

基层公共卫生服务高质量发展 实践与评价：

基本公共卫生服务项目绩效评价

Practices and Evaluation of the

Quality Development of Primary Public Health Services:

Performance Evaluation of Basic Public Health Service (BPHS) Program



国家卫生健康委项目资金监管服务中心
Project Funding Supervision Service Center,
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新形势下基本公共卫生服务

Basic public health services in the new context

- 公共卫生服务是全民健康覆盖（UHC）的重要内容和具体实现路径之一，其大多具有公共产品和准公共产品属性，一般由政府保障供给。
- Public health services are an important part of the universal health coverage (UHC) and proven to be an essential way to achieve it. As most of the public health services function as public or quasi-public products, they are generally provided by the government.
- 中国政府一直重视发展公共卫生服务项目，2009年新一轮医改时提出了在初级卫生保健的基础上实现基本公共卫生服务均等化的政策，启动了以基层医疗卫生机构为实施主体向全民免费提供基本公共卫生服务的项目，是中国公共卫生制度建设的重要组成部分。
- The Chinese government always attaches great importance to developing the public health service delivery. In the new round of health reform in 2009, China proposed a policy to equalize basic public health service for all on the basis of primary care and launched a program to provide free basic public health services in which primary care providers play the leading role. The BPHS program has become an integral part of the Chinese public health system.

新形势下基本公共卫生服务

Basic public health services in the new context



- 2009年3月，中共中央 国务院印发 《关于深化医药卫生体制改革的意见》
- 2009年7月，卫生部、财政部、国家人口计生委联合印发 《关于促进基本公共卫生服务逐步均等化的意见》
- In March 2009, the CPC Central Committee and the State Council issued the "Opinions on Deepening the Reform of the Medical and Health System"
- In July 2009, the Ministry of Health, the Ministry of Finance, and the National Population and Family Planning Commission jointly issued the "Opinions on Promoting the Gradual Equalization of Basic Public Health Services"

推进基本公共卫生服务均等化

Promote the Equalization of Basic Public Health Services

- 目的：解决我国面临的主要公共卫生问题，促进基本公共卫生服务均等化，提高居民健康水平。
- 思路：体现预防为主、防治结合，明确基本公共卫生服务的边界。
- 依据：根据国家经济社会发展状况、面临的主要公共卫生问题、财政承受能力、干预措施有效而确定
- Objectives: To address the main issues in public health delivery in China, equalize basic public health services, and improve resident health levels
- Guiding thoughts: prioritize prevention, integrate prevention with treatment, and clarify the scope of basic public health services.
- Basis of definition of basic public health: based on China's economic and social development, major public health issues, fiscal affordability, and the effectiveness of intervention measures

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- 《中华人民共和国基本医疗卫生与健康促进法》（2020年6月1日起实施）：为了发展医疗卫生与健康事业，保障公民享有基本医疗卫生服务，提高公民健康水平，推进健康中国建设。
- Basic Healthcare and Health Promotion Law of the People's Republic of China" (implemented on June 1, 2020): this law is formulated to develop medical and healthcare, ensure citizens' access to basic medical and health services, to improve citizens' health and to promote the development of a Healthy China.
- 基本医疗卫生服务包括基本公共卫生服务和基本医疗服务。基本公共卫生服务由国家免费提供。
- 国家；省；地市；县
- Basic medical and health services include basic public health services and basic medical services. Basic public health services are provided free of charge by the state.
- Nation; Province; Prefecture-level city; County

新形势下基本公共卫生服务

Basic public health services in the new context

基本公共卫生服务项目是我国卫生健康领域的一项重大制度安排

The basic public health service program is an important institutional arrangement of the Chinese health sector.

