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Upgrading and Optimization of Social Assistance System in China

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Outline

- I. Systematization of social assistance in China
- II. Problems in the development of social assistance in China
- III. Upgrading of social assistance system in China
- IV. Optimization of social assistance system in China



I. Systematization of social assistance in China

From 1978 to 2010: the establishment of basic living assistance and medical assistance

- (1) In 1978, the Ministry of Civil Affairs of People's Republic of China was reestablished, in which the Department of Rural Social Assistance and the Department of Urban Social Welfare were set up
- (2) In 1994, Regulations on Rural "Five Guarantee" system
- (3) In 1997, Notice of Establishing Minimum Living Guarantee Scheme for Urban Residents



Continued

- (4) In 2006, Notice of Establishing Minimum Living Guarantee Scheme for Rural Residents
- (5) In 2003, Options for Implementing Rural Medical Assistance
- (6) In 2005, Options for Pilot Work of Urban Medical Assistance Scheme



I. Systematization of social assistance in China

From 2010 to 2015, the system and framework of social assistance were further consolidated with the introduction of temporary assistance.

- (1) In 2012, Opinions for Further Enhancing and Improving Minimum Living Guarantee Scheme.
- (2) In 2014, temporary regulation of social assistance.



Continued

- (3) In 2014, Social Assistance Scheme was fully established.
- (4) In 2014, Guidelines on Promoting Healthy Development of Philanthropy.
- (5) In 2015, medical assistance for major and serious diseases was fully implemented.
- (6) In 2015, pilot work of "emergency assistance" was implemented nationwide.



I. Systematization of social assistance in China

Milestone of the systematization of social assistance in China: Temporary Regulation of Social Assistance(2014):

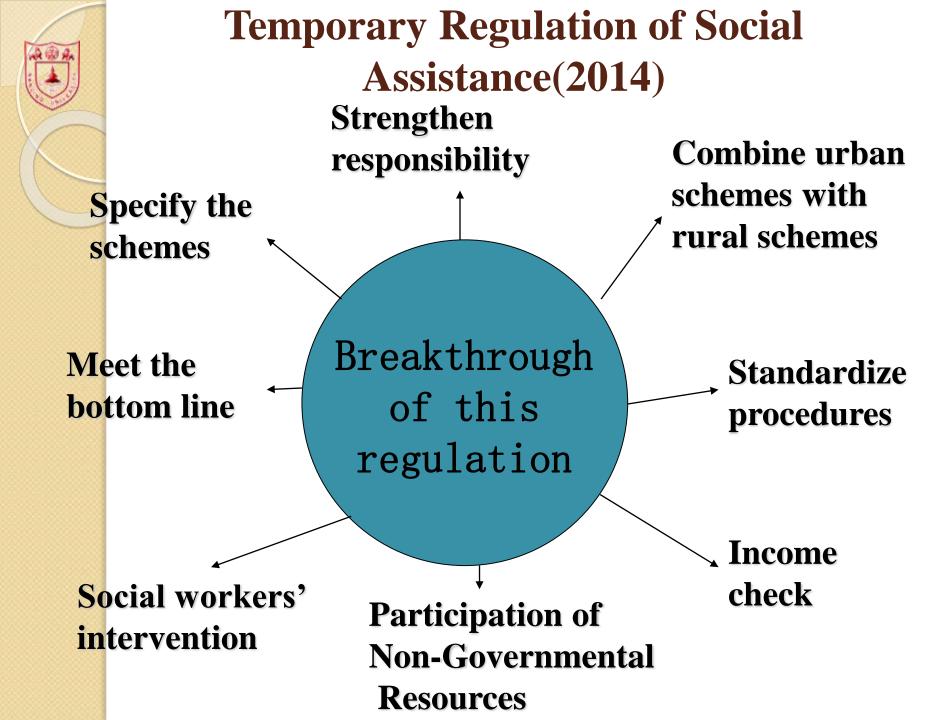
• (1) It was the first time to stipulate eight kinds of social assistance schemes (including minimum living guarantee scheme, schemes of providing for the most vulnerable people, assistance to victims of natural disasters, medical assistance, education assistance, housing assistance & employment assistance) and allow participation of non-governmental resources.



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• (2) A social assistance system was built, which was characterized by division of work and responsibility, coordinated implementation, combination of governmental assistance with non-governmental resources.

