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To introduce a third party and improve the performance evaluation system of social assistance

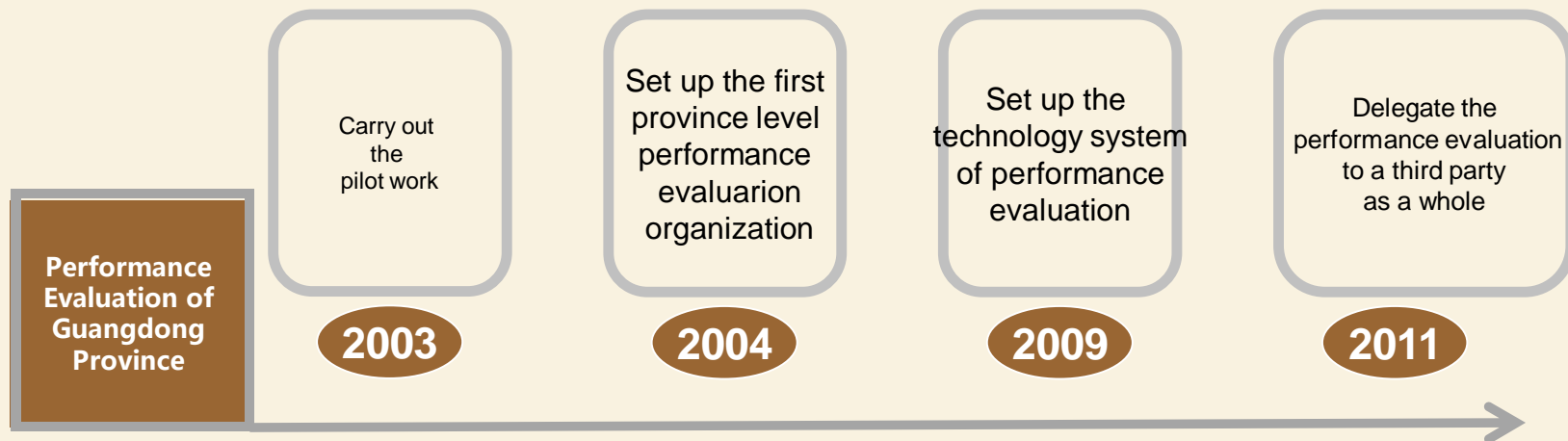
Zhang Dongxia

Social Assistance Office of Department of Civil Affairs of
Guangdong Province

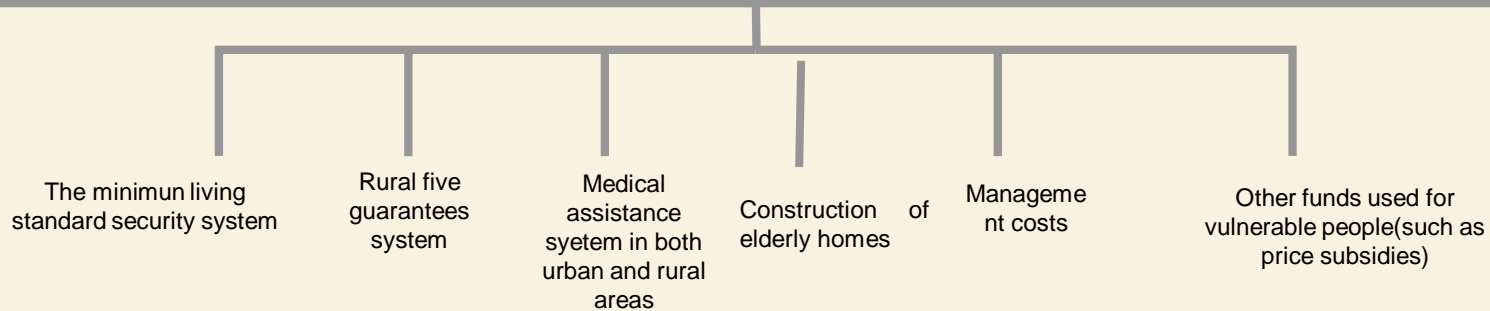
December 2015

Preface

Guangdong is a leading province to explore performance management of financial expenditure around the nation.



Performance evaluation of social assistance expenditure



The scope of performance evaluation in Guangdong Province includes not only the minimum living standard security funds but also other social assistance funds. After 12 years of exploration and development, Guangdong Province accumulated certain experiences in the organization, regulation and practice of performance evaluation.

the necessity of performance evaluation for social assistance expenditure

1、National strategy——the focus changes from collecting funds to promoting effects.

◆ Opinions of the State Council on further strengthening and improving the minimum living security work No. 45, 2012

"The policy implementation of the minimum living security system should be considered when evaluating the performance of local governments."

"The ministry of civil affairs should cooperate with the ministry of finance and other departments to work out the performance evaluation indicator and methods for the minimum living security system and organize the annual performance evaluation of the minimum living security in all provinces(regions, cities)."




Continued

2、Financial reform——Paying more attention to the usage of funds

Year	2014	2015	2016	2017	total
The expected total financial investment	70	83	97	113	363
The provincial financial investment	38	46	55	65	204

Units:one hundred million yuan

- ◆ Since the bottom line livelihood scheme is implemented,the expected total finance investment of social assistance of the whole province is 363 hundreds million,the provincial finance investment is 204 hundreds million accounting for 56%.
- ◆ Practice has proved that fiscal expenditure performance evaluation can form effective financial law enforcement and supervision constraint.Apart from this,it can supervise and urge related departments to guide and strength the use of funds correctly sothat funds can be used in the blade.
- ◆ Performance has goals,allocation is implemented according to schedule,distribution is made socialization and effect has evaluation.



