



来自项目第三部分常驻专家
马哲娜·布雷扎

这是 2017 年度项目第三部分的第三份项目通讯，介绍了过去三个月项目与中方参与方民政部合作实施的项目活动。

项目继续了在中国社会救助领域三个主要问题的研究。这三个问题是精准确定社会救助需要帮助的目标的相关步骤；社会救助资源的使用和协调；最后，社会救助中的反欺诈方法和可行的防范行动。

项目通过组织赴欧考察进一步向民政部展示了实际的操作层面的知识和经验。这次考察由罗马尼亚劳动和社会公正部和波兰家庭、劳动和社会政策部协调安排。

除此之外，项目已开始讨论未来几个月将要实施的的试点题目和要达到的目标。

马哲娜·布雷扎

2017 年 9 月 29 日

项目第三部分附罗马尼亚和波兰参观访问 2017 年 9 月 13 日至 9 月 20 日

按照 2017 年第三部分中国-欧盟社会保障改革项目进一步展开的工作计划，项目组织了中国民政部赴欧的参观访问。该访问由罗马尼亚的劳动及社会公正部与波兰的家庭、劳动与社会政策部协助，访问的焦点设定在社会援助（对于贫困群体、有孩子的家庭，年老及残障人士等）的福利与服务的标准及可及性，并了解在社会援助体系中监测工具的使用。民政部（中央及省级层面）官员在与两国中央与地方政府层级官员展开交流访问的同时，也对当地的社会服务组织（非政府组织）进行了实地的考察访问。

在罗马尼亚代表团还应邀访问了国家支付和社会调查署和普拉霍瓦县，他们向团员介绍了罗马尼亚几个机构向弱势群体提供的社会救助计划和社会救助使用的监测工具。在波兰，代表团访问了地方社会救助办公室（华沙普拉加），日托中心和非政府机构（Otwarte Drzwi）。

此次考察访问的主要目标在于分享政策设计、支付系统和财政方案、法律与组织机构框架的信息，和探讨社会救助面临的主要挑战。

民政部代表团通过此次访问了解到两国在社会救助系统与改革方面所取得的最新成果，并介绍了中国的社会救助领域的进展情况。



确定社会救助目标人群

“自 20 世纪 80 年代市场经济改革以来,中国的社会救助制度一直处于不断发展变化之中。到 2014 年国务院颁布实施的《社会救助暂行办法》(以下简称《暂行办法》)为止,目前已经形成了包含最低生活保障、特困人员救助、医疗救助、临时救助、住房救助、教育救助、就业救助和灾害救助八个子项目的救助体系。社会救助制度的各个救助项目在不同时期随着社会经济状况的发展变化自身也在发生改变,其中最明显的是受益对象数量的变化。以最低生活保障制度(以下简称低保制度)为例,中国城市低保制度在 1996 年时全国接受低保的城市居民只有 84.9 万。1999 年国务院颁布《城市居民最低生活保障条例》以后,城市低保覆盖人数迅速增长到 265.9 万,到 2002 年时达到 2064.7 万,并且基本上保障了城镇所有贫困人口,从而实现了“应保尽保”,低保制度建设进入了巩固、提高和完善阶段。此后一直持续到 2008 年,既没有继续大规模增加也没有大规模减少。但是低保人数在 2009 年达到顶峰之后开始不断下降,到 2015 年时低保人数只剩下 1701.1 万人,相当于 2009 年覆盖人数的 72.52%。农村低保制度 2001 年建立之初覆盖人数为 304.6 万人,此后覆盖人数几乎年年直线上升,到 2013 年时达到顶峰时为 5388 万人,近几年覆盖人数才有所下降。农村五保制度始建于 1958 年。农村五保供养对象为农村无劳动能力、无生活来源、无法定赡养人或抚养人的老年人、残疾人和未成年人。从制度覆盖人数的角度来看,从 1996 年到 2015 年的 20 年间虽有波折,但基本保持稳定。”-姚建平教授报告

社会救助资源的综合协调

“社会救助体系中各个单项救助制度的建立无疑是为了满足城乡困难群体不同的需求,但是救助项目的增加并不必然带来社会救助效果的同步增加,只有充分统筹各社会救助项目,有机协调总体社会救助资源,才能有效发挥社会救助的整体合力,真正增强社会救助效果。当前到今后的一段时期,是我国社会救助从重制度建设转为重资源协调的关键时期。从理论上分析社会救助资源的含义与种类以及资源协调的理论基础和重要意义,并从实践上探讨我国目前社会救助总体资源协调所取得的成效以及其仍然存在的各种问题,将会为进一步整合协调我国社会救助资源提供基础,有助于社会救助实现兜住民生底线的基本任务。”-张浩淼教授报告

社会救助中的反欺诈方法

“社会救助欺诈行为的表现形式具有多样化特征,从不同的视角观察,存在不同类型的社会救助欺诈。从社会救助项目划分上看,社会救助欺诈可以分为低保欺诈、医疗救助欺诈、五保欺诈、其他救助项目欺诈等,其中最典型、最显著、存在问题最多的当属低保欺诈。中国社会救助欺诈的原因多样。与社会救助制度设计、救助定位机制、监督管理失当、法律体系构建不足、文化环境因素均有关联。其中,救助定位失准和监督管理失当是救助欺诈的直接和显性原因,技术数据支撑不足是救助欺诈的技术原因,救助司法体系建设不足是救助欺诈的重要诱因。优化中国社会救助反欺诈的制度环境也是一项重要的任务。优化救助资格标准设定,强化专项救助,加大救助投入,完善救助法律法规体系。”-林义教授报告

所有报告将在 2018 年初提供,电子版将上传至项目网站。

<http://www.euchinasprp.eu/cn/components-cn/component-3>

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

This is the third Newsletter of

Component 3 for the year 2017 which presents the last three months of activities undertaken in cooperation with the Ministry of Civil Affairs (MoCA), its main stakeholder.