Social Assistance System Participation of Governmental Non-Governmental Assistance Resources Schemes Minimum of Medical Assistance Living Providing on Victims Guarantee Assistance Housing Education **Employment** Temporary for of Schemes Assistance Assistance Assistance Assistance the **Natural** for Urban most and Rural **Disasters** vulnerable Residents Temporary Assistance on Emergency Medical Assistance from Emergency People without Means of Assistance on Assistance Bureau of Civil Affairs Livelihood Diseases





I. Systematization of social assistance in China

Under the strategy that "macro policies should be stable, micro policies can be flexible and social policies need to meet the bottom line", social assistance system is shaped and vigorously promoted, and the direction of systematic development is clearer and more specific:

• (1) Function of the system are increasingly clear.

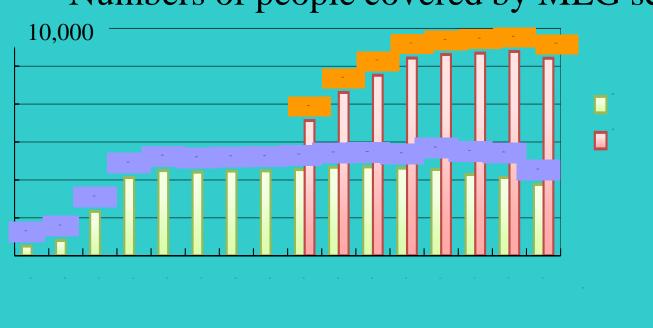


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- (2) The components of system are more and more complete.
- (3) Government expenditure continuously increases.
- (4) The management and services are more standardized.
- (5) The function of safety net is strengthened.

Change on the numbers of people covered by Minimum Living Guarantee Schemes for Urban and Rural Residents(MLG) (10 thousand)





Urban Rural

Year



Expenditures on social assistance from 2007-2014 (100 million RMB)

Year	Expenditure on social assistance	Total fiscal expenditure	Percentage of total expenditure	GDP	Percentage of GDP
2007	539.0	49781.0	1.08%	257305.6	0.21%
2008	768.0	62593.0	1.23%	300670.0	0.26%
2009	1050.0	76300.0	1.38%	335353.0	0.31%
2010	1217.7	89575.0	1.36%	397983.0	0.31%
2011	1419.0	108930.0	1.30%	458218.0	0.31%
2012	1758.0	125712.0	1.40%	519470.0	0.34%
2013	2053.0	140212.0	1.46%	568845.0	0.36%
2014	2092.8	151662.0	1.38%	636463.0	0.33%



II. Problems in the development of social assistance in China

Main problems in the development of social assistance in China:

- (1) The development of urban system and rural system is not coordinated, and combined development is still to be strengthened.
- (2) The development of schemes is unbalanced and emergency assistance is the weakest.



Continued

- (3) Methods and means are simple, and the effects of assistance need to be promoted.
- (4) There is not enough supervision and management. For instances, people who are not poor are covered; people are covered by the schemes not because of their poverty but by their good relations with the village officers or civil servants.
- (5) The information management and sharing system lags behind.



1. Upgrading objectives of social assistance

• The target should change from those who are absolutely poor to groups who are relatively poor. The eligibility criteria should be related to consumption expenditure per capita of household rather than income per capita of household.



2. Upgrading the coverage of social assistance system

• The residence certificate rather than household registration should be used to identify people in need, which will broaden the coverage of basic living assistance and special assistance.



3. Upgrading the schemes in social assistance system

• Temporary assistance should be improved to meet emergency problems and needs.



4. Upgrading they methods of social assistance

• Traditional material and cash assistance should be transformed to a comprehensive assistance system including material assistance, life care, spiritual consolation, ability enhancement and social inclusion. Also, we need to introduce professional social services to complement case support.



1. Optimizing information management of social assistance system

• To introduce modern ways of information management and establish databases about assistance; to improve the measurement of poverty.



2. Optimizing the platform of social assistance system

• "one-stop" platforms in urban and rural communities should be established to integrate resources from different sectors and then improve the effects of social assistance.



3. Optimizing the capacities of social assistance system

 Capacity building on the level of rural towns and urban communities should be enhanced; through government purchasing services, we can carry out social assistance more accurately.



3. Optimizing the mechanism of social assistance system

- To identify people in need in time and provide for them to avoid negative consequences and social impacts.
- To create an linkage between assistance and employment support to help poor people find jobs so that they can make their ends meet.



