

在赴西班牙学习培训总结会上的发言

Summarising Statement for Training in Spain

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尊敬的特瑞莎女士、各位朋友、各位同事：

Dear Mme. Teresa, Friends and Colleges,

大家上午好！

Good Morning!

根据这次赴西班牙学习培训的日程安排，今天上午我们做培训研讨会总结。刚才，中方三个小组代表分别介绍了各自的收获体会，说出了大家的共同感受。下面我想以“怎么看、怎么办”为题，简要谈谈对西班牙应对人口老龄化挑战的认识体会，同时讲讲如何改进我们的思想方法和工作方法，积极应对中国人口老龄化挑战，进一步推进社会保障制度改革。

According to the schedule of the training programme in Spain, we are here to deliver a summary of the training activities. A moment ago three delegation from the Chinese side have shared their own perspectives and reflections, which speak of the common experiences of ours. Next I would like to talk about my understandings and takeaway from the Spanish practices and experiences in coping with the challenges of demographic ageing, and how we can improve our conceptual frameworks and practical measures to address population ageing in China, so as to further facilitate the reform of social security system.

先说“怎么看”，也就是对西班牙应对人口老龄化挑战特别是养老和社会保障制度的认识和体会。从 6 月 19 日到今天，我们一行 22 人先后到西班牙马德里和巴利亚多利德两个城市，围绕“应对人口老龄化挑战”这个主题，与西班牙和欧盟的政府部门、社会组织、科研院所、服务机构的官员、学者和工作人员进行了面对面的交流研讨，重点学习了西班牙养老和社会保障制度的总体框架、运行模式、管办机制和服务理念，共同探讨了下一步深化改革的方向和任务。

Let me start off with the conceptual framework, and focus on the understanding and reflections on Spain's pension and social security system. From 19 June till today, we as a group of 22 delegations have visited Madrid and Valladolid and have had face-to-face indepth exchanges and discussions with government officials as well as experts and scholars from social organisations, research institutes and service institutions from Spain and EU, around the theme of the pension system in Spain especially in terms of the general framework, administration and management together

with the fundamental principles. We also have explored the ways in which the reform could be further facilitated and deepened.

通过相互学习交流，大家一致感到确实实实开阔了眼界、更新了观念，增强了深化改革和做好社会保障工作的责任感和紧迫感。学习之余，我们还领略了西班牙悠久的历史 and 现代文明。总结西班牙的成功经验和做法，概况起来是五句话，第一句是顶层设计科学；第二句是管理服务精细；第三句是公众参与充分；第四句是问题导向突出；第五句是保障成效显著。

Through the exchange and communication, we have our horizon broadened and concepts updated. We also feel the responsibility and the pressure in bringing about a better social security system and services. In addition, we have also experienced the long and rich history of Spain and its modern civilization. To summarise the successful experiences and practices of Spain, it should be recognised that the top design is scientific, the management and services are meticulous, the public participation is through, the problem-solving orientation is prominent, the efficacy of security is significant.

所谓顶层设计科学，就是说西班牙对不同人群分别设计了各具特色、各得其所的保障制度和模式，而且在机构设置、预算编制、制度衔接等方面，都有科学合理规定和办法。Scientific top design refers to the various distinctive protection system and model tailored to the various social groups in Spain. Moreover, there are an intensive array of reasonable regulations and administrative measures in the aspects of institutional setup, budget arrangement, and the collaboration among institutions.

所谓管理服务精细，就是说西班牙对每个人如何才能享受社保待遇、能够享受多少都规定的清清楚楚、明明白白，而且严格执行政策标准，经办服务人员工作认真、态度热情，多数公民自始至终得到了周到细致的服务和公平公正的待遇。

Meticulous management services emphasizes the fact the clarity and transparency in the eligibility and the level of benefits of the social security system for every single individual. Furthermore the implementation sticks strictly to the policy standard, and administrative personnel are devoted and amicable, so that the majority of the citizens are able to enjoy careful services and fair treatment.

所谓公众参与充分，就是说西班牙研究制定养老社保政策时，能够采取多种形式充分征求公众意见和建议，工会、议会和不同政党能够代表公众与政府进行谈判协商，充分反映民众诉求。

Thorough public participation indicates that the policy making process in Spain involves various mechanisms that seek public opinions and suggestions, that allow work union, parliament and different political parties to negotiate on behalf of the citizens with the government, so that the demand and actual needs of the people can

be fully reflected.