Project continued its ongoing research on three key issues of social assistance in China. The main focus was given to better targeting procedures for social assistance; utilization of social assistance resources and its coordination; and, finally, antifraud methods in social assistance with possible preventative actions.

The Project also supported MoCA in a more practical knowledge and experience exchanges through organizing a visit coordinated by the Ministry of Labour and Social Justice of Romania and the Ministry of Family, Labour and Social Policy of Poland. In addition, the Project initiated discussion on several possible pilot topics and goals to be implemented by the Project over the next months.

Marzena Breza,
September 29th, 2017

MoCA experts exchange meetings with the Ministry of Labour and Social Justice of Romania and the Ministry of Family, Labour and Social Policy of Poland, September 13th - 20th, 2017

Continuing the work plan foreseen for 2017, Component 3 of the EU-China SPRP Project supported the Ministry of Civil Affairs P.R.China with EU-China knowledge and practical exchanges. A study visit coordinated by Ministry of Labour and Social Justice of Romania and the Ministry of Family, Labour and Social Policy of Poland focused on standards and accessibility of benefits and services (for poor people; families with children; elderly and the disabled) in social assistance as well monitoring tools used in social assistance schemes. MoCA officials (central and provincial level) held several exchanges with central and local government staff as well as took part in a field visits to social services providers (NGOs). The delegation was also hosted by the National Agency for Payments and Social Inspection and the Prahova county in Romania where several social assistance institutional support schemes for vulnerable groups and monitoring tools used for social assistance were presented. In Poland, local Social Assistance Office (Warszawa Praga); day care center and NGO – Otwarte Drzwi have been visited.

The main goal of the study visit was sharing information on policy design, payment and financing schemes, legal and institutional framework as well as defining main challenges for the social assistance.

MoCA delegation had the opportunity to learn the latest achievements of the social assistance system and reform planned in these two countries as well to share knowledge on social assistance progress in China.



Component 3 research on social assistance in China – latest outputs

Targeting within social assistance benefits

"China's social assistance system has been developing and changing constantly since the marketing reform in 1980s. Until the "Interim Measures on Social Assistance (IMSA)" were issued by the State Council, the assistance system was already formed of eight programs including Dibao, Special Vulnerable Groups Assistance (Tekun), Disaster Assistance, Medical Assistance, Education Assistance, Housing Assistance, Employment Assistance, Temporary Assistance. These social assistance programs were changing at different times as the development of social economic status permitted, especially the number of beneficiaries. For example, the urban Dibao beneficiaries only covered 849 thousand urban residents by 1996. In 1999, after the State Council promulgated "The Regulation of Minimum Living Guarantee for Urban Residents (RMLGUR), the number of covered people increased rapidly. The number of beneficiaries of urban Dibao program was 2.659 million in 1999, and then rapidly increased to 20.647 million in 2002, basically including all the poor people who should be guaranteed in urban areas. Since then, the Dibao program has entered a stage of consolidation improvement. The number of beneficiaries began to decline in 2009. There are only 17.011 million people left in 2015, about 72.52% of the number in 2009. The beneficiaries of rural Dibao program was 3.046 million in 2001. The covered people rose every year since then. The peak of beneficiaries was 53.88 million in 2013, and gradually declined in recent years. The rural Five Guarantees Scheme (Wubao) was established in 1958, covering those who have no ability to work, no source of income and no statutory guardians (the Three None's) in rural area. The beneficiary number of Wubao scheme was basically maintained stable from 1996 to 2015, although there were fluctuations during this period." Prof. Yao Jianping report

Overall coordination of social assistance resources

"The establishment of various social assistance programs undoubtedly aim at fulfilling different demands of urban and rural needy people. However, the increase of social assistance programs does not necessarily bring about an increase in the effectiveness of social assistance. Only through the coordination of various social assistance programs, the overall force of social assistance can be fully displayed and the effect of social assistance can be really enhanced. From the present to the future it is a critical period for social assistance transformation from emphasis on institution building to emphasis on resources coordination. To analyze the connotation and classification of social assistance resources and the theoretical basis and significance of resources coordination from the theoretical perspective, and to explore the current effect and problems of coordination of social assistance resources from the practical perspective, will provide basis for further coordinating social assistance resources and be beneficial to fulfil the responsibilities of guaranteeing the bottom living line." Prof. Zhang Haomiao report

Antifraud methods in social assistance

"The forms of social assistance fraud have a variety of characteristics in China, from different perspectives. There are different types of social assistance fraud. Social assistance fraud can be divided into DiBao fraud, medical assistance fraud, WuBao fraud, and fraud in other special social assistance programs. One of the most typical, most significant, most problematic is DiBao fraud. (...) There are many causes for the formation of social assistance fraud in China. Social assistance fraud is affected by social assistance system design, social assistance targeting mechanism, lack of supervision and management, lack of legal system construction, cultural and environmental factors. Among them, the social assistance targeting mechanism inaccuracy and inadequate supervision and management of social assistance fraud are a direct and dominant reasons. Technical and data support are the technical reasons for social assistance fraud. The lack of social assistance and judicial system construction is an important incentive for social assistance fraud. (...) Improving Institutional Environment for Anti-Fraud in Social Assistance in China is also an important task. (...) The setting of qualification standard should be improved, special assistance should be optimized, more resources should be delivered to social assistance, and the current regulations and legal system of social assistance should be improved." Prof. Lin Yi report

All reports will be available in annual publication early 2018 and from our webpage: <http://www.euchinasprp.eu/en/components-en/component-3-en>

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