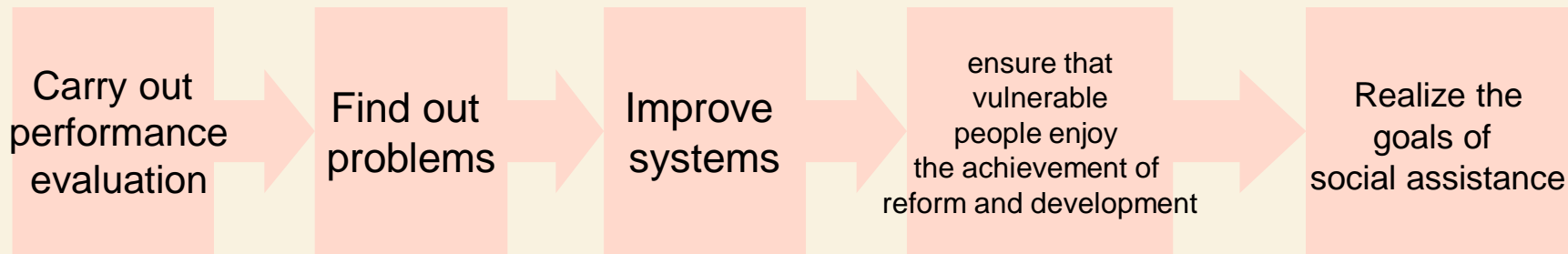
◆ Since the bottom line livelihood scheme is implemented, the expected total finance investment of social assistance of the whole province is 363 hundreds million, the provincial financial investment is 204 hundreds million (56% of the total).

◆ Performance are led by goals, assistances are distributed according to schedule by means of social organizations, and effects have been evaluated.

◆ performance evaluation can guide and supervise the work of government departments and strengthen the effectiveness of fiscal expenditure.

Continued

3、innovations——be more problem-oriented



“The five development” ideas: Innovative Development, Coordinated Development, Green Development, Open Development and Shared Development

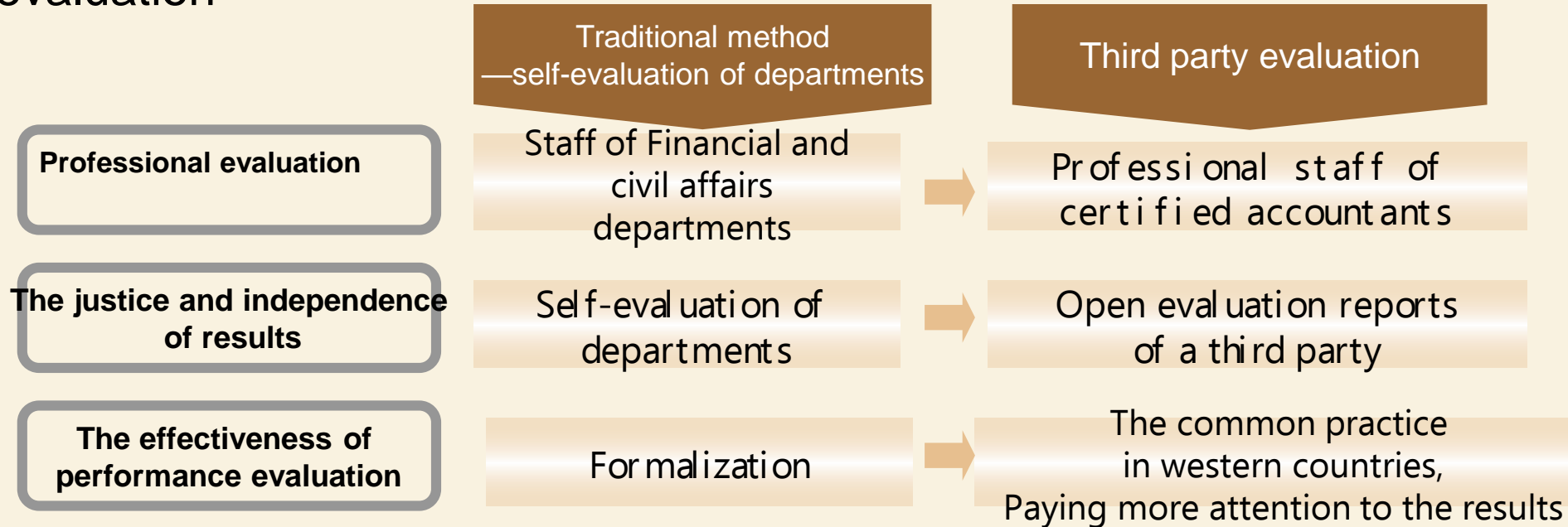
——Fifth Plenary Session of 18th CPC Central Committee



