

C3 4th Panel Discussion Minutes

June 29th, 2017 Ministry of Civil Affairs

Jade Garden Hotel

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

1. Welcome speeches made by Mr Liu Xitang, Mr Lars Gronvald and Ms Chai Mei

At the Welcome Speeches section, Director General Mr Liu Xitang, Department of Social Assistance, MoCA, introduced EU-China Social Protection Program (EU-China SPRP) briefly and expressed his thanks to all the participants for the panel discussion. He said that one of the objective in C3 is to learn from EU experience to improve the China social assistance system. C3 has analyzed the advantages and disadvantages of social assistance system in China, thus is formulating a comprehensive approach to improve the system, which is a requirement of China's development. He said his expectation of the panel discussion is that this will be a starting point for the pilot, which will no doubt promote the legislation of social assistance system. On this occasion he also expressed his appreciation of Ms Marzena cooperation on C3 overall activities.

Then Mr Lars Gronvald, Chief of Development & Cooperation Section, Delegation of the European Union, mentioned that there are many ongoing projects between EU and China to improve the social assistance system in China. He mentioned that SPRP is a neutral project, which is a two-way learning process. He then introduced that SPRP includes three components, and they work with National Development and Reform Committee (NDRC), Ministry of Finance, and MoCA, responsible for the pension system reform, social insurance fund and social assistance respectively. He also welcomed the attendance of Mr Michele Bruni, C2 EU RE and Mr Jean –Victor Gruat, C1 EU RE. He believed that open discussion between experts has great significance to the development of social assistance in China. And he hoped that based on the outcomes made by EU and CN experts, EU best practices in social assistance can be applied in China. Finally, he expressed his gratitude to Ms Marzena Breza, C3 EU RE, for her commitment to the project.

Ms Chai Mei, Deputy director General of International Cooperation Department, MoCA, first expressed her gratitude to EU experts and said MoCA pay attention to policy dialogue and exchange, especially with EU. She mentioned that the cooperation within SPRP has been written in China 2020 Plan and this project can be an example for future cooperation. Also, she stated that since 2015, many events have been organized through the project, including panel discussion, policy dialogue, study visit and research. She hoped that these activities can help China reform its social assistance system in a comprehensive way. She is looking forward to deepening cooperation with EU and having fruitful results in the panel discussion.

2. Topic 3.2.4 Fraud in social assistance: identification, coping strategy and prevention

In this section, CN expert Mr Lin Yi, professor of South Western University of Finances and Economics, presented his draft report on topic 3.2.4.

He first analyzed forms and causes of fraud in Chinese social assistance. He sorted out six causes and conditions in fraud, including the failure of social assistance targeting mechanism; lack of supervision and management, lack of technical means and data supporting; the imperfection of the



judicial system of social assistance; the problem in the design of social assistance system and the cultural environment and social psychological factors. Then he introduced international experience for anti-fraud in social assistance, citing examples in EU, US and Canada. Finally, he talked about anti-fraud in social assistance in China in terms of prevention and governance. As for local practices, some local bureaus have identified social assistance through the cooperation of different departments accurately; established a diversified oversight mechanism; established and improve the social assistance fraud penalty mechanism; established the internal control management system and involved third-party social institutions and organizations in social assistance services and supervision. He suggested to build framework of anti-fraud social assistance by using information technology, network platform to build social assistance precision identification and targeting mechanism and encouraging and promoting social participation in social assistance services, supervision, and error correction and to improve institutional environment (government agency) for anti-fraud in social assistance in China by improving the setting of qualification standard, strengthening professional assistance, increasing resources input and improving the legislation system.

3. Topic 3.2.3 Optimization of social assistance—procedures and eligibility criteria for social assistance benefits

In this section, CN expert Mr Yao Jianping, professor of North China Electricity Power University, presented his draft report on topic 3.2.3.

He first stated eligibility criteria for social assistance system in China, including eligibility for social assistance, social welfare and rural poverty alleviation and eligibility criteria of social assistance projects. He illustrated that the beneficiaries of social assistance rural poverty alleviation, social welfare and are prone to overlap in practice. Then he moved on to the policy and practice of Chinese social assistance procedure, concerning an analysis of Dibao procedure in China, application based on Hukou, and the construction of information checking system and its influence on social assistance procedure. At last, he introduced policy and practice of social assistance targeting in China. In terms of targeting methods of social assistance system, there are four kinds, including wealth targeting, category targeting, community targeting and behavior and moral targeting. He also mentioned the targeting rate of Chinese social assistance system and factors of affecting social assistance targeting, concerning complex eligibility, technical problems and impact of politics. He believed IT support can prevent such issues.