所谓问题导向突出，就是说西班牙无论政府官员还是专家学者，他们都没有满足于已有的成绩和经验，都对西班牙的未来特别是基本养老制度的可持续性充满了担忧，而且正在针对存在问题努力寻找破解难题的路径和办法。

As for the prominent problem-solving orientation, I mean that the government officials, experts and scholars in Spain are not content with the existing accomplishments and experiences. They still express profound concern with the sustainability of the basic pension system in the future, and actively seek the approaches and methods to resolve the problems.

所谓保障成效显著，就是说通过十几天的学习考察和实地体验，我们真正感到西班牙的养老社会保障政策确实起到了提供基本生活保障、维护公平公正、促进和谐稳定、兜住生活底线的作用。这一点从西班牙人纯真幸福的笑脸中可以得到充分的印证。

The significant efficacy of the protection system is what we have felt through the study sessions and site visits during the last a few days. We have actual understanding of the functions of the pension system policy of Spain in providing basic livelihood protection, in maintaining social justice and equality, in facilitating stability and in providing the social floor. This manifests perfectly in the smiley faces of Spanish people.

以上是对西班牙养老和社会保障制度的基本认识和简要体会。再说“怎么办”，也就是学习培训后怎么改进我们的思想方法和工作方法。应对人口老龄化是当代社会需要共同面对的难题。不同国家有不同的情况，社会政策也不可能千篇一律。我们到西班牙来学习考察，关键是要学习人家的理念和思路，结合中国实际有选择地借鉴西班牙的路径和办法。这里最忌讳的是简单拿来主义，照抄照搬。与西班牙相比，我们在发展阶段、发展模式、人口总量、人均财力、养老理念和养老模式等方面存在很多差异。

Above is a basic understanding and brief reflection on the Spanish pension and social security system. Next let me elaborate on how we can benefit from the training programme and improve our conceptual framework and practical methods. Demographic ageing is a common issue to be tackled in our contemporary society. The social conditions vary from country to country, hence the social policies cannot be all the same. We are here in this training programme mainly to learn about the ideas, principles and concepts, and to selectively make reference to the practical approaches and methods from Spain based on the specific conditions of Chinese society. We should avoid direct and simple replication of their systems. Compared with Spain, there are a lot of disparities in terms of the phase of development, the mode of development, population size, per capita wealth, as well as the concepts and modes of old-age care. 看西班牙想中国，我觉得在应对人口老龄化挑战特别是健全养老保障制度方面，我们应

该进一步改进思想方法和工作方法,结合中国实际,积极稳妥推进养老和社会保障改革,具体是要坚持“五性”原则。

Looking at the Spanish practice and thinking about China's condition, I reckon that in coping with demographic ageing and completing pension system, we should further reform the conceptualisation and empirical practices based on the actualities of China, positively and steadily promote pension and social security reform. Specifically this means to stick with the follow five principles.

一是战略性。就是要树立战略眼光,增强预见性。中国国家发展改革委作为综合经济管理部门和宏观调控部门,我们要想大事、谋大事、干大事。当前和今后一个时期,应对人口老龄化挑战,实现经济社会人口协调可持续发展是中华民族的一件大事。

First, be strategic. This means to take a strategic point of view, and enhance the capacity of prediction. NDRC as the organ of general economic management and macro control shall consider, plan and implement on big issues. For now and the near future, dealing with demographic ageing and realising sustainable and coordinated development of economy, society and population is a big issue for the whole nation. 要对人口变化特别是老龄化趋势做出准确研判,按照专家观点,2030年和2050年是老龄化高峰,具体情况怎么样,我们要抓紧研究。实事求是的讲,目前我们应对老龄化的思想、制度、物质准备还很不足。与此同时,我们还需要对经济发展速度和财力增长幅度做出精准预测。这是积极应对人口老龄化,促进经济社会人口政策相协调的基础和前提,预测和研判的时候要把困难和挑战想的充分一些,把不利条件想的多一些,这样才能游刃有余。

It is necessary to have well-informed judgment over the trend of demographic change and ageing in particular. According to the experts, population ageing will peak at 2013 and 2050. As for the specificities, this is what we should conduct timely researches and studies on. To be fair, we are not fully prepared for the demographic ageing in terms of conceptualisation, institution and material accumulation. At the same time, we also need to have accurate prediction and estimation of the pace of economic growth and the degree of wealth accumulation. This provides the foundation and the premise for coping positively with ageing and facilitating the well coordination between socio-economic and population policies. We have to thoroughly consider the obstacles and challenges we might encounter.