Innovation of Guangdong Province

—introduction of a third party

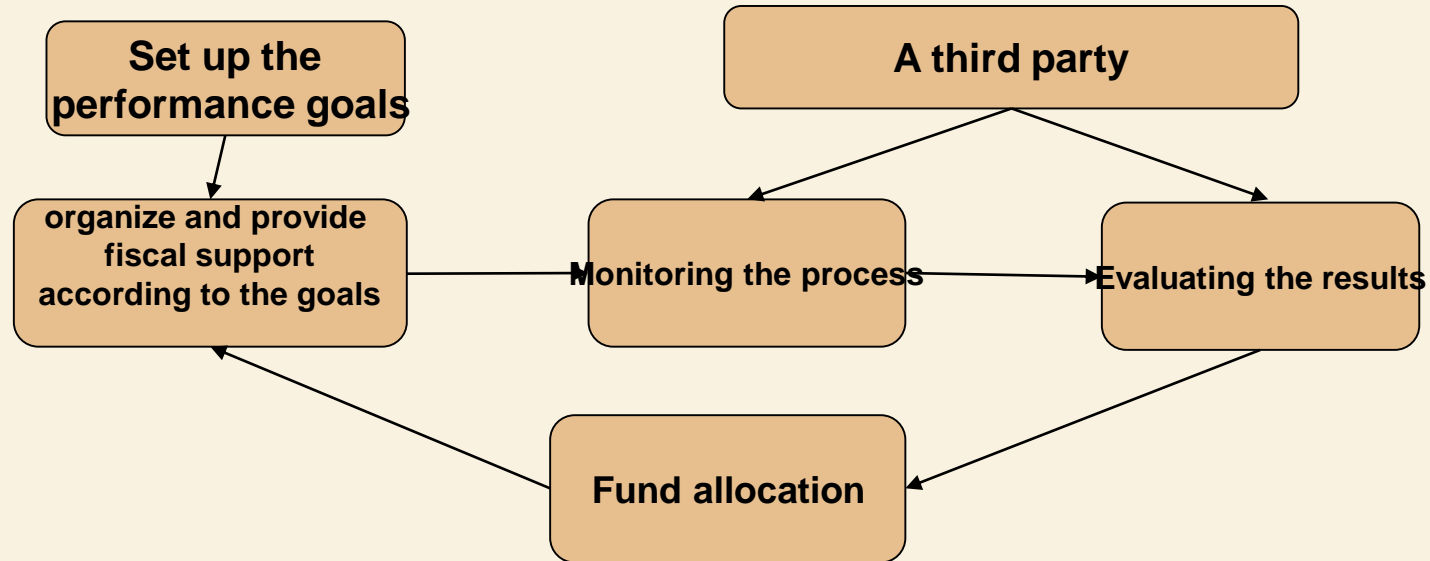
1、The advantages of introducing a third party in performance evaluation



Continued

2、practices in Guangdong Province: introducing a third party in social assistance evaluation

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continued

2、practices in Guangdong Province

The subjects of evaluation are professional.

- ◆ Open bidding
- ◆ Submit evaluation scheme
- ◆ Organize experts to carry out evaluation

Index system is personalized.

- ◆ multiple parties research and establish the index system.
- ◆ Follow the principle of "economy, efficiency, effect and ".

The evaluation process is scientific.

- ◆ Self-evaluation of departments
- ◆ Written evaluation of experts
- ◆ Implement on-site evaluation
- ◆ Comprehensive evaluation of third party institutions

The evaluation results are transparent.

- ◆ Publish to the society.
- ◆ important for future financial arrangements.

Achievements in Guangdong

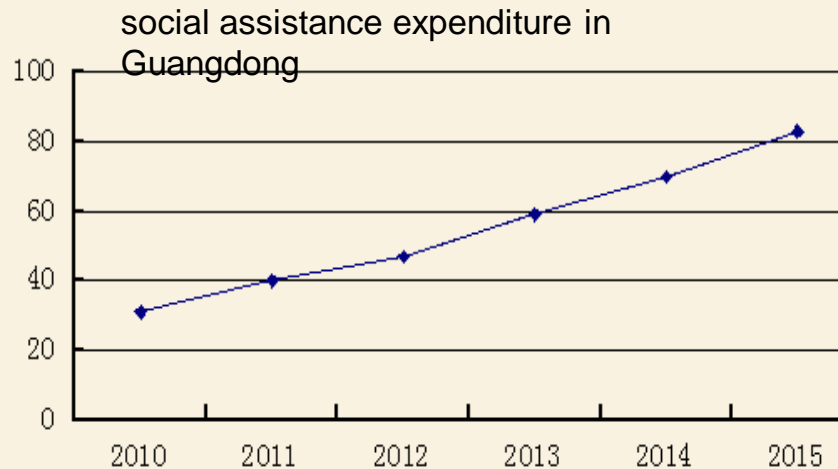
1、 making the best use of fiscal expenditure and providing a safety net

The evaluation results of central and provincial social assistance fund are good for 9 years until 2014.

(1) Social assistance funds are increasing year by year.

