



# Technical Assistance Report

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Project Number: 50354-001  
Knowledge and Support Technical Assistance (KSTA)  
August 2017

## People's Republic of China: Policy and Social Work Services for Vulnerable Children

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Asian Development Bank

## CURRENCY EQUIVALENTS

(as of 7 August 2017)

Currency unit	–	yuan (CNY)
CNY1.00	=	\$0.1489
\$1.00	=	CNY6.7179

## ABBREVIATIONS

ADB	–	Asian Development Bank
MOCA	–	Ministry of Civil Affairs
PRC	–	People's Republic of China
TA	–	technical assistance

## NOTE

In this report, "\$" refers to United States dollars.

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## KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 50354-001	
Project Name	Policy and Social Work Services for Vulnerable Children	Department /Division	EARD/EASS
Nature of Activity	Policy Advice	Executing Agency	Ministry of Civil Affairs
Modality	Regular		
Country	China, People's Republic of		
2. Sector	Subsector(s)	ADB Financing (\$ million)	
✓ Public sector management	Social protection initiatives		0.32
Education	Education sector development - social protection initiatives		0.08
		Total	0.40
3. Strategic Agenda	Subcomponents	Climate Change Information	
Inclusive economic growth (IEG)	Pillar 3: Extreme deprivation prevented and effects of shocks reduced (Social Protection)	Climate Change impact on the Project	Low
4. Drivers of Change	Components	Gender Equity and Mainstreaming	
Governance and capacity development (GCD)	Institutional development Institutional systems and political economy Organizational development	Effective gender mainstreaming (EGM)	✓
Knowledge solutions (KNS)	Knowledge sharing activities		
5. Poverty and SDG Targeting		Location Impact	
Geographic Targeting	No	Nation-wide	High
Household Targeting	No		
SDG Targeting	Yes		
SDG Goals	SDG3, SDG10		
6. Risk Categorization	Low		
7. Safeguard Categorization	Safeguard Policy Statement does not apply		
8. Financing			
Modality and Sources		Amount (\$ million)	
ADB		0.40	
Knowledge and Support technical assistance: Technical Assistance Special Fund		0.40	
Cofinancing		0.00	
None		0.00	
Counterpart		0.00	
None		0.00	
Total		0.40	

## I. INTRODUCTION

1. The Government of the People's Republic of China (PRC) has requested support to respond to the needs of vulnerable children through support from social workers in the delivery of services to vulnerable children. The proposed knowledge and support technical assistance (TA) will support the Ministry of Civil Affairs (MOCA) to develop policy recommendations which will strengthen social work services for vulnerable children through (i) research on international experience, (ii) development of guidelines for service standards, and (iii) training requirements for social workers.<sup>1</sup> This will help improve the social protection system for vulnerable children and ensure that their needs are better met.

2. The TA is aligned with the Asian Development Bank (ADB) country partnership strategy for the PRC, 2016–2020,<sup>2</sup> the Social Protection Operational Plan, 2014–2020,<sup>3</sup> and is included in the PRC country operations business plan, 2017–2019.<sup>4</sup> The TA is also aligned with the PRC Thirteenth Five-Year Plan which states that there will be sustained commitment to “provide care, psychological counseling, and other services for children in need” in addition to “providing special care for left-behind children in rural areas.”<sup>5</sup>

## II. ISSUES

3. The PRC has been experiencing rapid demographic and social change as a result of economic growth since the 1980s. The shift from a centrally planned to a market-based economy in 1978 led to rapid economic and social development, with an average gross domestic product growth of nearly 10% since 1978, and nearly 800 million people being pulled out of poverty.<sup>6</sup> This rapid growth has, however, brought with it a set of challenges and new vulnerabilities, especially for children, including increased inequality, pockets of persistent poverty, and changing family structures driven in part by rapid urbanization, internal migration, and industrialization. One such vulnerability due to regionally unbalanced economic growth, specific to the PRC, is a consequence of rural–urban migration and the *hukou* system,<sup>7</sup> where children are left behind in rural areas by parents in search of better employment opportunities. Despite significant reductions in the number of children left-behind over the past few years, this is still a substantial issue.<sup>8</sup> This remains one vulnerability facing children, though many others exist including unequal opportunity, poverty, and inequality.

4. Unbalanced economic growth has created a group of children who are vulnerable because of poverty, disability, special needs, or failing parental care. In the Thirteenth Five-Year Plan, the PRC has outlined plans to promote better care and protection for vulnerable children “living in difficulties.” This is defined as children left behind by parents, those living in poverty, those living with disability, orphans, and children without parental care. Most recently, in 2016, PRC State

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<sup>1</sup> The TA first appeared in the business opportunities section of the ADB website on 3 July 2017.