4. Topic 3.2.2: Coordination of overall social assistance resources

In this section, CN expert Ms Zhang Haomiao, associate professor from Sichuan University, presented her draft report on topic 3.2.2.

She first presented the connotation of social assistance resources and theoretical basis and significance of resources coordination, introducing the connotation and classification of social assistance resources, relative theoretical basis of social assistance resources coordination and significance of coordinating social assistance resources in China. She then talked about effect of coordination of China's social assistance resources, with sub-topics of a comparatively complete social assistance protection system has been established; a stable fund for social assistance has been formed; a coordination mechanism related to social assistance has been set up and the construction of social assistance information system has been promoted. She also mentioned problems of coordination of China's social assistance resources. In programs resources, there are issues concerning Dibao (with main beneficiaries of the old, orphans and disabled) welfare binding, lack



of service assistance and the coordination between social assistance and other social security programs needs to be strengthened. As for financial resources, based on public finances with private sector providers, problems including the unstandardized sharing mechanism for fund guarantee and financial responsibility, the unfair financial resource distribution for social assistance between urban and rural regions and the unbalanced financial expenditure between different assistance programs still exist. She also concluded the problems in organizations and human resources and information resources.

Mr Liu Xitang commented that EU experiences in terms of all the topics presented need be shared and deepened.

5. Open Discussion

Professor Chu Fuling of Central University of Finances and Economics said that EU best practices will serve as an important role in the social assistance comprehensive reform plan and in the construction of an overall moderately prosperous society. He first pointed out that the beneficiaries are defined by their census registry and he suggested to consider the target group in an international perspective. He then talked about the eligibility criteria, concerning the income, which is the main standard, wealth and working ability. He then recommended that the form of social assistance should not only include cash benefits, but social services, like medical care and psychological consolation. Further he illustrated that prevention is as important as afterward assistance. He suggested to build a prevention-based social assistance system. He also stated that there should be coordination between poverty alleviation standard and social assistance standard. Then, he said information and resources sharing are the key to realize precise targeting in terms of social assistance. Finally, he strengthened that the result of social assistance is what matters the most, which requires the establishment of indicator system and a platform for people to apply online.

Professor Chen Hongtao from Department of Beijing Social Administration Vocational College shared his recent research. He said the focus in social assistance is precise targeting and implementing. He mentioned that big data is developing on a national level while is not fully applied in the field of civil affairs. Also, he stated that some local bureaus find it hard to implement policies issued from provincial level because of the non-professionalization of service agencies and personnel at the grassroots levels. Thus, he recommended to generalize approaches and techniques in terms of social assistance on a local level. A guidance brochure for local staff of civil affairs is preferred. He also emphasized that a professional and vocational evaluation of the performance of social assistance is important when making a new policy. Finally, he pointed out that the work civil affairs should be more specialized, professionalized and legalized.

Professor Han Keqing of Renmin University of China first commented on the social assistance system in China. He said compared with other systems, Dibao is the fairest one since Reform and Opening up. He then talked about the coverage and standard of social assistance system. He stressed the connection between target assisted group and the actual beneficiaries. He mentioned that unemployed are included in the labor market. He also said the current social assistance goes beyond individual and cash benefits, instead would pay attention to household and service. Also, he had three policy recommendations. Firstly, he suggested to relief burden, which means to eliminate other assistance attached to Dibao to solve issues concerning welfare binding and cliff effect. Secondly, he mentioned integration, merging social assistance with social insurance. He used the example of combining medical assistance with medical insurance. Barriers resulted census registry



(Hukou) should be broken down. The third issue he came up with was innovation, meaning building an indicator system with advanced technology and professionalized social workers.

Professor Zuo Ting of China Agriculture University, talked about the middle and long term development of China social assistance system. He said that logic of social assistance is that people should have the rights to maintain their basic livings, thus it is their rights to be assisted when needed. He mentioned that there are lots of officials working at local level, while few of them are in charge of civil affairs. Besides, some local institutions come out with their own standards for social assistance, which are different from the central ones. He suggested that the power of local bureau of civil affairs should be clarified. Then he mentioned the issue of migrant workers, who currently are the focus of social assistance in China. Finally, he stressed that local officials should pay attention to civil affairs.