Thank You



中国社会救助体系的升级和优化

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主要内容

- 一、中国社会救助的体系化
- 二、中国社会救助的发展问题
- 三、中国社会救助体系的升级
- 四、中国社会救助体系的优化



- 1978-2010年:基本生活、医疗救助建立
 - 。(1) 1978年,民政部正式恢复成立,设置农村社会教济司、城市社会福利司
 - 。(2)1994年、《农村五保供养工作条例》
 - 。(3) 1997年,《关于在全国建立城市居民最低生活保障制度的通知》
 - 。(4)2006年,《关于在全国建立农村最低生活保障制度的通知》
 - 。(5)2003年,《关于实施农村医疗救助的意见》
 - 。(6)2005年,《关于建立城市医疗救助制度试点工作的意见》



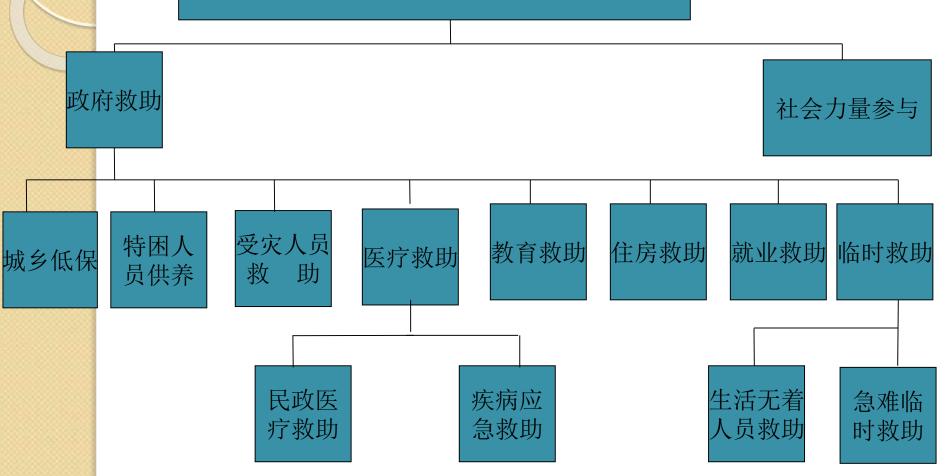
- 2010-2015年临时救助出台,体系框架 得到确立
 - 。(1) 2012年,《关于进一步加强和改进最低 生活保障制度的意见》
 - 。(2)2014年,《社会救助暂行办法》
 - 。(3) 2014年,全面建立临时救助制度
 - 。(4)2014年,《关于促进慈善事业健康发展的指导意见》
 - 。(5)2015年,全面实施重特大疾病医疗救助
 - 。2015年,在全国开展"救急难"综合试点工作



- 社会救助体系化的标志:2014年《社会救助暂行办法》:
 - 。(1)第一次以行政法规形式规定了最低生活保障、特困人员供养、受灾人员救助、医疗救助、教育救助、住房救助、就业救助、临时救助等八项社会救助制度和社会力量参与
 - (2)构建了一个分工负责、相互衔接、 协调实施,政府救助和社会力量参与相结 合的中国特色社会救助制度体系