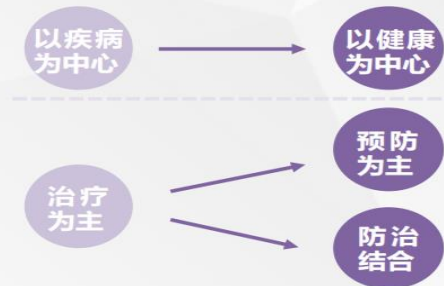
制度安排

制度针对居民主要健康问题，对象涵盖重点人群、重点疾病和全体人群



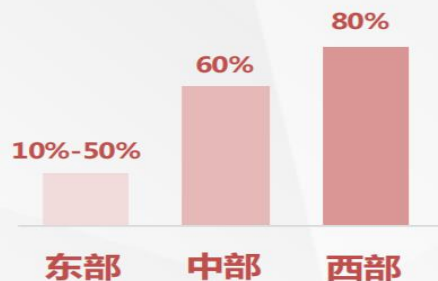
模式转变

推动了基层卫生服务机构的服务模式从以疾病为中心向以健康为中心转变、从以治疗为主向以预防为主、防治结合转变



筹资公平

建立了“财政预算、分级承担、县区为主、中央补助”的长效资金筹集机制，中央补助资金重点向困难地区倾斜



Institutional arrangement. The institution is designed to target residents' main health issues. The focus is placed on the key populations, key diseases and the general population

Model shift. The service model of primary care institutions has shifted from disease-centered to health-centered, and the focus is shifted from treatment to prevention and prevention-treatment combination

Equity in financing. A long-term financing mechanism has been established featuring "the use of fiscal budgets, participation by all levels of government, leading role by the county government and subsidies from the central government". Central government's subsidies give priority to the areas in poverty

新形势下基本公共卫生服务

Basic public health services in the new context

财政投入和绩效因素 Fiscal inputs and performance factors

- 基本公共卫生服务项目通过财政资金转移支付的方式补助相关医疗卫生机构提供服务所需的支出。
- The basic public health service program uses fiscal transfer payments to subsidize the necessary expenditures in primary care.
- 项目筹资责任实行分档分担的办法，按照地区经济社会发展水平，中央财政和地方财政分别承担不同的筹资比例（共同财政事权）。
- The program financing features differentiated responsibilities. Based on different regions' economic and social development contexts, the financing ratio between the central government and the local government varies (common financial resource availability and responsibilities).
- “因素法”分配方式: "Factor method" to allocate:

某省份资金=常住人口数 x 国家基础标准 x 中央与地方分担比例 x 绩效因素

Financing for a province = number of permanent residents x national basic standard x % in the central-local government sharing structure x performance factor

- 项目资金按照**提供的数量和质量**支付给相关医疗卫生机构。
- The BPHS program pays relevant medical and health institutions according to **the quantity and quality of services provided**.

卫生健康政策和项目的预算绩效管理

The budget performance management of health policies and projects

- 对公共卫生服务的投入以政府为主导，财政投入的支持力度逐年提高，同时加强对公共卫生服务项目的绩效管理模式改进和完善。
- 2018年，中共中央、国务院颁布了《关于全面实施预算绩效管理的意见》：构建“全方位、全过程、全覆盖”的预算绩效管理体系。
- 2021年，国家卫生健康委制定了《卫生健康领域全面实施预算绩效管理实施方案》、《中央对地方卫生健康转移支付项目预算绩效管理暂行办法》，明确要求实施项目全过程预算绩效管理，注重结果导向、强调成本效益，将评价结果作为以后年度资金分配依据。
- The investment in public health services is mainly provided by the government. While government support has increased year by year, the performance management model of public health service delivery has also improved simultaneously.
- In 2018, the CPC Central Committee and the State Council issued the "Opinions on the Comprehensive Implementation of Budget Performance Management": Building an "all-round, full-process, and full-coverage" budget performance management system.
- In 2021, the National Health Commission formulated the "Plan for the Comprehensive Implementation of Budget Performance Management in the Health Sector" and the "Interim Measures for the Budget Performance Management of Health Service Delivery by Central-to-local Transfer Payments". Both government documents clearly require to implement the budget performance management throughout the project process, focus on results, emphasize cost-effectiveness, and use the evaluation results as the basis for fund allocation in subsequent years.