6. Research Study on social assistance structures of P.R. China—main achievements and challenges

In this section, CN expert Mr Guan Xinping, professor from Nankai University, presented his research study on the main achievements and challenges of China social assistance structure.

He first introduced the background information concerning current poverty issues and social assistance's role in the anti-poverty programs, and main goals and motivation of the project. He then moves on to the current structure of the social assistance provisions, including social assistance's institutional location in the social protection system in China, the minimal living guarantee system (Dibao), the extreme difficulty household support (Wubao), medical assistance, educational assistance, assistance for the people affected by natural disasters, housing assistance, employment assistance, legal assistance and temporary assistance. He also summarized the main characteristics and achievements of social assistance system in China. Then he pointed out the current challenges to the social assistance in the changing economics and social conditions. Finally, he offered some policy recommendations, including upgrading the goals of social assistance in several aspects, having an "active social assistance", further enlarging the social provisions, having more and better social participation in social assistance, promoting professional social work's involvement and improving the administration system of social assistance.

7. Open Discussion

Professor Gang Shuge from Beijing Academy of Social Sciences first introduced the reason of promoting social assistance comprehensive reform in China. He said that social assistance system transformed from subsistence-based and everyone included-oriented to development-based and poverty alleviation-oriented. And the aim of the system changed from safeguarding political stabilization to promoting social harmony and equality. He said that the management of social assistance includes various bodies, concerning public institutions, NGO and individuals. He came put with four key issues, namely legislation, equality, sustainability and development in terms of administration. Further, he pointed out problems in the current system. He mentioned that policy should be perfected to solve issues concerning intergenerational transmission of poverty and a harmonious environment for social assistance should be created to deal with beneficiaries that enjoy social assistance for a long time. He mentioned that monitoring and evaluation is an efficient tool in the management of social assistance and called for more attention on the justice of procedures. He then came up with recommendations. He stressed that inclusiveness is important for social



assistance, yet he proposed to put emphasis on children and adolescence. He pointed out that gender issue should not be neglected in social assistance research. Lastly, he said that China should learn from EU best practices and improve its system according to its condition and characteristic.

Professor Lin Mingang from Nanjing University first said that the reform of social assistance in China should be in the direction of bolstering areas of weakness in terms of legislation, system and capacity of social assistance and optimizing the system, concerning resource integration and project coordination, mechanism and effect of social assistance. He also stated that the reform should have laws and regulations as its foundation, which requires establishment of Law of Social Assistance and innovation of the approach applied in this field. He then proposed the professionalization of social assistance and suggested government to purchase profession service assistance and emergence response plan. Lastly, he stated that information is a strong tool to improve social assistance system and he recommended the construction of comprehensive information sharing platform.

Mr Shen Jianming, director from Jilin Civil Affairs Bureau, first mentioned the institutional system, fund management system and target identification system in terms of social assistance in China. He came up with key issues concerning precise targeting and coordination. Citing the problems in Jilin province, he said that service agencies and personnel at the grassroots level are not professional. Then, he proposed some recommendations, including coordination between rural and urban areas, and standardization of the social assistance system in service agency at local level. Lastly, he commented on pilot activities undertaken in his Province to better understand the socio-economic situation of the households.

Mr Guan Juzheng, director from Shaanxi Civil Affairs Bureau, first stated that means tested approach for Dibao is hard to apply at grassroots level. He suggested to target at extreme poverty and put emphasis on temporary assistance, which serves a vital role in basic living assistance. Also, he illustrated that "three-nos" assistance could have integrated into Dibao. He said in rural areas, some Dibao beneficiaries are more financially challenged than five-guaranteed beneficiaries. Lastly, he suggested innovation in the social assistance system, which requires a clearer understanding of *Guanxi* (relationship between family members). He hoped governments to hold responsibilities in raising the aged.