Units:one hundred million yuan

Year	2010	2011	2012	2013	2014	2015
expenditure	31	40	47	59	70	83



Units:one hundred million yuan

achievements

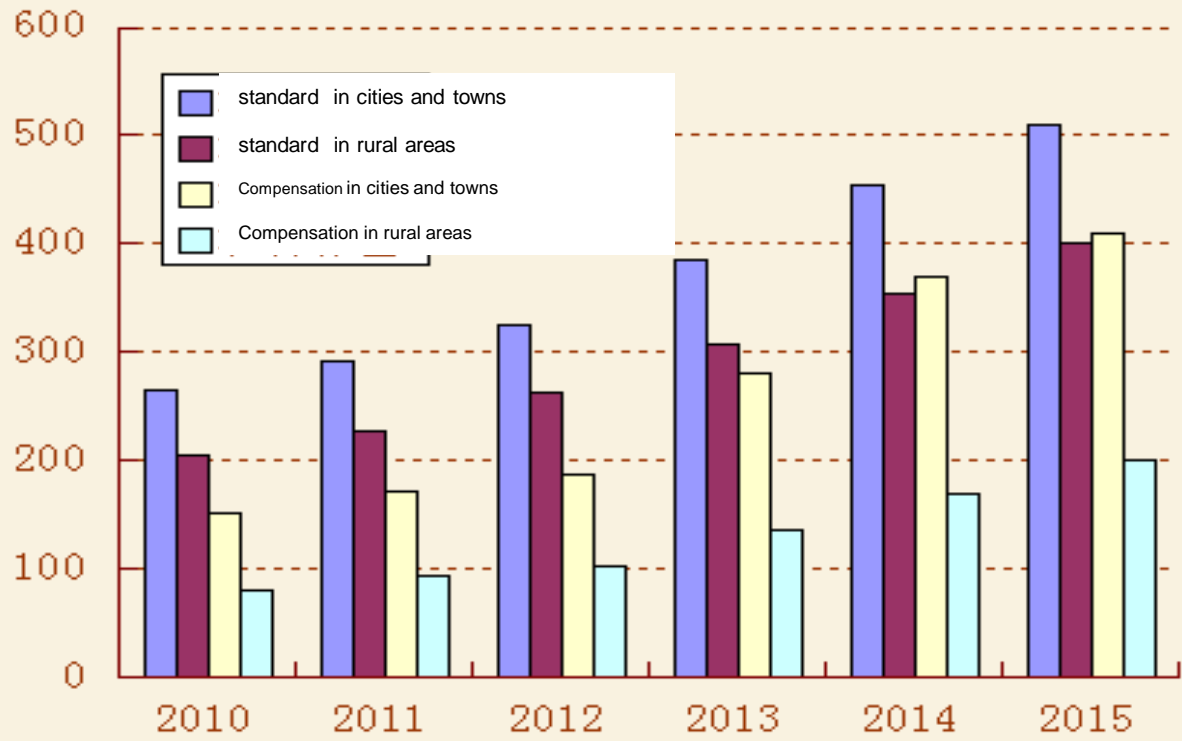
1、

(2) The level of assistance is increasing.

The minimum living standard and level of compensation is increasing year by year.

Programs		2010	2011	2012	2013	2014	2015
minimum living standard (yuan/month)	cities and towns	266	292	325	386	454	510
	rural areas	205	228	262	308	355	400
compensation (yuan/month)	cities and towns	151	172	188	281	370	410
	rural areas	81	93	102	135	170	200

The minimum living standard and level of compensation is increasing year by year.



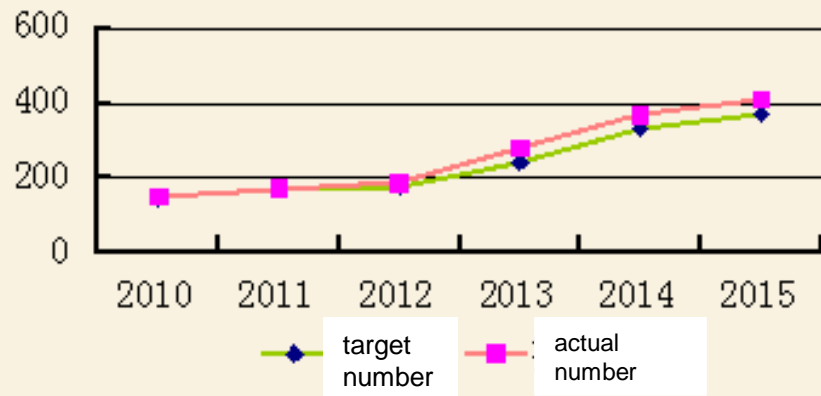
Comparison between actual performance of minimum living standard and the goals

program/year		2010	2011	2012	2013	2014	2015
Compensation in urban areas (yuan/every person every month)	target number	150	170	180	242	333	374
	actual number	151	172	188	281	370	410
Compensation in rural areas (yuan/every person every month)	target number	80	85	90	109	147	172
	actual number	81	93	102	135	170	200

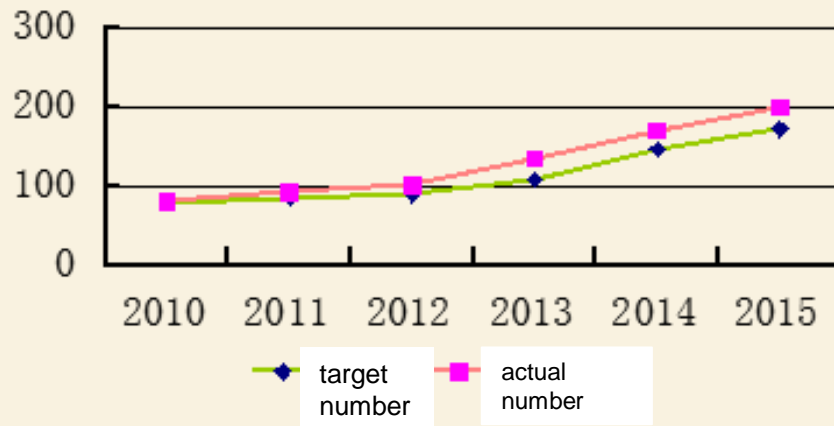
The goals identified in the early year has been Achieved

Comparison between the actual performance of minimum living standard and the goal

compensation in cities and towns

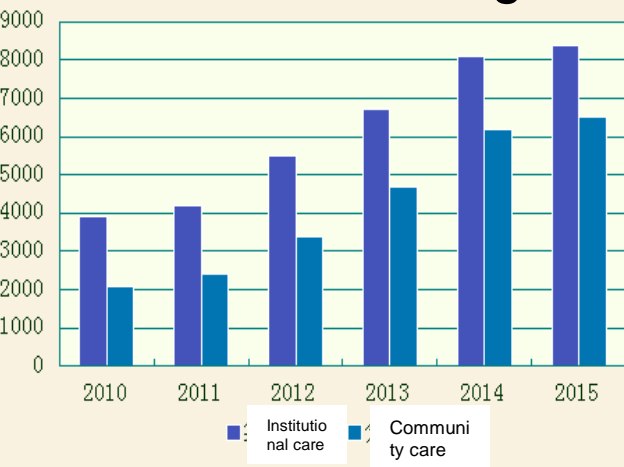


Compensation in rural areas



achievements

Rural five guarantees standard is increasing year by year.