坚持战略性的另一个重要方面,就是要把养老产业和照护服务作为战略性产业来抓。当前和未来一个时期,中国的老年人是刚性消费群体,是扩大消费需求的潜力所在,发展养老产业增加照护服务是推进供给侧结构性改革,补齐短板,调整结构的重要内容,说白了,发展养老产业是发展经济、调整结构、改善民生的最佳结合点,必须从战略高度去认识、去谋划、去推进。

Another important aspect of being strategic is to emphasise old-age care and nurturing services as the key sector of development. At the present and in the near future, the elders will constitute a body of rigid consumption, hence there are where the potential of consumption expansion can be realised. The introduction of services into the sector of elderly care is an essential aspect of supply-oriented structural reform. In other words, elderly care sector is the integrating point of economic development, restructuring and livelihoods improvement, hence shall be perceived, planned and promoted on the strategic level.

二是协调性。就是要把养老和社会保障与其他改革政策统筹谋划、协调推进。养老和社会保障是一项综合性社会系统工程，涉及经济社会发展各个方面，牵一发而动全身，必须防止单兵突进，碎片化改革的倾向。比如，研究推迟退休年龄，我们就要综合考虑经济总盘子和新增劳动年龄人口，在中国决不能为了单纯追求养老金的收支平衡而牺牲经济效率，更不能挫伤年轻人的就业积极性，也不能出现“白发干，黑发看”的现象。再比如在出台改革政策时，从中央部门讲要统一步调，坚决避免各吹各的号、各唱各的调，免得各项政策打架，在基层落空，发改委的主要职责就是对各部门政策加强协调衔接。

Secondly, it is important to have well coordination. In other words, pension and social security reform should be coordinated with other reform policies in terms of planning and implementation. Pension system and social security is a comprehensive systematic social engineering, and has significant bearings on various aspects of socio-economic development. We should not focus on only one element which could lead to the fragmentation of reform. For instance, when considering the increase in the retirement age, we have to holistically consider the full scale of the economy and new working-age population. We should not sacrifice the efficiency of economic development in order to realise the balance between revenue and spending of pension fund. The reform shall not discourage the young from work nor should it result in phenomenon where the elders are active in the labour market while young people are idle. In terms of policy making, there should be thorough coordination on the central level. It should be avoided that different departments focus only on their own affairs and promulgate conflicting policies, which are not implemented on the local levels. The main responsibility of NDRC is to strengthen the collaboration and coordination among departments.

三是兜底性，就是要解决困难群众和弱势群体的基本生活底线。基本社会保障的本质是普惠公平，对我们这样一个人口基数大，贫富差距悬殊的国家来讲，在制定养老和社会保障政策时，撒胡椒面，不分贫富一样扶、一样保，往往起不到好的效果。作为政府来讲，必须集中有限财力，选准主攻方向，重点攻坚解困，要把一亿多的贫困和低

收入人口作为重点，多搞雪中送炭，保证困难人群的基本生活，防止出现突破道德底线的事情，说白了，与其 13 亿人的保障标准一起提、一样提，不如集中资金投向低保、扶贫和医疗救助。

Thirdly, to focus on the bottom group, which means to sustain the bottom line of the livelihoods especially among the marginal groups. The core tenet of basic social security is fairness and universal benefits. For a country with a large population base together with profound income disparity, it is usually difficult to yield positive effects with social security policies that apply universal rules for all income levels. In this regard, the government should focus the limited assets on the most urgent and difficult task, which is to guarantee the basic livelihoods of the poor and the low-income groups so as to prevent things that challenge the common moral propriety. In other words, it is better to invest most of the finance in the minimum living standard, poverty alleviation and medical assistance.