Mr Yin Xiuyu, deputy director from Guizhou Civil Affairs Bureau, first pointed out that the coordination between urban and rural areas in terms of social assistance should be strengthened, especially the education assistance and financial aid in the western China should be further developed. He also said that in the process of urbanization, it is important to break down the barrier resulted from census registry. Then he talked about adopting and implementing policies in a scientific way. He believed joint conference is a preferred approach to coordinate different departments, institutions and organizations at all levels. Also, he mentioned precise targeting is hard to achieve, while basically correct targeting should be accomplished with the application of modern technology and information database.

Mr Pu Yiping, director from Anhui Civil Affairs Bureau, first said that social assistance should focus on Dibao, with income-oriented eligibility criteria. He suggested that social welfare should be in accordance with social assistance. Also he said that the information platform in Anhui province is not efficient.

Mr Zhao Xiaodong, director from Jiangsu Civil Affairs Bureau first stated that Dibao is the foundation of social assistance while temporary assistance is of great significance. He suggested to evaluate the effect of social assistance through pilot activities. Also, he said that it is critical to



gather skillful staff, rich in knowledge of social assistance at grassroots level, to serve the beneficiaries. He then illustrated that social assistance would be efficient and effective with annual monitoring and performance evaluation. He put emphasis on applying information and technology to management system. He also stated that precise monitoring leads to precise social assistance.

Mr Jean-Victor Gruat, EU C1 RE, first expressed his gratitude to Mr Liu Xitang and Ms Marzena to host the panel discussion. He said changes are hard to made and social assistance administration should not hold the responsibility to reform alone. He mentioned that intergeneration transmission of poverty is a general rule and poverty eradication requires a number of policies to support. He commented on the three research topics. As for 3.2.4, he said that the key to anti-fraud is to make the social assistance system less vulnerable to fraud, which requires advanced technology, cooperation among departments and concentration of assistance projects. In terms of 3.2.3, he mentioned that in France, officials who adopt policies have little connection with those who implement them. As for 3.2.2 he talked about coordination between departments and personnel. Further he stated that while it is necessary to include NGO in social assistance, governmental departments should supervise the usage of fund, whether it goes directly to beneficiaries. Also, referring to the special circumstances that a disabled child from a wealthy family, he said from a practical sense, the kid should receive the paid service assistance.

Mr Li Zhilong, director from Shanghai Civil Affairs Bureau, first recommended to establish a standardized means tested system, targeting at basic living guarantee, low income family and expenditure poverty. This leads to full coverage of social assistance. He then pointed out to construct social assistance institutional system, which coordinate between urban and rural areas and address imbalance among regions. He also proposed that the increase of Dibao should be no less than the increase of average income. Furthermore, he strengthened the necessity of establishing social assistance security system. He suggested a law-based, comprehensive coordinated, data-oriented, security system with fund support, household survey and professional staff.

8. Summary

Ms Marzena first stressed the importance of information sharing and she mention that policy making including social assistance in EU is evidence-based. Then she talked about the legal framework of social assistance, stating that the Law of Social Assistance is of great importance to combat fraud and target precisely. She then offered her comments on the three presentations—antifraud, targeting and coordination respectively. She mentioned the insufficiency of social resources, the influence of census registry when applying for social welfare and overlapping between benefits. She stated that the development of information sharing and legal framework could solve the above mentioned problems. She also pointed out that the reports will cover more details and include policy recommendations in the following months.

She further illustrated several issues to be developed. To begin with, she talked about the issues of social workers and professionalization of local staff. She mentioned that SPRP has organized training in France for MoCA staff, within which they had visited School of Social Work. She also stated that equipment is important for social assistance activities, citing EU examples that they analyzed family characteristics on a national level and predicted future conditions based on these samples. Then, she recommended the comparison and exchange on a specific topic between different provinces in China. Also, she illustrated the role of NGO and public institutions in social assistance, which can provide service assistance and solve problems concerning shortage of professional personnel and she said EU has rich experiences in this respect. She pointed out gender



issue proposed by Professor Gang Shuge should be paid attention to when implementing social assistance.

Finally, she stated that the pilot will focus on development of social service, social workers, establishment of database and involvement of NGO. She was very grateful for having her European colleagues, MoCA officials, scholars, and local officials of civil affairs for this Panel Discussion.

In the end, Mr Liu Xitang said he agreed with the official from NDRC to prolong the EU-China project and he said he is willing to include more CN experts and local official in the future activities, especially pilot.