<sup>2</sup> ADB. 2016. *Transforming Partnership: People's Republic of China and Asian Development Bank, 2016–2020*. Manila.

<sup>3</sup> ADB. 2013. *Social Protection Operational Plan, 2014–2020*. Manila.

<sup>4</sup> ADB. 2017. *Country Operations Business Plan: People's Republic of China, 2017–2019*. Manila.

<sup>5</sup> Government of the PRC, State Council. 2015. *National Economy and Social Development Thirteenth Five-Year Plan, 2016–2020*. Beijing.

<sup>6</sup> The World Bank. China Overview. <http://www.worldbank.org/en/country/china/overview>

<sup>7</sup> Established in the 1950s, the *hukou* system ties people to their place of residence by making government services only available in an individual's location of origin. Individuals who would like to move permanently to another location outside of their rural area, city, town, or township boundaries require approval for *hukou* change from local authorities.

<sup>8</sup> Current estimates are approximately 9.2 million left behind children nationwide. P. Huang. 2016. China Ministry Releases Latest Data on “Left-behind” Children. *All China Women's Federation*. 17 November. <http://www.womenofchina.cn/womenofchina/html1/survey/1611/3666-1.htm>

Council Order No. 36: Opinions on Strengthening the Guarantee for Destitute Children outlined the need for social work to help rehabilitate and improve the lives of vulnerable children.<sup>9</sup> Vulnerable children have special needs and may be neglected for a number of social, political, and economic reasons. The purpose of this TA is to help MOCA develop the necessary policies and social work system which will be able to support vulnerable children across all of the categories adduced above, to ensure their well-being and opportunities in society.

5. **Lessons.** ADB has been involved in assisting the PRC and MOCA in developing their social protection programs through several TA projects, including Strategies for Involving Social Workers in Social Assistance<sup>10</sup> and Social Work Services Policy and Delivery Modes for the Elderly with Special Difficulties.<sup>11</sup> Both these projects (i) reflect the ongoing collaborative effort to develop the area of social work as a necessary support for vulnerable groups and as a professional occupation well embedded in the social protection system; and (ii) provide valuable lessons on (a) the importance of assessing social work services for different vulnerable groups, (b) properly planning for the development of social work services, and (c) developing standards and trainings for social workers. The area of social work for vulnerable children is still underdeveloped and in need of rapid improvement.

6. MOCA seeks to expand the role of social workers in providing social assistance to vulnerable children. To accomplish this, systems are necessary to better define the needed services, link social workers to vulnerable children, and train social workers appropriately on how to deal with special issues arising for vulnerable child populations. Several key issues require attention to promote engagement of social workers in reaching and assisting vulnerable children. First, a strong policy framework and recommendations for strategies to strengthen social work services for vulnerable children are needed. Second, guidelines for service models of engaging social workers to assist vulnerable children need to be developed. Third, guidelines on training requirements for social workers to manage and work with vulnerable children are needed. And fourth, an assessment report for an information technology system to coordinate and manage social work services has to be crafted.

### III. THE TECHNICAL ASSISTANCE

#### A. Impact and Outcome

7. The TA is aligned with the following impact: policy environment for social work services for vulnerable children strengthened (PRC State Council Order No. 36: Opinions on Strengthening the Guarantee for Destitute Children) (footnote 9). The TA will have the following outcome: social work system for vulnerable children strengthened.

#### B. Outputs, Methods, and Activities

8. **Output 1: Policy recommendations and operational guidelines on strengthening social work services for vulnerable children developed.** The TA will review international and

<sup>9</sup> Government of the PRC, State Council.

[http://english.gov.cn/archive/state\\_council\\_gazette/2016/12/30/content\\_281475528704218.htm](http://english.gov.cn/archive/state_council_gazette/2016/12/30/content_281475528704218.htm) (accessed on 5 June 2017).

<sup>10</sup> ADB. 2016. *Technical Assistance to the People's Republic of China for Strategies for Involving Social Workers in Social Assistance*. Manila.

<sup>11</sup> ADB. 2015. *Technical Assistance to the People's Republic of China for Social Work Services Policy and Delivery Modes for the Elderly with Special Difficulties*. Manila.

national literature and prior and ongoing experience in the PRC surrounding social worker engagement in providing services to vulnerable children. The study report should focus on policies, financing options and scope of service delivery, quality, and safety monitoring with a specific section on gender analysis. The study report should also seek to understand, discuss, and analyze how the PRC's economic transformation has affected current policies for vulnerable children, in addition to considering existing estimates of the number of vulnerable children within the country and, if possible, trends in the data across years. The study report will be disseminated to policy makers and practitioners from MOCA departments. The TA will study the needs of vulnerable children in the PRC with gender-specific issues highlighted, and identify and prepare guidelines and an implementation framework for social work services and their delivery. The TA will facilitate an international study tour in identified countries where there has been best practice in designing social work services for vulnerable children. Relevant officials of the ministry and bureaus of civil affairs will be consulted on the countries of greatest relevance for the PRC, where there can be some learnings gleaned. In addition, the TA will develop guidelines on training needs for social workers who will work with vulnerable children. The guidelines will provide a framework on training needs in areas where social workers should be trained to support vulnerable children.

