



Technical Assistance Report

Project Number: 50033-001
Policy and Advisory Technical Assistance (PATA)
June 2016

People's Republic of China: Strategies for Involving Social Organizations in Social Assistance

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 6 May 2016)

Currency unit	–	yuan (CNY)
CNY1.00	=	\$0.1536
\$1.00	=	CNY6.5118

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 US dollars.

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POLICY AND ADVISORY TECHNICAL ASSISTANCE AT A GLANCE

1. Basic Data		Project Number: 50033-001	
Project Name	Strategies for Involving Social Organizations in Social Assistance	Department /Division	EARD/PRCM
Country	China, People's Republic of	Executing Agency	Ministry of Civil Affairs
2. Sector	Subsector(s)	ADB Financing (\$ million)	
✓ Public sector management	Social protection initiatives		0.40
		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)	Civil society participation	Effective gender mainstreaming (EGM)	✓
Knowledge solutions (KNS)	Organizational development		
	Knowledge sharing activities		
5. Poverty Targeting		Location Impact	
Project directly targets poverty	No	Rural	Medium
		Urban	Medium
6. TA Category:	B		
7. Safeguard Categorization	Not Applicable		
8. Financing			
Modality and Sources		Amount (\$ million)	
ADB		0.40	
Policy and advisory technical assistance: Technical Assistance Special Fund		0.40	
Cofinancing		0.00	
None		0.00	
Counterpart		0.00	
None		0.00	
Total		0.40	
9. Effective Development Cooperation			
Use of country procurement systems		No	
Use of country public financial management systems		No	

I. INTRODUCTION

1. During the 2015 country program mission, the Government of the People's Republic of China (PRC) requested the Asian Development Bank (ADB) to provide technical assistance (TA) to the Ministry of Civil Affairs (MOCA) for Strategies for Involving Social Organizations in Social Assistance. ADB included the proposed policy and advisory TA in its country operations business plan, 2016–2018 for the PRC.¹ ADB approved the TA concept paper on 29 April 2016. On 5 May 2016, ADB conducted a fact-finding mission and reached an agreement with the government on the impact, outcome, outputs, terms of reference for consultants, cost estimates, financing plan, and implementation arrangements. The design and monitoring framework is in Appendix 1.²

II. ISSUES

2. The PRC is now an upper-middle-income country. After years of reducing widespread rural poverty, the government is now focusing on the remaining concentrations of persistent poverty and on the quality and reach of its social assistance to vulnerable households.³ The PRC has also introduced a reform agenda to redefine the role of government in relation to society and the market.⁴ In the social sector, this agenda includes creating a service-oriented government that is focused more on funding, regulating, and evaluating social assistance activities and less on managing and controlling each stage of delivery and assessment of these activities. The reform agenda is also intended to create more opportunities to involve nongovernmental entities, such as social organizations,⁵ in delivering social assistance.

3. The new, increasingly diverse, and often gendered social needs that have arisen from rapid urbanization, population migration, an aging population, evolving family structures, geographically unequal growth, and economic rebalancing are driving the need for social organizations to be more engaged in social assistance. New increasingly individualized needs of the poor and vulnerable now include household- and community-based care for elders and children (including family members left behind in rural areas), the provision of counseling and information, community-based mental health care and disability management, and a range of means-tested social assistance investigations, incentive arrangements, and third-party verification. As traditional support networks attenuate or break, earlier models of government assistance—through the provision of basic welfare goods (such as clothing, food, and bedding)—and cash transfers are becoming insufficient. To access, use, and benefit from social assistance, the poor and other vulnerable populations need new sources of services, information, and facilitation. The scope of social assistance is also expanding. For instance, the

¹ ADB. 2016. *Country Operations Business Plan: People's Republic of China, 2016–2018*. Manila.

² The TA first appeared in the business opportunities section of ADB's website on 9 May 2016.

³ MOCA's social assistance includes the Minimum Livelihood Guarantee System (*dibao*); Support for the Destitute; and some forms of medical, educational, housing, employment, and temporary assistance. Some schemes are huge, with urban *dibao* assisting 18.77 million people and rural *dibao* 52 million as of 2014.

⁴ People's Republic of China, State Council. 2016. *Opinions of the State Council on Further Improving the System of Assistance and Support for People in Extreme Poverty*. Beijing. This publication notes that "senior citizens, physically challenged people who cannot support themselves, and minors under the age of 16 but without supervisors, or with supervisors who cannot support them, are eligible for relief and support from the government. Government should provide basic support for daily necessities for these groups and basic care services for those who cannot take care of themselves."