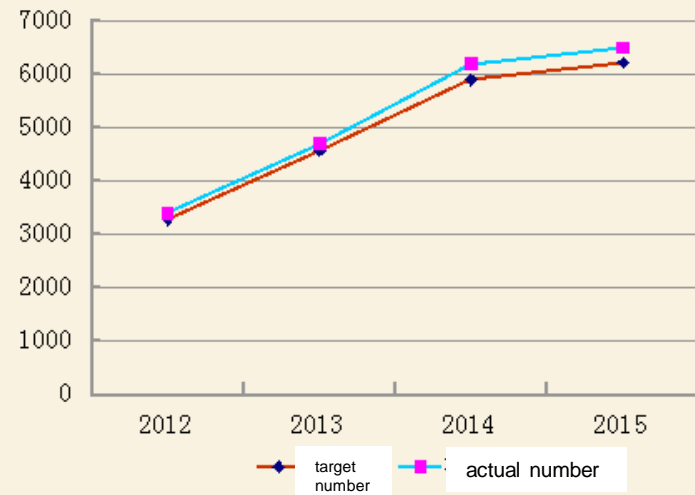
Program/Year		2010	2011	2012	2013	2014	2015
standard (yuan/year)	Institutional care	3900	4200	5500	6700	8100	8400
	Community care	2100	2400	3400	4700	6200	6500

achievements

reaching 60% of local rural residents' disposable income per capita in previous year.

Comparison between the actual performance of rural five guarantees and the goals

Program		2012	2013	2014	2015
Community care	target number	3280	4568	5897	6217
	actual number	3400	4700	6200	6500



achievements.

The level of medical assistance is increasing year by year.

- ◆ The compensation rate reaches 70%.
- ◆ “One-stop” settlement system is enforced.
- ◆ Carry out medical assistance for people with very serious diseases.



achievements

(3)The ability of management is improving

- ◆ Social relief work joint conference system is built among the province.
- ◆ Guangdong has issued a provincial information checking method and 100% of counties have established the mechanism.
- ◆ the information Checking system will be put into use.



附件：1. 广东省最低生活保障申请家庭经济状况核对及认定暂行办法

2. 《广东省最低生活保障申请家庭经济状况核对及

achievements

(3)The ability of managent is improving.

- ◆ All of towns(communities)among the province established 'social assistance windows'.
- ◆ 1626 staff are employed at primary level through government purchasing services .



achievements

2、improving policies according to evaluation results

Funds allocation:

Provincial funds are allocated in the middle of the year,
local governments have difficulty in making budgets.

The local government can make budgets for the next year according to the allocation.

Allocation are made at the end of the year, and

Standard setting:

The standards are set in the middle of the year and
deficient time for local governments to improve standards

Publish the minimum living standard in the end of every year
and all areas can
improve standards in the early of next year.

Propaganda work:

People know little about the policy.

Film, radio programs,
cooperate with People Daily's websites,
put up posters and so on

achievements.

3、 Strengthen the external supervision and improve assistance efficiency

Society

Solve the contradiction that government act both as players and judges.

External

Evaluation results are reported to NPC, supervision and audit departments.

Internal

Changing from process-oriented to results-oriented and promote the improvement of administrative ability and efficiency.



THANK YOU !



探索引入第三方

完善社会救助绩效评价体系

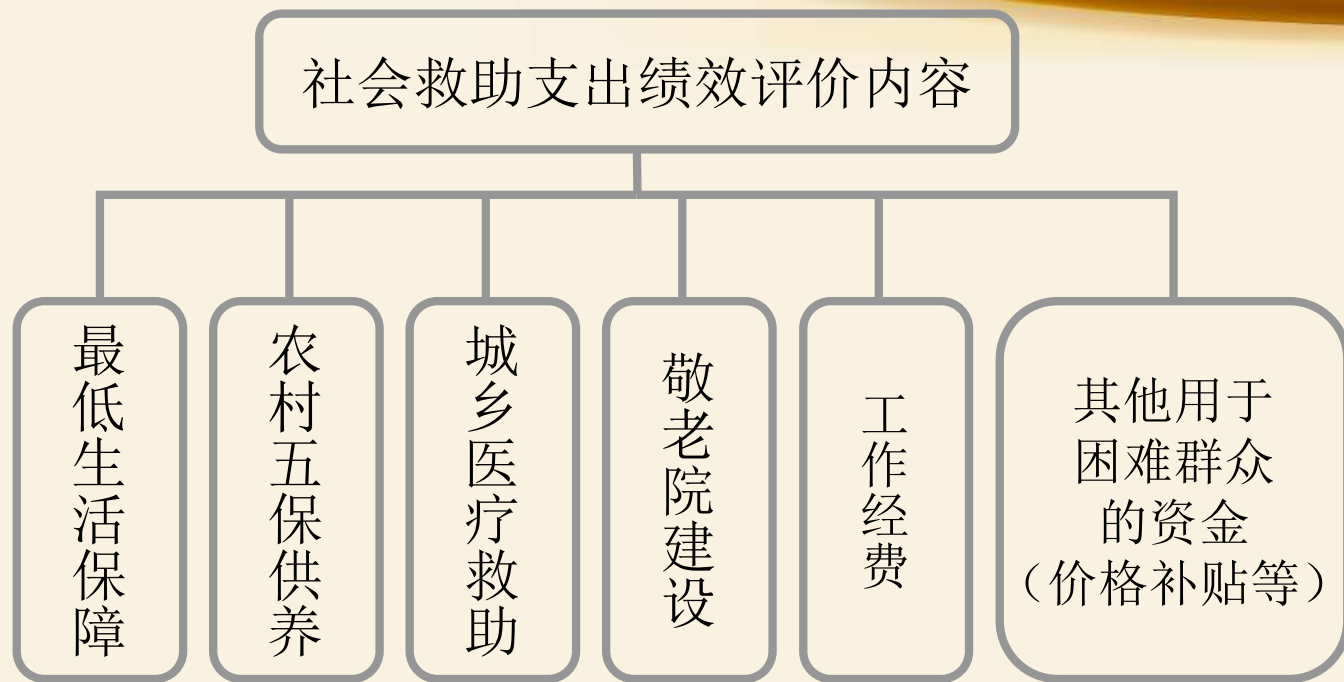
广东省民政厅社会救助处 张东霞

2015年12月

前言

广东是全国探索财政支出绩效管理的先行省份





广东省绩效评价范围不仅仅包括低保资金，覆盖所有社会救助资金，经过12年的探索与发展，在绩效评价的组织机构、制度规范和探索实践等方面积累了一定经验。

一、社会救助财政支出绩效评价的必要性

（一）国家战略部署——由重资金筹集到重使用效果

◆ 《国务院关于加强和改进最低生活保障工作的意见》（国发〔2012〕45号）：

“各地要将最低生活保障政策落实情况纳入地方各级人民政府绩效考核”