9. **Output 2: Assessment report of potential information technology system and database prepared.** The TA will conduct a needs assessment for a secure information technology database and management system to be set up to coordinate, assess, and manage services, and monitor social workers and link them to vulnerable children across rural and urban areas with guidance on methods for collecting sex-disaggregated data. The database will be a decision support system which is gender responsive. The assessment report will determine the financing and other sustainability requirements of a potential database system and all other issues to set it up.

10. **Output 3: Awareness of social work services for vulnerable children enhanced.** Two workshops and a final conference, with participation from central and provincial government officials, other international partners, and civil society stakeholders, will be held to discuss and disseminate TA findings and policy recommendations. A knowledge product on social work services for vulnerable children will be prepared and a final TA report will be submitted to MOCA and ADB.

## **C. Cost and Financing**

11. The TA is estimated to cost \$500,000, of which \$400,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-other sources). The key expenditure items are listed in Appendix 2.

12. The government will provide counterpart support in the form of office accommodation and venues for meetings, counterpart staff and allowances, miscellaneous administration expenses, and other in-kind contributions.

## **D. Implementation Arrangements**

13. The executing agency will be the MOCA and the implementing agency is the Department of Social Work. ADB will administer the TA and select, supervise, and evaluate the consultants in accordance with ADB's Guidelines on the Use of Consultants (2013, as amended from time to time). The TA will be implemented from September 2017 to August 2019.

### Implementation Arrangements

Aspects	Arrangements			
Indicative implementation period	September 2017– August 2019			
Executing agency	Ministry of Civil Affairs			
Implementing agency	Department of Social Work			
Consultants <sup>a</sup>	To be selected and engaged by ADB			
	ICS	Team leader and specialist in social work for children	8 person-months	\$51,000
	ICS	Senior specialist in social work for children	4 person-months	\$83,600
	ICS	Specialist on service standards and models for social work for children	5 person-months	\$31,400
	ICS	IT specialist	5 person-months	\$31,000
	ICS	Specialist on service training guidelines	4 person-months	\$25,000
	ICS	Administrative assistant	6 person-months	\$18,000
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2010, as amended from time to time).			
Asset turnover or disposal arrangement upon TA completion	Not applicable.			

ADB = Asian Development Bank, ICS = individual consultant selection, IT = information technology, TA = technical assistance.

<sup>a</sup> The cost estimates for consultants only reflects the remuneration and not the per diem.

Source: Asian Development Bank.

14. **Consulting services.** The consultants will be engaged by ADB in accordance with the Guidelines on the Use of Consultants (2013, as amended from time to time).<sup>12</sup> The consultants will be selected based on their academic qualifications and relevant work experience. An international consultant and five national consultants will be selected based on their academic qualifications and relevant work experience, for total consulting inputs of 32 person-months (4 person-months international and 28 person-months national).<sup>13</sup>

## IV. THE PRESIDENT'S DECISION

15. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$400,000 on a grant basis to the Government of the People's Republic of China for Policy and Social Work Services for Vulnerable Children, and hereby reports this action to the Board.

<sup>12</sup> Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3).

<sup>13</sup> Lump-sum payments or output-based contracts will be considered for consulting services under the TA in line with Midterm Review Action Plan Nos. 2.9.2 and 2.10.2.