⁵ Social organizations are defined as "not-for-profit organizations that are formed voluntarily by Chinese citizens in order to realize the shared objectives of their members, carrying out activities in accordance with their charter." People's Republic of China, State Council. 1998. *Regulations on the Registration and Administration of Social Organizations*. Beijing. These organizations include professional associations, urban and rural social service organizations, and chambers of commerce.

November 2015 decisions of the Communist Party of China Central Committee and the State Council on Winning the Tough Battle against Poverty outline processes for rural poverty reduction to 2020. It proposed making greater use of social assistance to support extremely poor rural residents, particularly through the minimum subsistence allowance (*dibao*) system and the temporary social assistance system. Service quality for both of these MOCA schemes will also be strengthened. Social expectations have also been rising along with changing social structures and needs. As a result, social satisfaction, stability, and inclusion have become important elements for social assistance and for broader economic development efforts, particularly as the PRC rebalances economically to meet new environmental objectives. These changes make it essential to improve the targeting, quality, and evaluation of social assistance.

4. The Government of the PRC has begun to recognize the increasing capacity of social organizations to help meet social assistance needs. In particular, outsourcing social assistance to social organizations can improve service quality, strengthen outreach to underserved groups, fill service gaps, enhance innovation, and increase client satisfaction. Under the right conditions, outsourcing can also foster partnerships between the government and social organizations by taking advantage of each partner's strengths. For example, the government is generally well suited to overall program administration, coverage of large areas, and the provision of cash transfers; however, its delivery of local, targeted social assistance is often weak or absent. By comparison, social organizations are particularly adept at customized, micro-level service provision and improvements—in some cases because members of social organizations belong to, or have a deep understanding of and acceptance from, the vulnerable populations they serve.⁶ Social organizations assign high priority to client identification of problems and ownership of responses, and are thus in an ideal position to complement the government's cash-based welfare programs through noncash services and support. Such efforts may include the creative pooling of resources to efficiently deliver multiple services and improve service quality. Some social organizations attract additional funding and human resources through donations and volunteering, bringing more resources into the sector and helping to use them more effectively. These characteristics help strengthen the sustainability of social assistance and increase client satisfaction.⁷

5. The government has initiated a process to develop legislative and operational mechanisms for subnational levels of MOCA—which are civil affairs agencies at provincial, ethnic autonomous region, city, district or county levels—to contract social assistance delivery to social organizations. The process began in 2013, with the State Council Guiding Opinions on Government Purchase of Social Services—which was followed in 2014 by the State Council Temporary Measures for Social Assistance. These documents recognize the role of social organizations in providing quality services, generating and managing donations, recruiting and organizing the work of volunteers, and managing other aspects of social service provision. However, neither is specific enough for effective local implementation.

6. Moreover, social organizations have been rather slow to engage in contracted social assistance delivery. Among the reasons are (i) information asymmetry on opportunities and expectations and the resulting lack of mutual understanding between local civil affairs agencies and social organizations; (ii) limited program scope that limits social organization opportunities for innovation; (iii) rigid procurement requirements (e.g., qualifications, funding limits, and

⁶ M. Jagusztyn. 2014. Scaling Up Social Service Outsourcing in China: An Exploratory Study of HIV CSOs in Yunnan. *China Development Brief*. 14 January.

⁷ ADB. 2009. *Final Report on Government Procurement of Public Services in the People's Republic of China*. Manila (TA 4790-PRC).

project duration); and (iv) social organizations' inability to make use of the financial subsidies and other incentives that were intended to encourage contracting. Some initial pilots have been carried out by subnational levels of MOCA, but the findings have not been synthesized by national MOCA staff to inform policy improvement. Recommendations for strengthening the capacity of MOCA and social organizations to undertake service contracting are urgently needed. In particular, it is important to research, identify, and pilot specific mechanisms for effective contracting of MOCA subnational-level social assistance to social organizations. Such efforts would focus on the content of contracting arrangements, funding sources, assessment, evaluation, supervision, and administration. The litmus test for social assistance reform is the quality of governance, implementation, effectiveness, and inclusiveness. Clearly, the development of a stronger enabling environment—including specific local processes for contracting social organizations to deliver MOCA social assistance—is critical.

