



来自项目第三部分常驻专家
马哲娜·布雷扎博士的寄语

本期简报将展示第三部分在近3个月内为达成2016年的预期目标而开展的活动。

期间，研究活动得以继续在中国和欧洲范围内深入开展；开展了赴青海的本地访问，在北京组织了第二次第三部分研讨会以及多次中国—欧盟最佳实践经验的交流活动，最后，还提交了一份社会救助成就的综合报告。

第三部分和民政部合作的一项重要内容是2017年活动计划的拟定。2017年第三部分的活动将聚焦于对欧盟最佳实践经验的深入分析，从两年前项目第三部分开展活动开始，便启动了对欧盟最佳实践的分析，这一活动将一直贯穿到项目在中国不同地区的试点活动中。

马哲娜·布雷扎

2016年12月19日

第三部分第二次研讨会—北京，2016年12月13日

由民政部主持的第三部分第二次研讨会聚焦于社会救助的治理，社会救助政策在不同层级中的传递与执行。本次研讨会由民政部社会救助司司长刘喜堂先生主持，与会人员有：民政部门官员，来自中国社会保障领域的学者及实践者，欧盟驻中国代表团北京办事处的代表，来自比利时、法国、希腊的欧方专家（都是欧方国家中央层面对应部委的部长级官员），中国—欧盟社会保障改革项目北京办公室的职员。研讨会的主要目标是就讨论的主题向民政部提供初步的政策建议，这份政策建议的形成是基于中方专家的研究报告以及对欧盟相关领域经验的总结。研讨会的后续活动和讨论将最终形成欧方专家的报告，并在随后的几周内提交给民政部。

于12月开展的研讨会是一次深入探讨9月份相关研究主题的机会，在研讨会上进行了更加细致的讨论，并且民政部和欧方专家的双边会议也使欧方专家了解了民政部在欧盟经验的学习与借鉴中的主要兴趣点。

在欧方专家使团赴北京期间，与中方专家、民政部官员进行了多次交流；交流的主要焦点是中国和欧洲社会救助的制度化安排，并且细致的探讨了以下三个问题：（1）基层员工在传递福利和提供服务中的重要性，基层员工在传递福利和提供服务两个方面都面临很大的压力；作为整体性提高社会救助体系效率的关键方面，第三方团体/社会组织/NGO在社会救助领域的重要性得到了强调。（2）对政策传递和实施的讨论得出以下结论：不同层级间的制度化合作的顺利进行，不仅需要自上而下的路径，还需要自下而上的路径，以便基于基层的经验和需求进一步发展和改革社会救助系统。（3）在社会救助的监督和评估问题上，欧方专家介绍了欧盟层面的社会救助监督和评估合作以及欧盟成员国的经验（法国和比利时）；中国目前最大的挑战是开发一套衡量社会救助绩效的指标并设定监督与评估的目标。





2016 年中国—欧盟社会保障改革项目高级别会议于 2016 年 9 月 28-29 日在北京召开，会议聚焦于 2016-2020 年的就业政策与社会保障改革。

民政部社会救助司副司长蒋玮女士在会议的“社会保障制度的公平性与包容性增长”单元做了题为“‘十三五’期间的社会救助和兜底脱贫”的主旨发言。



赴青海省的本地访问



2016 年 10 月 17-19 日期间，中欧—欧盟社会保障改革项目第三部分团队赴青海省西宁市城东区，湟中县，海南自治州—共和县，黄南自治州—尖扎县。此次访问由易小琳女士（博士，欧盟驻中国代表团代表）陪同。在民政部的领导下，与省级、市级、自治州级、县级以及乡镇层面的工作人员进行了深入的访谈，并进行了实地考察。

本地访问的一个主要目标是识别中国偏远地区（包括少数民族地区）的低收入省份及人口少的省份的贫困问题及社会救助领域的成就和挑战。期间，还开展了赴藏民五保老人之家（尖扎县敬老院）的实地考察；这类活动的开展有利于遴选项目第三部分在未来两年内有可能进行试点的地区。基于本地访问的经验，社会救助领域面临缺少基层社会工作人员的支持以及缺少公民社会的参与问题，这似乎是中国社会救助工作面临的巨大挑战之一。