四是持续性，就是必须立足当前，着眼长远，既尽力而为又量力而行。这里面，一是标准问题，根据我们国家的财力和企业效益情况，政府提供的保障就是群众的基本生活，这个方面不能脱离实际，贪大求洋，二是理念问题，这要克服四个倾向，首先是不顾民生改善，一味追求 GDP；第二是民粹主义，盲目吊高群众胃口；第三是前任当好人，后任补窟窿；第四是中央开口子，地方拿票子。三是方法问题，在社会领域也要切实发挥市场在配置资源决定性作用，政府的财力是保基本，至于民众的更多的诉求，特别是多层次的高标准诉求，要更多用市场经济的方法去解决，当前要做的应该是大力发展补充保险、商业保险。

The fourth principle concerns with sustainability. That is to say, we have to foresee the future from where we are. We should do the best we can, but at the same time do not go beyond our capacity. It, on the one hand, involves the issue of criteria. It is important to have social security policies based on the state finance condition and the effectiveness of enterprises, since the security provided by the government is the basic livelihoods of the people. Secondly, there is the issue of ideal. In this aspect, four tendencies should be overcome. It is not tenable to prioritise GDP growth but neglect the improvement of people's living conditions. Populist orientation should also be curbed, which irrationally cultivate unrealistic expectation among the mass. Another pitfall is the scenario where the predecessor plays the good cop by initiating generous policies whilst the successor has to clean up the mess. Last but the least, the unequal responsibilities between the central and local should also be avoided. A third element worth noting is the matter of methods. It is necessary to have market mechanism play the deciding role in recourse distribution even within the social realm. It is indeed the case that the government

finance provides the basics. As for the additional benefits aspired by people, they should be resolved through market mechanism. It is currently necessary to develop commercial insurance.

五是服务性，社会保障三分制度设计，七分管理服务。这里要做的，一是继续加强基层就业和社会保障服务平台建设，提高服务人民的硬件水平，二是加强社保服务人员的业务培训，提高服务人民的软件水平，三是加强公众的参与面和参与度，在更大范围、更深层次集中民智、反映民意。

Last but not the least, the services should be given greater importance. Social security system relies on the institutional design, but more importantly on management services. In this regards, we should first continue improving the construction of employment and social security services platform so as to enhance the quality service infrastructure. Secondly, facilitate the profession training for social security personnel, in order to elevate the quality of 'software'. Additionally, public participation should be further developed in terms of both the scope and degree, in order to reflect public opinion on a greater scale and in a deeper level.

以上是“怎么看”和“怎么办”的初步思考，运用到工作中还有个过程和客观条件的限制，总的想法是充分运用培训成果，积极主动作为。

The above is a preliminary reflection, which will not be readily applied into practice without a long process of adjusting to the constraints of actual condition. The general idea is to make full use of the products of training and take active actions.

最后我想说的是，在西班牙期间，西班牙社保部和项目执行方法国际专业技术署对这次培训研讨自始至终高度重视，学习生活安排的非常周到，特别是工作人员的敬业精神和友善态度给我们留下了深刻印象，也与我们结下了深厚友谊。在此，我代表中国国家发改委和 22 名学员向西班牙和法国朋友致以崇高敬意，表示衷心的感谢！友谊天长地久，我们也期盼西班牙和欧盟朋友到中国，我们将尽全力为大家做好服务。

In the end I would like to say that during the training in Spain, the executive agency of Spanish Ministry of Social Security, Expertise France, has paid special attention to the event. They have made considerate and comprehensive logistic arrangements. We are particularly impressed by the professional and amicable attitudes of the staff, with whom we also have established solid friendship. We would like to dedicate our sincere gratitude to our friends in Spain and France. We also expect our Spanish and EU counterparts to visit China, and we would do our best to accommodate everyone.

这次培训时间虽短，但收获很大，22 名学员严格遵守培训团组各项规定，互相关心、互相帮助，积极提问，踊跃发言，深入研讨，展示了国家发展改革系统干部的良好形象。在此，我代表培训主办单位，国家发展改革委就业司和国际合作中心向大家表示

感谢。大家回去后继续加强联系，工作上相互支持。在北京预培训时，我曾对大家说过，一起出国培训是大家一生的缘分。今天，我真诚的向大家说“短暂的培训，永远的朋友”。

Through short in duration, the training programme has been beneficial in various aspects. 22 members of the study group complied with the rules and regulations, and actively participated in the discussions, which presented a positive image of the NDRC officials. I would like to express the appreciation on behalf of the department of Employment and Income Distribution, NDRC and International Cooperation Centre, NDRC. I hope that we maintain the contact and support each other for work.

就讲这些，谢谢大家。

So much for the conclusion. Thanks!