III. THE POLICY AND ADVISORY TECHNICAL ASSISTANCE

A. Impact and Outcome

7. The impacts will be a specific, market-oriented procurement method and improved MOCA subnational-level contracting of social assistance delivery from social organizations. The outcome will be a stronger enabling environment and local processes for MOCA contracting of social assistance delivery to social organizations. The impact and outcome will be evident from (i) the adoption of new, national-level administrative guidance for contracting social organizations for social assistance delivery; and (ii) MOCA's use of contracting strategies, guidelines, indicators, and gender-sensitive case studies to train selected MOCA national and subnational-level staff from pilot locations.

B. Methodology and Key Activities

8. The TA will conduct policy analysis; multi-province surveys;⁸ in-depth field interviews; data collection; an international training study tour to ADB member countries; and substantial consultations with PRC and international social organizations, MOCA social assistance agencies at all levels, and specialists to achieve four outputs: (i) the creation of timely interim and final policy recommendations for improving MOCA subnational-level contracting of social assistance from social organizations; (ii) the creation of contracting strategies, guidelines, and indicators; (iii) the creation of gender-sensitive case studies; and (iv) the creation and sharing of knowledge products and findings.

9. **Output 1: Provision of timely interim and final policy recommendations.** The TA will assist MOCA to strengthen the enabling environment for contracting social organizations to deliver social assistance. This will entail reviewing national and international policies, practices, and experiences; and preparing policy-level recommendations. Research and recommendations will take the form of bilingual, peer-reviewed reports and policy brief(s), including a TA completion report and four subreports on (i) international and regional good practices; (ii) national experiences; (iii) contracting strategies, guidelines, and indicators; and (iv) case studies.

10. **Output 2: Development of strategies, guidelines, and indicators.** The TA will assist MOCA to develop contracting strategies, guidelines, and indicators and to outline the necessary procedures, skills, and resources required. This will entail (i) conducting surveys and interviews

⁸ The provinces proposed initially by the Ministry of Civil Affairs were Guangdong (eastern PRC), Anhui (central PRC), and Sichuan (western PRC); both Anhui and Sichuan are located within the Yangtze River Economic Belt.

in western, central, and eastern PRC; (ii) conducting workshops and discussion groups on contracting strategies, guidelines, and indicators; (iii) preparing a contracting strategies, guidelines, and indicators subreport for the completion report and policy brief(s); and (iv) ensuring that selected MOCA national and subnational level-staff are trained on the contracting strategies, guidelines, and indicators and are capable of training other MOCA subnational staff.

11. **Output 3: Production of gender-sensitive case studies.** The TA will assist MOCA to assess the (i) status and needs of the MOCA system at national and subnational levels and (ii) interest and capacity of social organizations to provide contracted delivery of MOCA subnational-level social assistance. This will entail analyzing and documenting pilot and nonpilot experiences to create gender-sensitive case studies of the skills, contracted activity content, delivery channels, and benefits that social organizations can contribute; and the constraints and concerns that can affect the engagement of stakeholders, such as different levels of government, institutions, social organizations, communities, and households. Findings will be included in a case study subreport and at least 16 case studies for use in training and/or teaching.

12. **Output 4: Creation and sharing of knowledge products and findings.** The TA will assist MOCA to document national and international contracting experiences in social assistance delivery by social organizations through case studies, synthesis of pilot experience, guidelines and indicators, policy brief(s), outputs from the training study tour, and other reporting. These materials will be disseminated according to the TA knowledge-dissemination plan and used in a trial train-the-trainers program for selected MOCA staff from at least six provinces. MOCA will publish at least two journal articles on the training study tour findings.

13. The key risks to achieving the expected outputs and outcome are as follows: (i) reform changes may occur faster than planned and make TA recommendations less relevant, and (ii) the priority (and associated funding) that the national government has assigned to contracted social assistance may not be sustained. The TA will attempt to reduce these risks by (i) monitoring government policy agendas and the related policy environment and time frames; (ii) disseminating interim findings to key stakeholders, including social organizations; and (iii) organizing quarterly coordination meetings with the MOCA national-level departments for social assistance and international cooperation. These two departments also oversee and advise on social assistance and international cooperation work performed by subnational levels of MOCA.

C. Cost and Financing

14. The TA is estimated to cost \$450,000, of which \$400,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-other sources). The government will provide counterpart support in the form of counterpart staff, office space and supplies, data and information, travel costs and per diem for MOCA counterpart staff and national and local government officials to visit study sites, and other in kind contributions.