卫生健康政策和项目的预算绩效管理

The budget performance management of health policies and projects

构建全方位预算绩效管理格局

All-round budget performance management

其中：政策和项目

Policies and projects

建立全过程预算绩效管理链条

Full-process budget performance management

建立绩效评估机制

强化绩效目标管理

做好绩效运行监控

开展绩效评价和结果应用

Establish a performance evaluation mechanism

Strengthen performance target management

Emphasize performance operation monitoring

Carry out performance evaluation and result application

完善全覆盖预算绩效管理体系

Full-coverage budget performance management



- 从数量、质量、时效、成本、效益等方面，综合衡量政策和项目预算资金使用效果
- 对实施期超过一年的重大政策和项目实行全周期跟踪问效，建立动态评价调整机制
- Comprehensively measure the effectiveness of policy and project budget funds in terms of quantity, quality, timeliness, cost, and benefits
- Carry out full-cycle monitoring and performance evaluation for key policies and projects in which the implementation cycle spans over a year; establish a dynamic evaluation and adjustment mechanism



- 通过**自评**和**外部**评价相结合的方式开展绩效评价。
- 健全绩效评价**结果反馈制度**和**绩效问题整改责任制**，加强绩效评价**结果应用**
- **绩效评价结果与预算安排和政策调整挂钩机制。**
- Conduct performance evaluation by integrating **self-evaluation** and **external evaluation**.
- Improve **the system of feedback loop** and **the system of accountability in undertaking corrective measures**, and strengthen **the application of evaluation results**
- **Mechanism to link evaluation results with budget arrangements and policy adjustments.**

卫生健康项目的绩效评价

The performance evaluation of health projects

省级自评

Provincial self-evaluation

省级及以下卫生健康、财政部门组织开展上一年度卫生健康项目预算绩效评价工作，按时将绩效评价结果及报告按要求报送国家卫生健康委和国家中医药局，经审核后报财政部。

The health and finance departments at the provincial level and below are responsible for organizing the budget performance evaluation of the health projects implemented in the previous year and submit the evaluation results and reports on time to the National Health Commission and the State Administration of Traditional Chinese Medicine based on relevant requirements. After the review, the evaluation results shall be reported to the Ministry of Finance.

国家复核

National review

国家卫生健康委、和财政部在各省份绩效评价的基础上选择部分省份、部分项目予以复核。复核可采取统计数据分析与现场复核相结合的方式开展。The National Health Commission and the Ministry of Finance will select some provinces and projects to verify their provincial evaluation results. The verification can be implemented by combining statistical data analysis with on-site reviews.

- ❑ 评价原则上以年度为周期开展，当年对上一年度项目预算进行评价
- ❑ 评价结果作为安排预算、完善政策和改进管理的重要依据。发挥绩效评价激励约束作用
- ❑ In principle, the evaluation is carried out on an annual basis. The project budget of the previous year is evaluated in the current year.
- ❑ The evaluation results serve as an important basis for arranging budgets, improving policies and enhancing management. The performance evaluation should be leveraged as incentives and constraints

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

回答问题 Questions

“做正确的事” Do the right things

- **决策相关性:** 确保经费、资源被用于正确的事业
- **Decision relevance:** ensuring that funds and resources are used for the right causes

“正确地做事” Do things right

- **过程效率性:**
- 服务过程中，确保经费被正确地使用；
- 服务真实、规范的提供
- **Process efficiency:**
- During the service delivery process, ensure that funds are used correctly;
- Provide services in an authentic and standardized manner

“负责任地做事” Do things responsibly

- **服务数量、质量产出和效果 (效益)**
- 服务对象或项目受益人的满意程度、认可程度、获得感
- 项目相关方的满意程度
- **Service quantity, quality, outputs and effects (benefits)**
- Satisfaction, recognition and sense of gains from the service recipients or project beneficiaries
- Satisfaction of the project stakeholders