南开大学关信平教授就中国社会救助的结构进行的研究学习

中国—欧盟社会保障改革项目第三部分已经举办了 2015 年高级别会议—社会救助法制化进程中的问题与挑战，为了跟进中方与欧方政策制定者、部级官员，专家和学者之间的讨论，继续深化与民政部的合作，第三部分支持开展了一项旨在对中国社会救助体系进行综合性评估的研究；基于这些评估成果，欧方专家也将被动员起来，将欧盟成员国中与中国情况最为相关的欧盟实践经验提供给中方。

“中国有城乡贫困人口 1 亿多人，这些贫困人口中有 6800 万低保受益者，包括 1600 万城市低保受益者，4690 万农村低保受益者，和 510 万五保受益者。因此，中国的反贫困问题具有很大的挑战性，社会救助是其中的一项重要行动。

（…）当前中国的社会救助系统于 1990 年建立，是对城市经济改革带来的严重的失业问题和城市贫困问题的应对。在这之前，中国也存在一个传统的社会救助体系，这个体系可以追溯到 20 世纪 50 年代早期，中华人民共和国刚建国不久。在改革开放前的计划经济时期，中国建立起了社会保障体系，通过多种制度性安排为中国人民提供基本的生活条件，社会救助便是其中的一项措施，那时的社会救助包括城市的‘社会救济’和农村的‘五保’。（…）但是，中国的社会救助仍然面临很多挑战，包括制度发展的滞后性，社会监督的匮乏，管理体系中的不良问题等。特别是，在新的人口、经济和社会条件下，不仅要确保社会救助工作的可持续发展，还要改善社会救助的功能，使社会救助更好的贡献于社会保障系统。”

联系方式

中国—欧盟社会保障改革项目

朝阳门外大街 17 号 光耀公寓 10-08

mail to: marzena.breza@eucsprp.org Tel. +86-10-65802888*1008

项目网站: <http://www.euchinasprp.eu/>





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

This Newsletter presents Component 3 actions related to the last 3 months of 2016 completing the goals foreseen that year. Over this period research activities from the Chinese and European sides were continued and deepened; a local visit to Qinghai Province was conducted; the 2nd C3 Workshop and several Chinese – EU best practices exchanges were organized in Beijing. Finally, a comprehensive report on social assistance achievements has

been provided.

An important part of the Component 3 and MoCA cooperation was devoted to activities planning for 2017. The focus of 2017 Component 3 activities will be on deepening the lessons learned from the EU best practices during the first two years of the C3 project implementation through the pilots to be conducted in several settings in China.

Marzena Breza,
December 19th, 2016

Component 3 2nd Workshop – Beijing, December 13th, 2016

MoCA hosted the 2nd C3 Workshop which was focusing on governance in social assistance; policy transmission and implementation between and by different institutional social assistance levels. The event was chaired by Mr Liu Xitang, Director General of the Social Assistance Department of MoCA. It gathered MoCA officials, Chinese scholars and practitioners from the social assistance field, EUD representative, EU experts from Belgium, France and Greece (all being central ministerial level officials in the respective ministries), as well EU-China SPRP Beijing Office staff members. The main objective of the Workshop was to submit the policy recommendations based on the research outputs of the Chinese experts, to share relevant EU experiences in the concerned fields as well to present some preliminary policy suggestions to MoCA on the topics discussed. The follow up activities to the Workshop and to the related discussion are the EU reports to be submitted to MoCA in the next weeks.

This Workshop held in December was an opportunity to deepen the discussion on the topics that were first considered in September. This time, much more specific discussion during the Workshop as well as during a bilateral meeting organized between MoCA and EU experts enabled to identify the main fields of interests in the experiences of EU countries.

During the mission of EU experts to Beijing several exchanges took place with Chinese experts and MoCA officials. The discussion was focused on institutional arrangements of social assistance in China and in Europe and then addressed three issues in more details. (1) The importance of local levels staff for delivering benefits and social services has been stressed by both sides. The role of third party/ social organizations/NGOs in the social assistance was underlined as a crucial one for improving efficiency of the system as a whole. (2) The discussion on the policy transmission and implementation was concluded that for a smooth cooperation between different institutional levels not only a top down but also a bottom up approach cooperation was needed to develop and reform the system based on experiences and needs identified at the local levels. (3) The issue of monitoring and evaluation of the social assistance was presented from the perspective of the EU level cooperation as well individual country experiences (France and Belgium). The main challenge identified for China is to develop a set of indicators used for social assistance performance measuring and targets setting.



