EU contexts as they are considered relevant for the China report. They are by no means indications or recommendations of what is the best to be done in the current China social protection and social assistance reform context. The main purpose is to make available various options that will help the decision-makers, and particularly the MOCA, to take informed decisions and to learn from the European counterparts.

In other words, not only the study will present the experiences with their strengths and lessons learnt with the purpose to support the Chinese decision-makers in taking informed and well documented decisions, but it will also provide the context in which the examples evolved. Through this approach, the examples could be weighted in relation to specific indicators as means to increase the relevance for P.R. China specific economic and social contexts. Moreover, understanding the stake of Europe 2020 strategy invites, at its turn, to assume few definitions which are now unanimously adopted in all 28 EU-MS.

The following gaps were identified as main cross-cutting issues affecting the effective and efficient implementation of social assistance measures. (...)

- (i) the low levels and the limited coverage of social assistance;
- (ii) the constraining eligibility criteria and the limitation of targeting system;
- (iii) the equity and inclusiveness issues;
- (iv) the prevalence of cash benefits in detriment of social services;
- (v) the risks of welfare dependency;
- (vi) the fragmented administration of the social assistance system at local level.

There is a broad diversity of social assistance systems in the EU, and for many of their characteristics they are significantly heterogenous. The EU has a little role in uniformization but provides for solid adoption and implementation of common principles, promoting at the core the human rights based approach, the equity and the inclusiveness when tackling the issues of the worst-off. The relevance of these models for the Chinese counterparts emerges in each particular case from the findings and desiderata in the China report. Far from being indications of what is the best to be done in the current China social protection and social assistance reform context, they bring to the attention new ways of thinking and have at their core a strong learning-by-doing dimension. Therefore, they constitute potential models to help the decision-makers, and particularly the MOCA, to take informed decisions and to learn from the European counterparts, acknowledging in the same time that EU models are also constantly evolving in a quest for better performance."



Local visit to Beijing Bureau of Civil Affairs & Jinrongjie street social security affairs agency

C3 team continues knowledge exchanges with social assistance institutions for better understanding practices used and social policy implementation process in China.

On December 20th, 2016 the EU-China SPRP C3 team visited Beijing Bureau of Civil Affairs & Jinrongjie street social security affairs agency. The visit was organized under the leadership of Ms Dong Minghui, Deputy Director General of Beijing Bureau of Civil Affairs. EU-China SPRP Component 3 was represented by EU resident expert Ms Marzena Breza. All lessons learned are valuable for the EU-China SPRP Component 3 activities and will allow for a better matching of selected EU experiences with the current Chinese social assistance needs and challenges.

C3 Team: We thank Ms Caihua Zhang for her great support to the Project and wish success in her further research on social assistance In China. We also welcome Ms Yijun Miao who joined the Component 3 team in March.

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