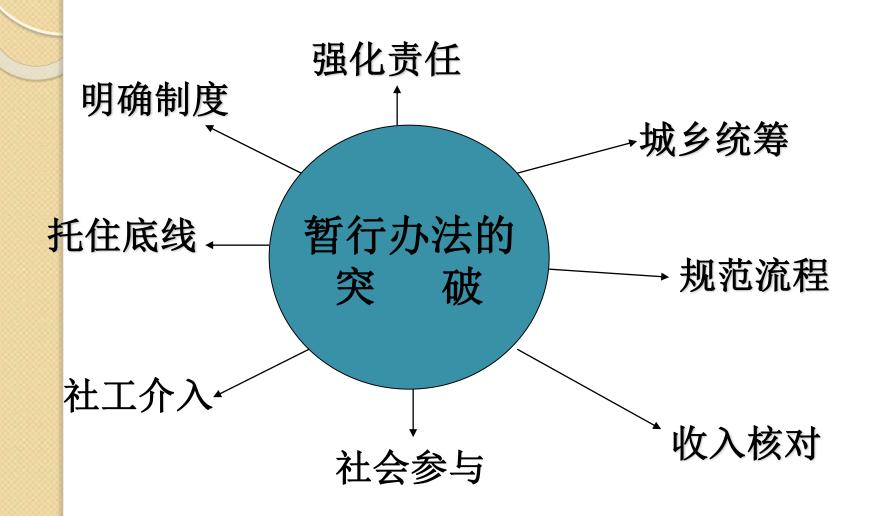


社会救助体系





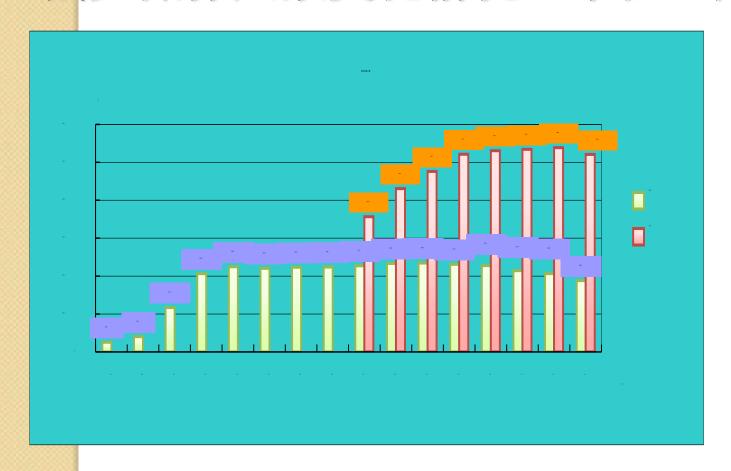
《社会救助暂行办法》(2014年)





- 在国家"宏观政策要稳住、微观政策要放活、社会政策要托底"思路下、社会救助体系获得定型和大力推进,体系化发展方向更加明确:
 - 。 〔1〕 功能定位日益清晰
 - 。(2)制度构成日趋完备
 - 。(3)国家投入不断增加
 - 。 (4) 管理服务走向规范
 - 。 (5) 托底保障作用加强

城乡低保人数变化情况(单位:万人)





2007-2014年社会救助资金支出情况(单位:亿元)

	年份	救助资金支出	全国财政支出	所占比例	全国GDP总 量	所占比例
	2007年	539.0	49781.0	1.08%	257305.6	0.21%
	2008年	768.0	62593.0	1.23%	300670.0	0.26%
	2009年	1050.0	76300.0	1.38%	335353.0	0.31%
	2010年	1217.7	89575.0	1.36%	397983.0	0.31%
	2011年	1419.0	108930.0	1.30%	458218.0	0.31%
	2012年	1758.0	125712.0	1.40%	519470.0	0.34%
	2013年	2053.0	140212.0	1.46%	568845.0	0.36%
	2014年	2092.8	151662.0	1.38%	636463.0	0.33%
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二、中国社会救助的发展问题

- 中国社会救助发展的主要问题
 - 。 〔1〕 城乡发展不协调,统筹发展仍处在起步阶段
 - 。(2)项目发展不平衡·"救急难"成为体系 短板
 - · (3) 手段方式单一化·救助效果需要提升
 - 。(4) 监管力度不够,"错保"、"关系保"等 现象时有发生
 - 。(5)信息化建设滞后,管理精细化缺乏有力支撑



三、中国社会救助体系的升级

- (一) 社会救助目标升级
 - 从绝对贫困人群的瞄准逐步过渡到部分相对贫困人群,探索用家庭人均消费支出而不是家庭人均收入作为救助的标准和核查标准
- (二)社会救助范围升级
 - 结合城镇户籍制度改革,探索用居住证制度来确定社会救助对象,扩大基本生活救助和专项救助的范围



三、中国社会救助体系的升级

(三)社会救助项目升级

通过补足急难救助这一短板,发挥临时救助针对性强、操作灵活、速度快的特点,把突发性、临时性、紧迫性急难事项作为常态救助的主要内容,使之成为社会救助体系的发展重点

• (四)社会救助方式升级

。促进由传统的、单一的物质和现金救助转向物质保障、生活照料、精神慰藉、心理疏导、能力提升和社会融入相结合的综合援助,引入专业社会救助服务,形成"现金+服务"的救助组合,实现社会救助方式的多样化、专业化和个性化



三、中国社会救助体系的优化

- (一) 社会救助手段优化
 - 促进从传统手工方式转向运用各种信息化 手段的新的发展阶段,建立救助大数据库 和提升大数据分析,探索可视化平板技术 贫困测量,实现社会救助工作的精细化
- (二) 社会救助平台优化
 - 通过建立城市社区和农村乡镇"一门受理"平台,开展转介流程再造,整合各部门社会救助资源,提高社会救助效果



三、中国社会救助体系的优化

- (三) 社会救助能力优化
 - 通过强基层、建机制,把社会救助的能力 建设重点放在农村乡镇和城市社区街道; 通过政府购买救助服务,实现精准救助
- (四) 社会救助机制优化
 - 建立积极社会救助机制,把管理工作前移,健全救助对象主动发现、及时救助机制,防止急难事件对社会的冲击
 - 。**建立低保**对象与促进就业的联动机制,帮助其实现就业和再就业,实现自强自立



• 谢 谢!