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

评价导向 Orientation of evaluation

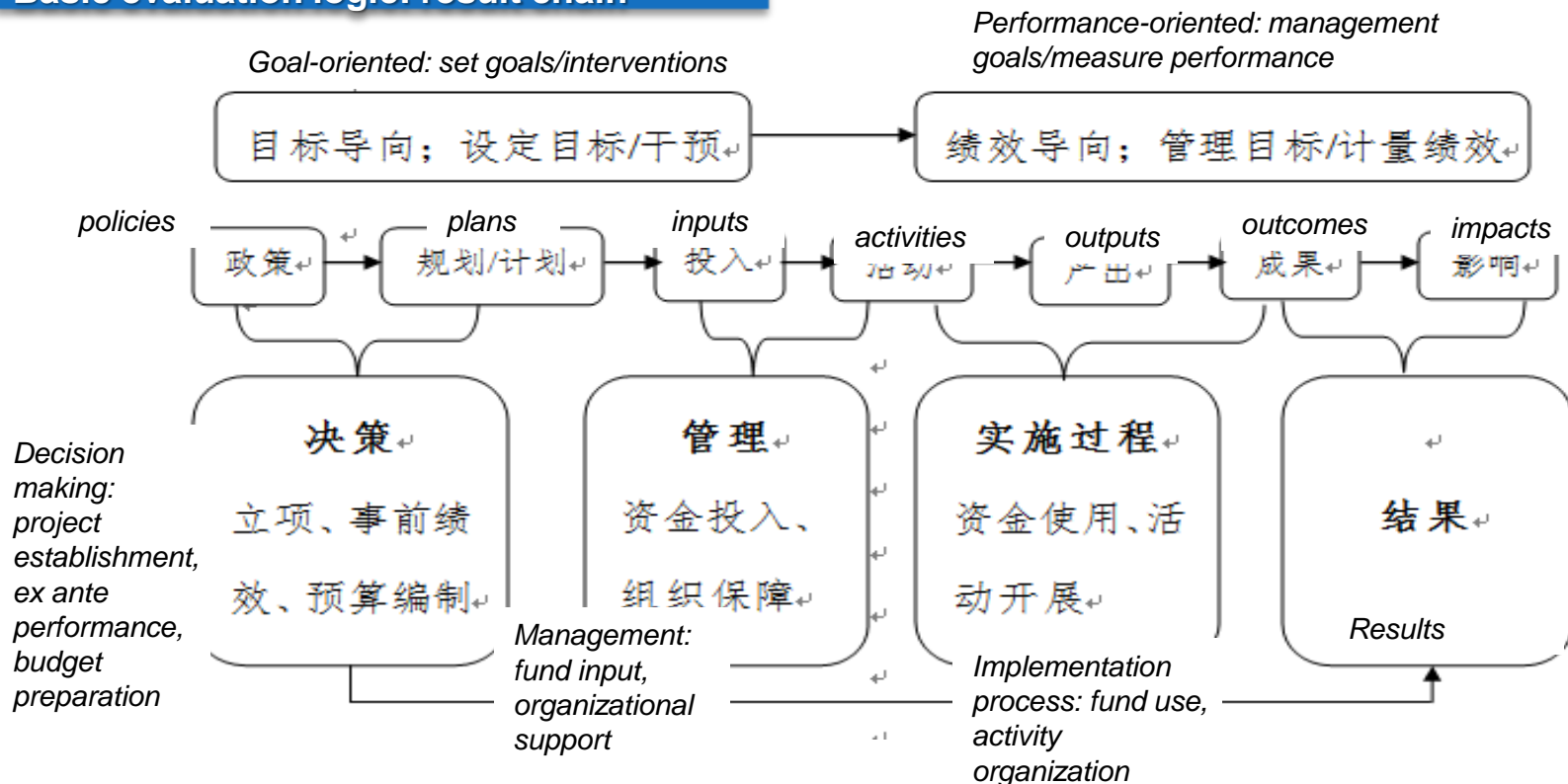
- ▣ 识别重点问题/重点方向，识别解决路径
- ▣ 基层卫生健康服务系统：公平；可及；安全；有效；满意
- ▣ 基本公共卫生服务项目：健康服务（活动）→ 健康结果 → 项目效益
- ▣ 财政资金分配效率和使用效益——投入的价值
- ▣ 提高服务供给水平和质量，促使财政投入有效转化为服务，为重点人群持续提供更有效果的服务，促进全民健康覆盖目标的实现。
- ▣ Identify key issues/ directions and develop solutions
- ▣ Primary healthcare service system: fairness, accessibility, safety, effectiveness, satisfaction
- ▣ Basic public health service projects: health services (activities) → health outcomes → project benefits
- ▣ The efficiency in allocating and using fiscal funds - the value of inputs
- ▣ Improve the service level and quality, effectively transform fiscal investments into better services, continuously provide more effective services for key populations, and strive to realize the goal of universal health coverage.