“民政部要会同财政部等部门研究建立最低生活保障工作绩效评价指标体系和评价办法，并组织开展对各省（区、市）最低生活保障工作的年度绩效评价。”



一、社会救助财政支出绩效评价的必要性

（一）国家战略部署——由重资金筹集到重使用效果

◆根据文件要求，2014年，民政部、财政部印发《最低生活保障工作绩效评价办法》（民发〔2014〕21号），强化低保工作绩效评价。

◆同年，国务院印发《关于深化预算管理制度改革的决定》（国发〔2014〕45号），要求健全预算绩效管理机制，全面推进预算绩效管理工作。



一、社会救助财政支出绩效评价的必要性

（二）财政规范发展要求——注重资金使用过程

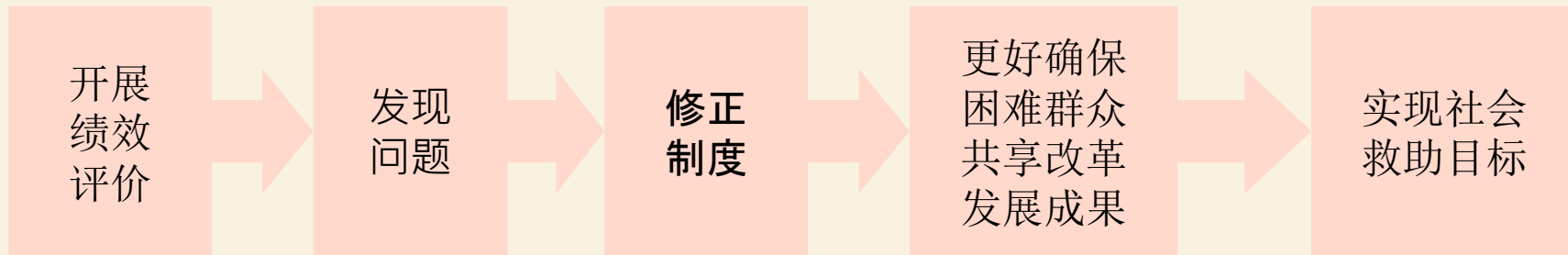
年份	2014	2015	2016	2017	合计
预计总投入	70	83	97	113	363
省财政投入	38	46	55	65	204

单位：亿元

- ◆底线民生方案实施以来，2014年-2017年全省社会救助资金预计总投入363亿元，其中省级财政投入204亿元，占56%。
- ◆绩效有目标，拨付按进度，发放社会化，效果有评价。
- ◆实践证明，通过财政支出绩效评价，能够形成有效的财政执法和监督约束，督促部门单位正确引导和加强资金管理使用，把钱真正花在“刀刃上”。