2016 EU-China SPRP High Level Event & MoCA



The 2016 EU-China SPRP High Level Event on Social Protection Reform. Perspective of Employment Policy and Social Security Reform 2016-2020 was organized on September 28-29, 2016 in Beijing. Ms Jiang Wei, Deputy Director General of the Social Assistance Department of MoCA held a keynote speech on *Social Assistance and Poverty Alleviation Under the Security of Basic Life Needs During the Period of the 13th Five-year Plan*, within the session on SOCIAL EFFICIENCY AND INCLUSIVE GROWTH.

2016 EU-China SPRP High Level Event & MoCA & C3 Team



Visit to Qinghai Province



On October 17th – 19th, 2016 the C3 Team of the EU-China SPRP Project participated in the local study visit to Qinghai Province (city of Xining (Chengdong District), Huangzhong county, Hainan Prefecture – Gonghe County, Huangnan Prefecture – Jianzha County). The delegation was accompanied by Ms Yi Xiaolin, PhD – the EU Delegation to China representative. Under the leadership of MoCA several activities were conducted including deep interviews with provincial, city, prefectural, county and township level staff and field visits.

One of the main objectives was to recognize the achievements and challenges of social assistance in China in a low-income and less populated province with an issue of poverty among residents living in remote areas including ethnic minorities. A visit to a Wubao institutional care house for Tibetan minorities (Jianzha Nursing homes) was organized. This kind of activity within the EU-China SPRP Project are a part to identifying the possible pilot sites for C3 work in the next two years of the Project.

Based on the visit experience, it appears that one of the most challenging issues social assistance is facing are related to the lack of social workers support at the local level and the participation of civil society in social assistance system.

Research study on social assistance structures of P.R. China Prof. Guan Xinping Nankai University

Component 3 EU-China SPRP Project has organized the 2015 High Level Forum on Social Protection Reform Challenges for Legal Framework of Social Assistance. As a follow up of the debate between Chinese and EU policymakers, ministerial officials, experts and scholars and continuing the cooperation with the Ministry of Civil Affairs Component 3 sponsored a research which goal was to conduct a comprehensive assessment of the social assistance system in China. On the basis of this assessment, the EU expertise will be mobilised to provide matching with relevant best practices from the EU member countries.

"China has currently more than 100 million people living in poverty in both rural and urban areas. Among them, currently about 68.0 millions are of the beneficiaries of Dibao, including 16.0 million urban Dibao recipients, 46.9 million rural Dibao recipients, and 5.1 million rural Wubao recipients. Therefore, it is a big task to pursue a great anti-poverty strategy in China, and social assistance is one of the important action areas in it. (...) The current Chinese social assistance system was first created in 1990s as a response to the serious unemployment and urban poverty issues caused by the urban economic reform. Before that, there was a traditional social assistance system in China dated from early 1950s, soon after the foundation of the People's Republic of China. Under the central planned economic system before the Reform, China created a social protection system that included many institutional arrangements to provide Chinese people with basic living condition, of which the social assistance was a kind of measurements, called "social relief" in the cities, and Five Guarantee system (Wubao) in rural areas. (...) However, there are still some challenges to China's social assistance, including the lags in institutional development, the gaps in welfare level of social provisions, and some improper features in the administrative system, etc. Especially, in the new demographical, economic and social conditions, social assistance is facing some new challenges, for which some new reform actions should be done in order not only to keep the social assistance working sustainably but also to improve its function and thus have it making more contributions to social protection system."

GET IN TOUCH

EU-China Social Protection Reform Project

Guangyao Mansion, 17 Chaoyangmen Outer Street, Office 10-08

mail to: marzena.breza@eucsprp.org Tel. +86-10-65802888*1008

Project website: <http://www.euchinasprp.eu/>