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

评价基本思路：结果链

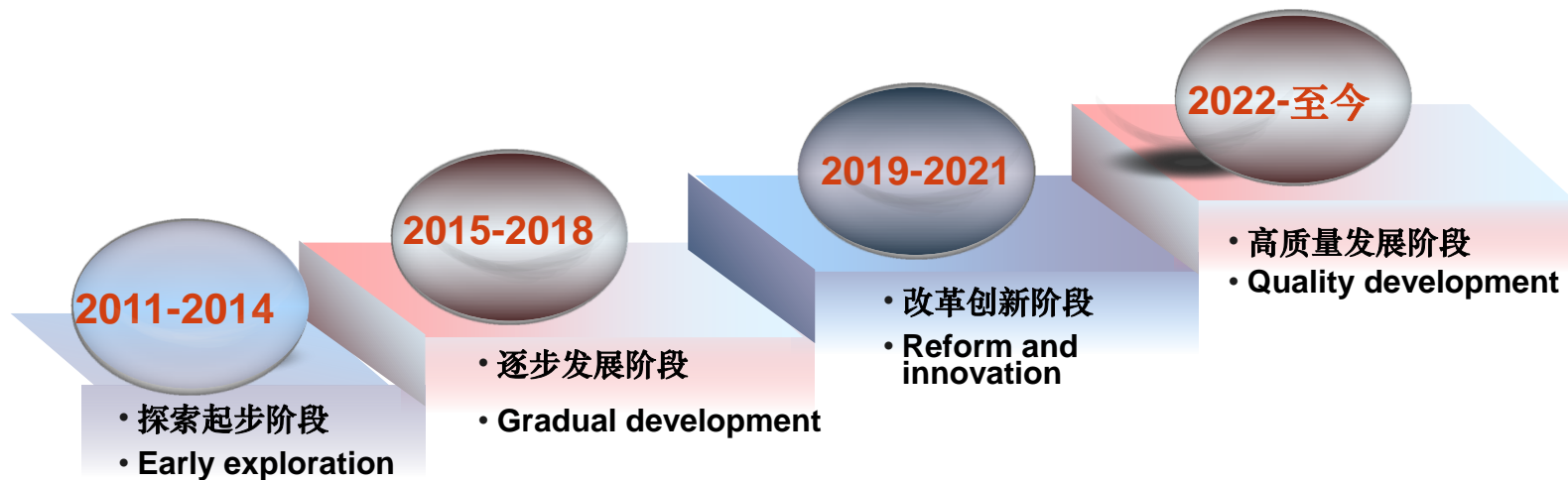
Basic evaluation logic: result chain



基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

发展历程 Development history



基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

评价对象和范围 Subjects and coverage

覆盖全国31个省（区、市）及兵团

Covering 31 provinces (autonomous regions, municipalities) and the Xinjiang Production and Construction Corps

- 地方各级卫生健康部门、财政部门
- Local levels of health departments and finance departments
- 承担国家基本公共卫生服务项目的基层医疗卫生机构（社区卫生服务中心/站、乡镇卫生院、村卫生室）
- Primary medical and health institutions (community health service centers/stations, township health centers, village clinics) that undertake national basic public health service projects
- 其他承担基本公共卫生服务项目的有关机构
- Other relevant institutions that undertake basic public health service projects



基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

评价思路Evaluation thoughts

- 以服务价值为导向，结合项目全生命周期不同阶段的要求
- 聚焦重点问题/重点方向，兼顾引导性
- 全方位、多角度、全周期地测量评价
- 地方管理责任落实和管理质量
- Focus on the value of services, considering the evaluation requirements of different stages throughout the project lifecycle
- Focus on key issues/ directions, while looking after potential issues
- Measure and evaluate in an all-round, multi-dimensional and full-cycle manner
- Local government responsible for management and management quality

- 综合考虑项目运行管理特点、服务产出结果呈现形式、数据来源
- 日常运行管理资料、监测数据、获得感（满意度）综合调查、调研复核
- 多种方式：线上+线下
- 互联网+智慧评价：信息化支撑；人工智能技术，穿透式监管
- Consider a whole set of factors such as the features of project operation management, the presentation of health service outputs and data sources
- Daily operation and management data, monitoring data, comprehensive survey of the public's sense of gains (satisfaction), research and review
- Multiple methods: online + offline
- Internet + smart evaluation: ICT support; AI technology, penetrative supervision