## DESIGN AND MONITORING FRAMEWORK

Impact the TA is aligned with Policy environment for social work services for vulnerable children strengthened (PRC State Council Order No. 36: Opinions on Strengthening the Guarantee for Destitute Children) <sup>a</sup>			
Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
<b>Outcome</b> Social work system for vulnerable children strengthened	a. By 2019, At least three policy recommendations and operational guidelines endorsed by MOCA (2017 baseline: 0)	a. MOCA certification	Potential ineffective coordination among government bodies  Accelerated policy requirements overtake study time frame
<b>Outputs</b> 1. Policy recommendations and operational guidelines on strengthening social work services for vulnerable children developed	1a. A study report prepared by 2018 that includes policy recommendations and a section on gender analysis (2017 baseline: NA; target: 1)  1b. Guidelines for service standards and service models for vulnerable children developed by 2018 with attention to possible differential needs for male and female children (2017 baseline: NA; target: 1 report prepared)  1c. Guidelines on training requirements for social workers developed with gender-responsive methods emphasized by 2018 (2017 baseline: NA; target: 1 report prepared)	1a–c. TA midterm report	
2. Assessment report of potential IT system and database prepared	2a. Assessment report prepared by 2018 with guidelines to develop an IT system for social workers to track vulnerable children with specific guidance on sex-disaggregated data (2017 baseline: NA; target: 1)	2a. TA midterm report	Lack of availability of existing social work data and understanding of MOCA needs  Potential issues in IT system development
3. Awareness of social work services for vulnerable children enhanced	3a. At least 70% of participants of the final conference have improved understanding on social work services for vulnerable children by 2019 (2017 baseline: NA; target: 1)	3a–b. TA final report and knowledge product	

Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
	3b. Knowledge product prepared by 2019 (2017 baseline: NA; target: 1)		
<b>Key Activities with Milestones</b> <b>1. Policy recommendations and operational guidelines on strengthening social work services for vulnerable children developed</b> 1.2 Review and develop a study report on national and international literature and experiences on social work services for vulnerable children by February 2018 1.3 Organize an overseas study tour on developing, planning, financing, implementing, and monitoring social worker services for vulnerable children by April 2018 1.4 Develop guidelines for service standards and service models for vulnerable children by March 2018 and update by November 2018 1.5 Conduct a survey on the needs of vulnerable children in the PRC and training needs for social workers by April 2018 1.6 Develop training guidelines for social workers to provide services to vulnerable children by March 2018 and update by November 2018 <b>2. Assessment report of potential information technology system and database prepared</b> 2.1 Identify necessary information needs of managers, decision makers, and contracted organizations implementing social work services for vulnerable children by April 2018 2.2 Define indicators that can be measured through IT database by June 2018 2.3 Prepare and complete assessment report for potential IT system and database by November 2018 <b>3. Awareness of social work services for vulnerable children enhanced</b> 3.1 Organize an inception workshop with key stakeholders to validate the objective and methodology of the TA with key stakeholders by November 2017 3.2 Organize a midterm review workshop by June 2018 3.3 Prepare a bilingual knowledge product on social work service standards and delivery modes for vulnerable children in the PRC and associated dissemination plan by April 2019 3.4 Prepare the final TA report by May 2019 3.5 Hold a final conference on TA dissemination of outputs and policy recommendations in July 2019			
<b>Inputs</b> ADB: \$400,000 Note: The government will provide counterpart support in the form of office accommodation and venues for meetings, counterpart staff and allowances, miscellaneous administration expenses, and other in-kind contributions.			
<b>Assumptions for Partner Financing</b> Not applicable			

ADB = Asian Development Bank, IT = information technology, MOCA = Ministry of Civil Affairs, NA = not applicable, PRC = People's Republic of China, TA = technical assistance.

<sup>a</sup> Government of the PRC, State Council.

[http://english.gov.cn/archive/state\\_council\\_gazette/2016/12/30/content\\_281475528704218.htm](http://english.gov.cn/archive/state_council_gazette/2016/12/30/content_281475528704218.htm) (accessed on 5 June 2017).

Source: Asian Development Bank.

### COST ESTIMATES AND FINANCING PLAN

(\$'000)

Item	Amount
<b>Asian Development Bank<sup>a</sup></b>	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	83.6
ii. National consultants	156.4
b. Out-of-pocket expenditures	
i. International and local travel	17.5
ii. Reports and communications	5.0
iii. Miscellaneous administration and support costs <sup>b</sup>	5.0
2. Surveys	20.0
3. Training, seminars, workshops, forum, and conferences <sup>b</sup>	
a. Resource persons	16.5
b. Study tours <sup>c</sup>	50.0
c. Workshops	16.0
4. Contingencies	30.0
<b>Total</b>	<b>400.0</b>

Note: The technical assistance (TA) is estimated to cost \$500,000, of which contributions from the Asian Development Bank are presented in the table above. The government will provide counterpart support in the form of office accommodation and venues for meetings, counterpart staff and allowances, miscellaneous administration expenses, and other in-kind contributions. The value of government contribution is estimated to account for 20% of the total TA cost.

<sup>a</sup> Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF-other sources).

<sup>b</sup> Includes translation and interpretation costs.

<sup>c</sup> Study tours will be in an ADB member country where there have been some best practices in designing social work services to fit the needs of vulnerable children.

Source: Asian Development Bank estimates.

**LIST OF LINKED DOCUMENTS**

<http://www.adb.org/Documents/LinkedDocs/?id=50354-001-TARreport>

1. Terms of Reference for Consultants