Drafted by Miao Yijun, C3 Assistant July 4th, 2017

Annex:

- 1. EU-CHINA SPRP Component 3 4th Panel Discussion Agenda
- 2. EU-CHINA SPRP Component 3 4th Panel Discussion Participants List (EU)
- 3. EU-CHINA SPRP Component 3 4th Panel Discussion Participants List (CN)





Annex:1

EU-CHINA SPRP Component 3 4th Panel Discussion on

Topic 3.2.2 Optimization of social assistance – procedures and eligibility criteria for social assistance benefits

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Topic 3.2.3 Coordination of overall social assistance resources

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Topic 3.2.4 Fraud in social assistance: identification, coping strategy and prevention

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Research study on social assistance structures of P.R. China -main achievements of and challenges

Beijing, June 29th, 2017

Agenda

Venue: Jade Garden Hotel, No. 1 Nanheyan Street, Dongcheng District, Beijing

Contact: 010-58580909

	Moderator: Mr Liu Xitang, Director General, Department of Social Assistance, MoCA
9:00 – 12:00	 Presentation of the background and the purpose of the panel discussion by Mr Liu Xitang, Director General, Department of Social Assistance, Ministry of Civil Affairs, P.R.China (10 minutes)
	Welcome speech by Mr Lars Gronvald, EU Delegation, Head of Development & Cooperation Section, and Ms Chai Mei, Deputy Director-General of International Cooperation Department, Ministry of Civil Affairs, P.R.China (10 minutes)



 Presentation of the outputs of the assessment report: Fraud in social assistance: identification, coping strategy and prevention by Professor Lin Yi – EU-China SPRP expert (20 minutes)
 Presentation of the outputs of the assessment report: Optimization of social assistance – procedures and eligibility criteria for social assistance benefits by Prof. Yao Jianping – EU-China SPRP expert (20 minutes)
 Presentation of the outputs of the assessment report: Coordination of overall social assistance resources by associate Prof. Zhang Haomiao – EU-China SPRP expert (20 minutes)
Comments on the direction and track of social assistance innovative development (80 minutes)
Open discussion (20 minutes)
Lunch
Moderator: Mr Liu Xitang, Director General, Department of Social Assistance, MoCA
Presentation of the outputs of Research study on social assistance structures of P.R. China -main achievements and challenges by Prof. Guan Xinping– EU-China SPRP expert (20 minutes)
Comments on the direction and track of the social assistance comprehensive reform (no more than 10 minutes for each person)
Open discussion
 Open discussion Conclusion by Ms Marzena Breza, PhD, Component 3 EU Resident Expert
Conclusion by Ms Marzena Breza, PhD, Component 3 EU Resident

Annex:2

List of participants(EU) 参会名单

EU-CHINA SPRP Component 3 4th Panel Discussion

on

中国-欧盟社会保障改革项目第三部分第四次分组座谈会

Topic 3.2.2 Optimization of social assistance – procedures and eligibility criteria for social assistance benefits

社会救助的优化:程序和资格条件

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Topic 3.2.3 Coordination of overall social assistance resources



社会救助资源的协调与整合

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Topic 3.2.4 Fraud in social assistance: identification, coping strategy and prevention 社会救助中的欺诈: 识别、应对及预防

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Research study on social assistance structures of P.R. China -main achievements of and challenges

中国社会救助制度研究: 主要的成就与挑战

Ministry of Civil Affairs, Beijing, June 29th, 2017 2017年6月29日,北京, 民政部

No	Name of the	Institution/organization	
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	马岚	中国一欧盟社会保障改革项目助理	

Annex:3



List of participants(CN) 参会名单

EU-CHINA SPRP Component 3 4th Panel Discussion

on

中国-欧盟社会保障改革项目第三部分第四次分组座谈会

Topic 3.2.2 Optimization of social assistance – procedures and eligibility criteria for social assistance benefits

社会救助的优化:程序和资格条件

&

Topic 3.2.3 Coordination of overall social assistance resources

社会救助资源的协调与整合

&

Topic 3.2.4 Fraud in social assistance: identification, coping strategy and prevention 社会救助中的欺诈: 识别、应对及预防

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Research study on social assistance structures of P.R. China -main achievements of and challenges

中国社会救助制度研究: 主要的成就与挑战

Ministry of Civil Affairs, Beijing, June 29th, 2017 2017年6月29日,北京, 民政部

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