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

评价框架Evaluation framework

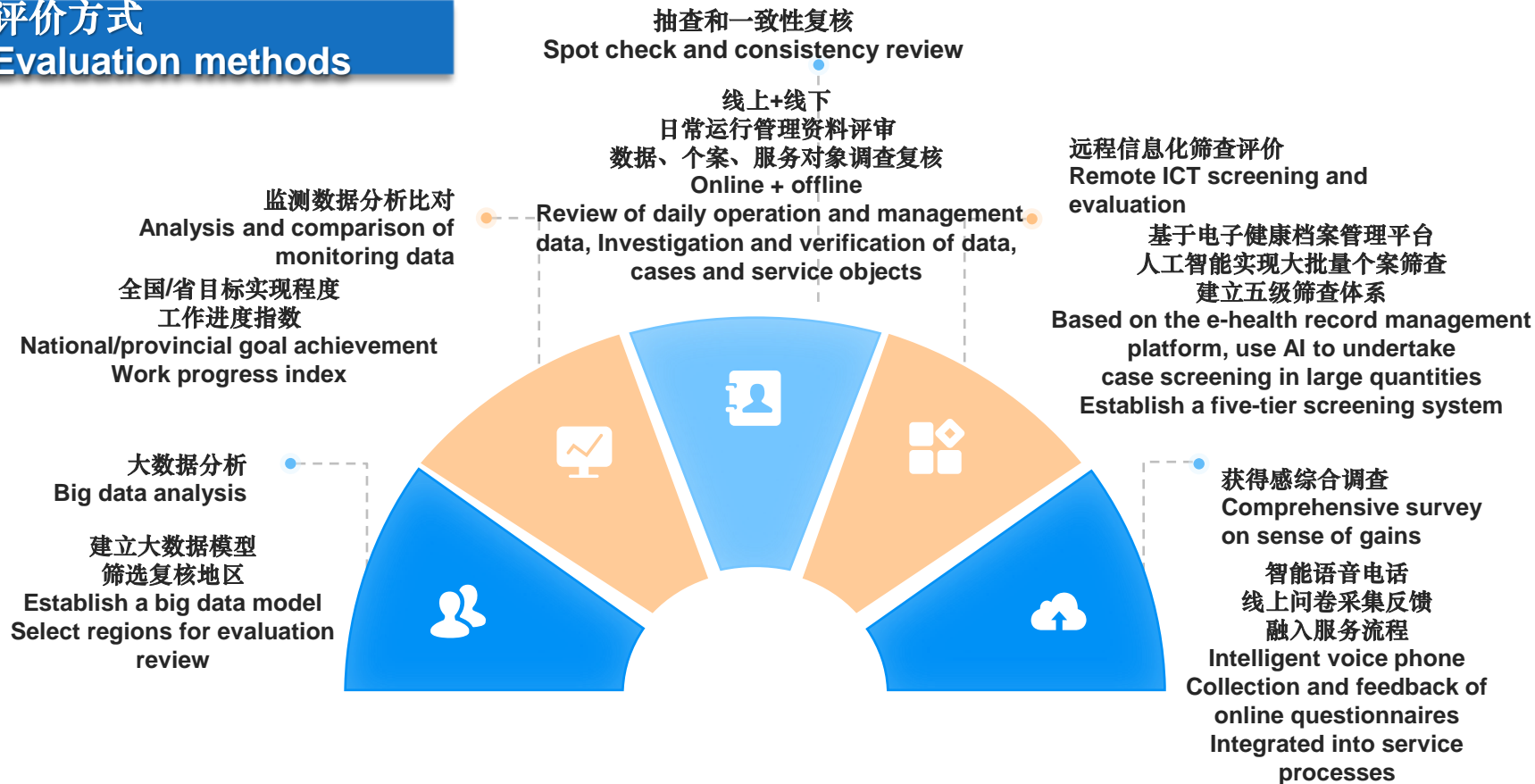
维度 Dimensions	范围 Scope	内容 Contents
项目预算管理 Project budget management	资金筹集和投入 资金分解下达 资金使用 Financing and investing Fund allocation and disbursement Fund use	转移支付资金从预算安排源头到使用末端全过程的筹集、分配、拨付、使用等情况 The whole process of transfer payment, from budget arrangement to fund use including financing, allocating, disbursing and using
项目运行和绩效管理 Project operation and performance management	全过程绩效管理 运行管理 Full-process performance management Operation management	全过程绩效管理重点环节：绩效目标管理→绩效运行监控→绩效评价实施→评价结果应用 部署和落实年度重点工作任务 信息化建设和应用 逐级管理责任落实，完善机制/制度建设 Key links of full-process performance management: performance target management → performance operation monitoring → performance evaluation implementation → evaluation result application Deploy and implement annual priorities ICT development and application Implement management responsibilities at each level, and improve mechanisms/systems
项目产出 Project outputs	绩效目标实现程度 Performance target attainment	服务提供的数量、质量 真实性、规范性（有效性） Service quantity and quality Authenticity and standardization (validity)
项目效益 Project benefits	综合获得感 其他效益 Comprehensive sense of gains Other benefits	服务对象的认知，满意度、有效性认同、健康状况等 服务对象其他直接或间接效益 Service recipients' recognition, satisfaction, acknowledgement of the project effectiveness and health status, etc. Service recipients' other direct or indirect benefits