一、社会救助财政支出绩效评价的必要性

（三）促进创新发展——注重以问题为导向



“五大发展”理念：创新发展、协调发展、绿色发展、开放发展、共享发展

——中共十八届五中全会



二、广东省绩效评价的创新做法

——引入财政支出绩效第三方评价体系

（一）引入财政支出绩效第三方评价体系的优势

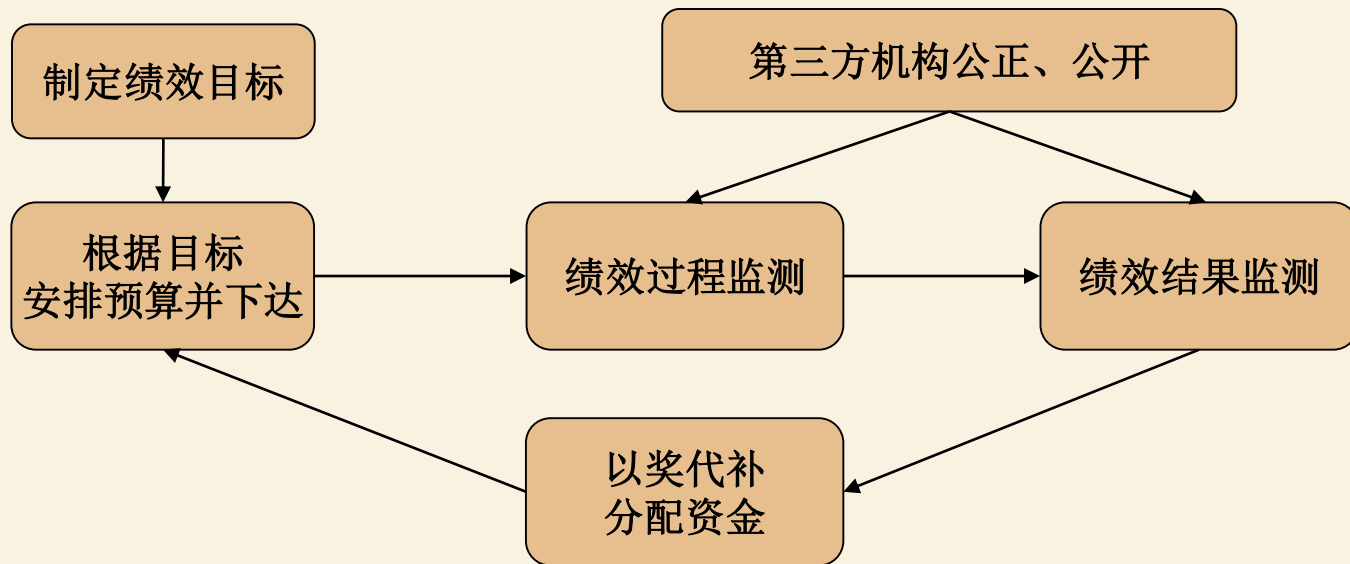


二、广东省绩效评价的创新做法

——引入财政支出绩效第三方评价体系

（二）广东引入财政支出绩效第三方评价的具体做法

第三方评价社会救助绩效模式：



二、广东省绩效评价的创新做法

——引入财政支出绩效第三方评价体系

（二）广东引入财政支出绩效第三方评价的具体做法

评价主体专业化

- ◆ 公开招标
- ◆ 提交评价方案
- ◆ 组织专家评审

指标体系个性化

- ◆ 多方研究确立评价指标体系框架
- ◆ 遵循“经济性、效率性、效果性和公平性统筹结合”的原则

评价流程科学化

- ◆ 用款单位绩效自评
- ◆ 专家书面评审
- ◆ 实施现场评价
- ◆ 第三方机构综合评价

评价结果透明化

- ◆ 经省财政厅审核后向社会公布
- ◆ 作为今后资金安排的重要依据

三、成效

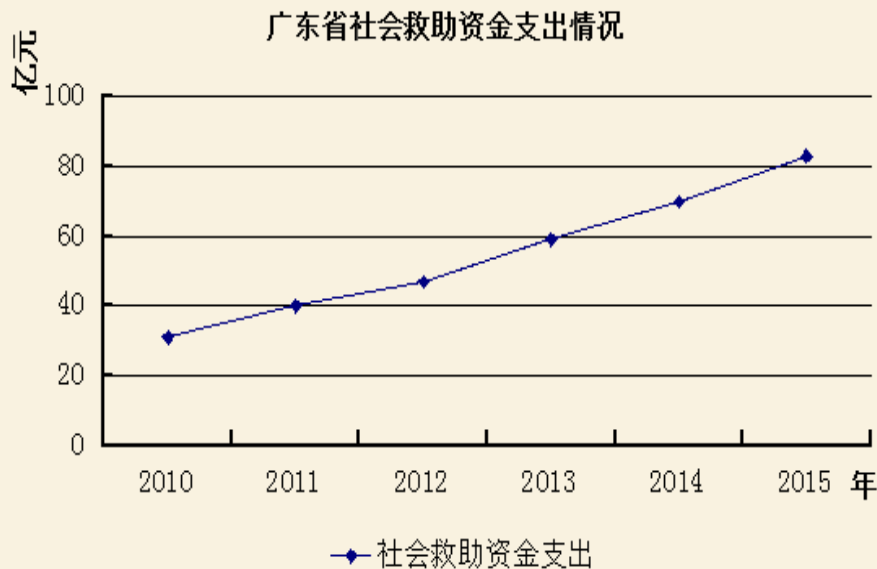
（一）充分发挥资金效益，实现兜底救助

至2014年，中央和省级财政支出社会救助资金绩效考评连续9年合格率都是100%

1、社会救助资金投入逐年递增

单位：亿元

年份	2010	2011	2012	2013	2014	2015
资金支出	31	40	47	59	70	83

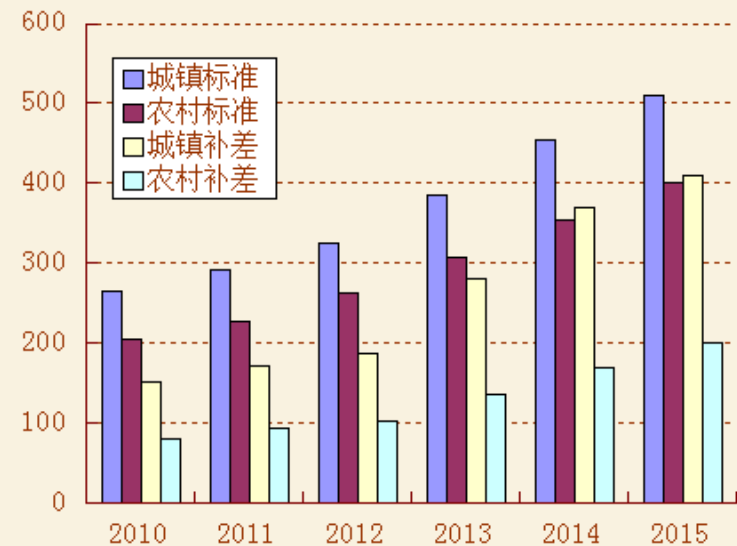


三、成效

(一) 充分发挥资金效益，实现兜底救助

2、保障水平不断提高

低保标准和补差水平逐年提升

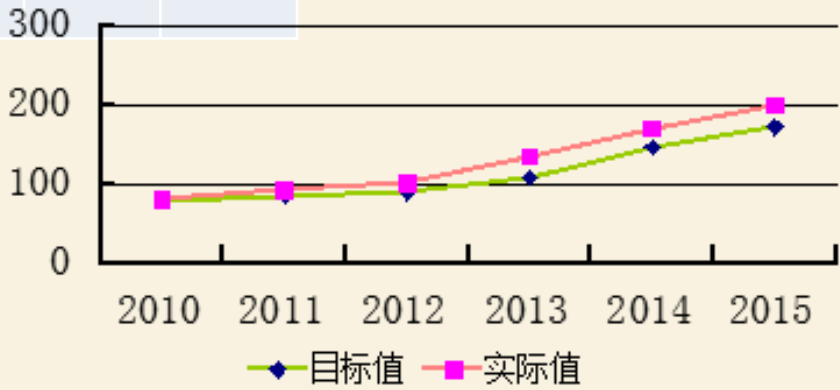
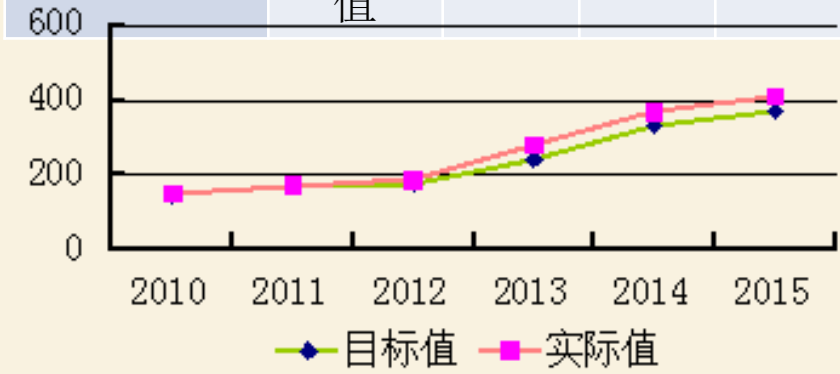