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

评价方式

Evaluation methods

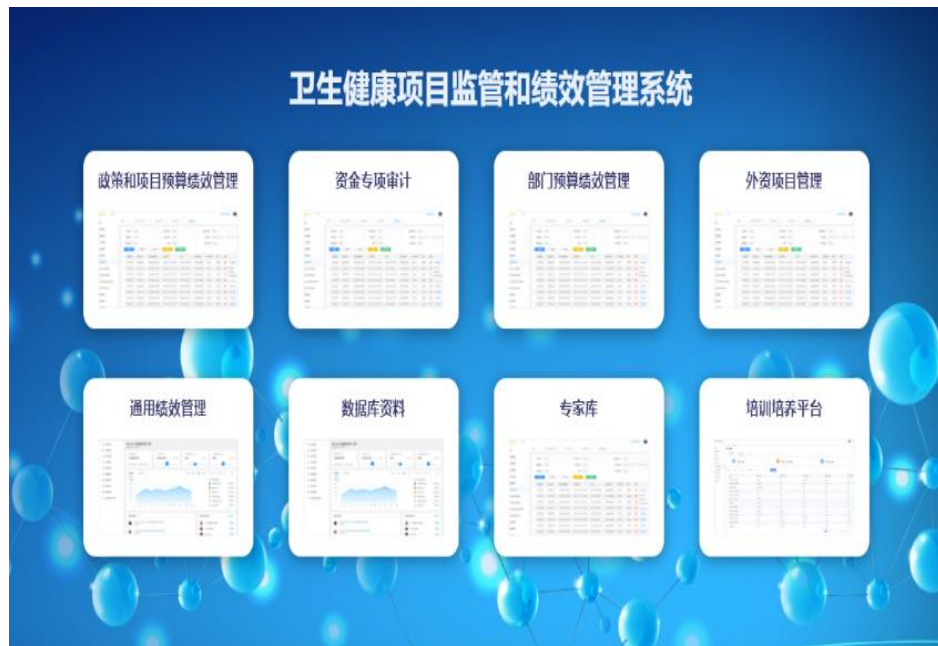


基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

信息化绩效评价系统和工具

ICT systems and tools for performance evaluation



智能化筛查工具：卫生健康项目监管和绩效评价系统

Intelligent screening tools: supervision and performance evaluation systems for health projects

- 促进以人为中心的健康信息的完整归集
- 对区域内对应的重点人群电子健康档案实行全覆盖筛查
- Promote the complete collection of people-centered health information
- Implement full-coverage screening of e-health records of key populations within a region

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

信息化绩效评价系统和工具

ICT systems and tools for performance evaluation

政策和项目预算绩效管理

↑ 数据上报

○ 事前绩效管理

○ 绩效运行监测

○ 绩效评价评估

○ 结果应用

○ 对外合作

- 覆盖绩效管理全过程
- 评价资料：上传，线上评审
- 评价工具表：无纸化、自动计算、内置逻辑；支持上传财务凭证，线上核查；支持数据导出
- 评价数据库：可视化展示；数据和资料导出汇总、导出、查询
- Covering the entire process of performance management
- Evaluation materials: upload, online review
- Evaluation tool table: paperless, automatic calculation, built-in logic; support the uploading of financial receipts and other evidence and online verification; support data export
- Evaluation database: visual display; summary, export and inquiry of data and information