项目		2010	2011	2012	2013	2014	2015
低保标准 (元/月)	城镇	266	292	325	386	454	510
	农村	205	228	262	308	355	400
补差水平 (元/月)	城镇	151	172	188	281	370	410
	农村	81	93	102	135	170	200

低保补差实际绩效与年初目标对比

项目/年份		2010	2011	2012	2013	2014	2015
城镇低保补差 (元/人月)	目标值	150	170	180	242	333	374
	实际值	151	172	188	281	370	410
农村低保补差 (元/人月)	目标值	80	85	90	109	147	172
	实际值	81	93	102	135	170	200

完成了年初确定的目标

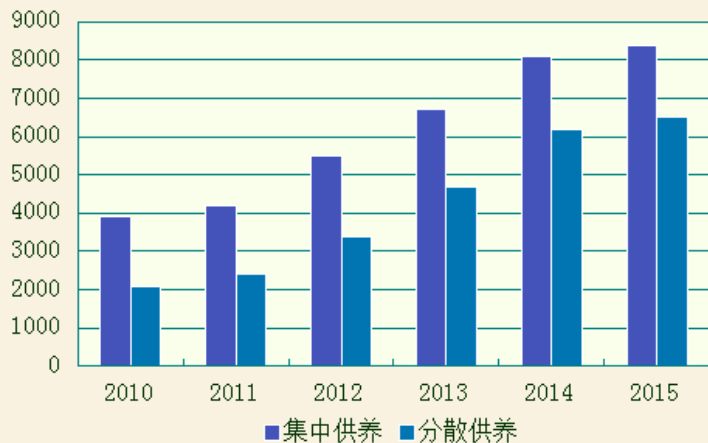


三、成效

（一）充分发挥资金效益，实现兜底救助

2、保障水平不断提高

农村五保供养标准逐年提升



项目/年份		2010	2011	2012	2013	2014	2015
供养标准 (元/年)	集中	3900	4200	5500	6700	8100	8400
	分散	2100	2400	3400	4700	6200	6500

三、成效

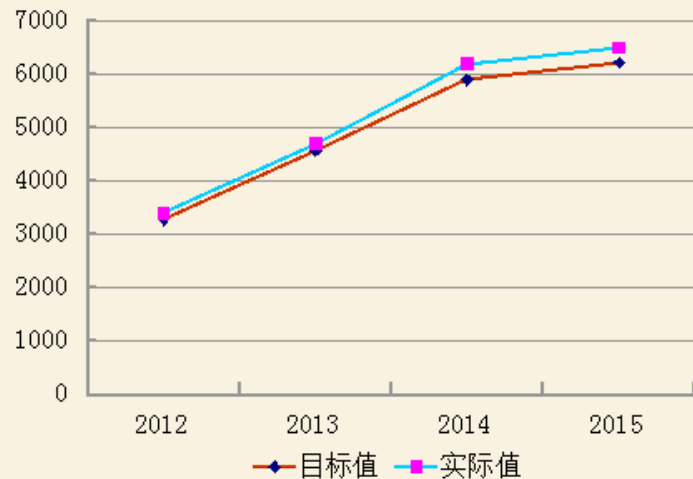
（一）充分发挥资金效益，实现兜底救助

2、保障水平不断提高

农村五保供养标准实际绩效与年初目标对比

达到当地上年度农村居民
人均可支配收入的**60%**

项目		2012	2013	2014	2015
分散供 养标准	目标值	3280	4568	5897	6217
	实际值	3400	4700	6200	6500



三、成效

（一）充分发挥资金效益，实现兜底救助

2、保障水平不断提高

医疗救助水平逐年提升

- ◆政策范围内自负费用的救助比例提高到70%
- ◆“一站式”结算系统全面投入使用
- ◆开展“重特大疾病”医疗救助工作



三、成效

(一) 充分发挥资金效益，实现兜底救助

3、管理服务能力持续提升

- ◆ 全省100%建立社会救助工作联席会议制度
- ◆ 印发了省级核对办法，100%的县（市、区）建立了核对机制
- ◆ 核对系统即将投入使用

广东省民政厅文件



附件：1. 广东省最低生活保障申请家庭经济状况核对及认定暂行办法
2. 《广东省最低生活保障申请家庭经济状况核对及

三、成效

（一）充分发挥资金效益，实现兜底救助

3、管理服务能力持续提升

- ◆全省100%的乡镇（街道）全部建立了社会救助服务窗口
- ◆通过政府购买服务配备了1626名基层工作人员



三、成效

(二) 针对评价结果反馈，研究修正政策

资金下达:

省级资金年中下达
地方难预算

转变为年底全部下达
第二年省级预算

标准制定:

年中定标准
各地提标时间不足

每年年底公布低保标准，
各地年初提标

宣传工作:

社会知晓度低

拍摄宣传片，录广播节目，
与人民网合作，张贴海报等

三、成效

（三）加强外部监管作用，提升救助效能。

社会

解决了政府部门“既当运动员，又当裁判员”的矛盾

外部

评价结果通报给人大、监察、审计等部门，加强外部监督力度

内部

由过程导向转为结果导向，推动职能部门强化行政能力和效能建设



谢谢大家！