绩效评价结果应用

Application of performance evaluation results

- 量化衡量和比较同时期、不同地区实施基本公共卫生服务项目，落实基本公共卫生服务均等化政策的进展和实现程度
- 绩效得分转换为绩效因素
- 为测算和调整项目资金分配提供参考
- 发挥绩效评价激励约束作用：绩效评价结果作为完善相关转移支付政策，调整以后年度预算申请、安排和分配，项目动态调整的重要参考依据
- Measure and compare the implementation process and service equalization levels of different BPHS programs across different regions of the same period
- Convert performance scores into performance factors
- Provide reference for cost estimate and fund adjustment
- Leverage performance evaluation as incentives and constraints: Performance evaluation results serve as an important reference for improving the transfer payment policy, for adjusting budget application, arrangement and distribution in subsequent years, and for adjusting project designs.

基本公共卫生服务项目绩效评价

Performance evaluation of basic public health service projects

适应医疗卫生工作新阶段、新发展、新要求

促进基层卫生健康事业高质量发展

Adapt to the new stage, new development and new requirements of medical and health work

Promote the quality development of primary healthcare

突出对健康结果（效果）的衡量，加强对效果/效益的跟踪评估和分析

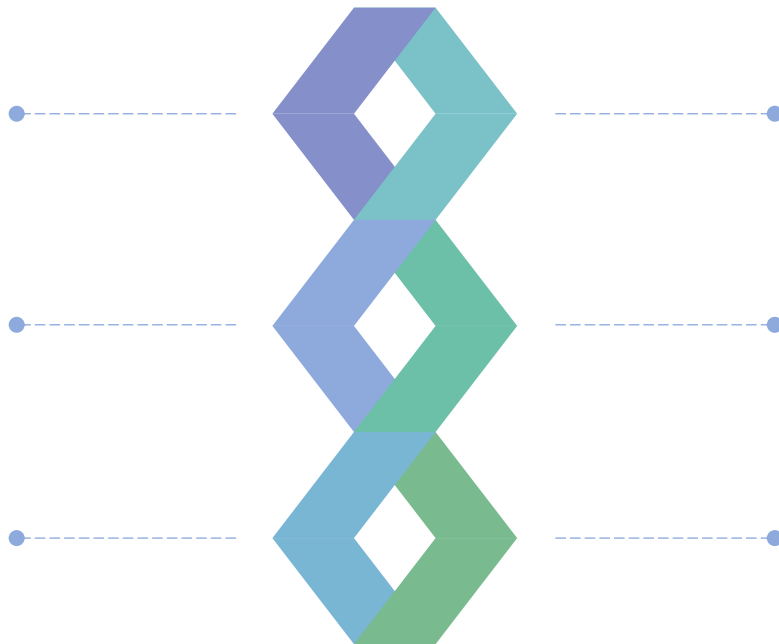
Emphasize the measurement of health outcomes (effects), and strengthen the follow-up evaluation and analysis of effects/benefits

创新优化绩效评价方式方法：穿透式监管，智慧化、现代化评价

Innovate and optimize performance evaluation methods: penetrative supervision, intelligent and modern evaluation

强化绩效评价结果对决策的支撑力度，优化绩效激励机制

Strengthen the support of performance evaluation results for decision-making and optimize the performance incentive mechanism



信息化数字化支撑：数据联通共享、一数之源、大数据应用、人工智能。

ICT and digital support: data connectivity and sharing, only one source for each data point, big data application, artificial intelligence

健全完善政策和项目全过程预算绩效管理各环节的机制、行业标准

Improve the mechanisms and industry standards for all links of the full-process budget performance management of policies and projects

突出投入价值导向，优化资金/卫生资源配置效率和投入方向

Emphasize investment in value and optimize the fund allocation and investment orientation of capital/health resources



感谢聆听!
Thank you for listening

国家卫生健康委项目资金监管服务中心
Project Funding Supervision Service Center,
National Health Commission, PRC