D. Implementation Arrangements

15. MOCA will be the executing agency. The TA will be implemented from 1 August 2016 to 31 May 2018.

16. In consultation with MOCA, ADB will recruit individual national and international consultants to serve as short-term resources. The TA will engage the consultants in accordance with ADB's Guidelines on the Use of Consultants (2013, as amended from time to time) and will

finalize the terms of reference for resource persons, including duration and expected results. Proceeds of the TA will be disbursed in accordance with ADB's *Technical Assistance Disbursement Handbook* (2010, as amended from time to time). The TA will require 31 person-months of individual consulting services from three national and two international consultants.

17. A national expert on government procurement of social assistance will act as team leader and assume overall responsibility for writing and disseminating reports; organizing the survey design and implementation, the fieldwork plan, project meetings, and international and national workshops, including training on contracting strategies, guidelines, and indicators; completing the policy brief(s) and TA completion report, including the subreport on national and pilot contracting experiences; and contributing to the development of a contracting strategies, guidelines, and indicators subreport (10 person-months). A national expert on PRC social organizations will work with team members; conduct field visits, interviews, and focus groups to develop the case study subreport and to trial case study use in teaching and or training; and support training, the conduct of meetings, and the dissemination of the TA (8 person-months). An international expert on social sector institutions and governance will review international social organization contracting practices and document the findings in a subreport; coordinate the international training study tour, including reviewing pre- and post-tour documentation; and assist in the development of a contracting strategies, guidelines, and indicators subreport and the dissemination of the TA findings and knowledge products (4 person-months). An international expert on contracting for social assistance will review good national and international practices and case studies; conduct meetings and interviews; and take prime responsibility for developing and documenting the contracting strategies, guidelines, and indicators and associated subreport (4 person-months). A national administrative and financial assistant will assist with logistics, including administering fieldwork, meetings, and dissemination planning (5 person-months). An international training study tour will be provided by a reputable training institution with which ADB will enter into a service agreement.

18. The TA will have project-specific indicators and targets, including timely implementation, progress reporting, and periodic deliverables. ADB and the MOCA departments of social assistance and international cooperation will hold quarterly coordination meetings to assess and document overall progress and ensure timely outputs and effective dissemination. The consultant team leader and MOCA and ADB focal points will engage in a self-evaluation at the concluding quarterly coordination meeting.

19. Good practices and lessons learned will be widely disseminated through stakeholder meetings; a bilingual TA completion report, subreports, and policy brief(s); guidelines and indicators; case studies; a training study tour report; and MOCA journal articles. In particular, the MOCA TA focal point will provide MOCA leadership with interim findings, the TA completion report, policy brief(s), and MOCA journal articles for consideration in developing new policy and legislation. MOCA will provide printed TA guidelines to its provincial departments of civil affairs and will offer incentives for voluntary adoption.

IV. THE PRESIDENT'S DECISION

20. 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 People's Republic of China for Strategies for Involving Social Organizations in Social Assistance, and hereby reports this action to the Board.

DESIGN AND MONITORING FRAMEWORK

Impacts the TA is Aligned with			
Contracted delivery of MOCA social assistance by social organizations improved. (State Council. <i>Interim Measures for Social Assistance</i> . 2014) ^a			
Specific, market-oriented government procurement method designed. (State Council. <i>Establishing the System for Temporary Assistance</i> . 2014) ^b			
Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting Mechanisms	Risks
Outcome A stronger enabling environment and local processes for MOCA contracting of social assistance delivery to social organizations created	By 2018 a. New, national administrative guidance for contracted delivery, support, monitoring, and review of social assistance by social organizations issued (2016 baseline: NA) b. Guidelines, indicators, and 16 gender-sensitive case studies used by MOCA to train selected subnational staff from at least six provinces (2016 baseline: 0)	a. Monthly government gazettes and other announcements on the status of new legislation b. MOCA national and subnational annual work plans, work reports, or other information on training related to contracting social assistance from social organizations	Risk National government prioritization and funding for contracted social assistance not sustained
Outputs 1. Timely interim and final policy recommendations provided 2. Contracting strategies, guidelines, and indicators developed	By 2017 1a. At least one policy brief by the end of December 2017 (2016 baseline: NA) 1b. TA completion reports and four subreports submitted to MOCA for circulation to central government agencies and relevant decision makers by the end of December 2017 (2016 baseline: NA) By 2018 (2016 baseline) 2a. Contracting strategies, guidelines, and indicators reviewed and refined through at least four workshops with at least 30% female participants by the end of November 2017 (2016 baseline: 0) 2b. Contracting strategies, guidelines, and indicators provided to MOCA for distribution to MOCA	1a. Policy brief(s), quarterly MOCA reporting 1b. Reference to content of reports and policy brief(s) in leadership speeches and agency and media reports 2a. Sex-disaggregated meeting participant lists, meeting minutes, document drafts 2b. MOCA activity-specific mailing lists	Risk Reform changes may occur faster than planned and make TA recommendations less relevant

Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting Mechanisms	Risks
<p>3. Gender-sensitive case studies produced</p> <p>4. Knowledge products and findings created and shared</p>	<p>subnational levels by the end of January 2018 (2016 baseline: 0)</p> <p>By 2018 (2016 baseline)</p> <p>3a. At least 4 international and 12 PRC case studies in formats suitable for training and/or teaching by the end of January 2018 (2016 baseline: 0)</p> <p>3b. Report on international training study tour (with at least two MOCA female participants) produced by June 2017, and presented at a TA midterm review workshop^c (2016 baseline: 0)</p> <p>By 2018 (2016 baseline)</p> <p>4a. At least 12 MOCA trainees from six provinces (at least 30% female participation) report increased knowledge of how to contract social organizations by January 2018 using the TA-developed guidelines and indicators and case studies (2016 baseline: 0)</p> <p>4b. TA completion report, policy brief(s), findings, and recommendations shared with all subnational levels of MOCA by the end of January 2018 (2016 baseline: 0)</p> <p>4c. At least two articles on training study tour findings published in MOCA journal (2016 baseline: 0)</p>	<p>3a. Gender-sensitive case study compendium suitable for training and or teaching, record of case study presentations in training and/or teaching</p> <p>3b. Training study tour report</p> <p>4a. Sex-disaggregated meeting participant lists, pre- and post-training questionnaires, MOCA quarterly reports</p> <p>4b. Sex-disaggregated meeting participant lists, MOCA mailing list</p> <p>4c. MOCA journal articles, presentations at TA workshops</p>	
Key Activities with Milestones			
<p>1 Provide timely interim and final policy recommendations on improving MOCA subnational-level contracting of social organizations to deliver social assistance.</p> <p>1.1 Complete subreport on national experiences by the end of October 2016.</p> <p>1.2 Complete subreport on international good practices by the end of October 2016.</p> <p>1.3 Complete surveys; interviews in western, central, and eastern PRC; and midterm review report by July 2017.</p>			

<p>1.4 Complete TA completion report and policy brief(s) by the end of December 2017.</p> <p>2 Develop strategies, guidelines, and indicators for MOCA subnational-level contracting of social assistance at subnational level.</p> <p>2.1 Conduct surveys and interviews in western, central, and eastern PRC by July 2017.</p> <p>2.2 Hold workshops and discussion groups on guidelines and indicators by August 2017.</p> <p>2.3 Complete guidelines and indicators subreport, TA completion report, and policy brief inputs by September 2017.</p> <p>2.4 Train selected MOCA national and subnational-level staff to become trainer-of-trainers on the contracting strategies, guidelines, and indicators by October 2017.</p> <p>3 Produce gender-sensitive case studies of contracted social assistance.</p> <p>3.1 Conduct group and in-depth interviews in western, central, and eastern PRC by the end of July 2017.</p> <p>3.2 Conduct case study development workshops and discussion groups to prepare the case study subreport and 16 case studies for use in teaching and/or training by the end of September 2017.</p> <p>3.3 Conduct training study tour in two ADB member countries by the end of May 2017.</p> <p>3.4 Disseminate the findings from the training study tour report in the midterm review or other workshop by the end of June 2017.</p> <p>4 Create and share knowledge products and findings.</p> <p>4.1 Develop and implement a dissemination plan in accordance with project progress, key national events, and other dissemination opportunities by the end of December 2017.</p> <p>4.2 Conduct stakeholder discussions by the end of August 2017.</p> <p>4.3 Conduct national and international workshops on experiences and innovation in MOCA subnational-level contracting with social organizations for social assistance, including synthesis of MOCA subnational-level pilots by the end of February 2018.</p> <p>4.4 Disseminate TA completion report and four subreports, policy briefs, and training study tour report to user groups by the end of February 2018.</p>
<p>Inputs</p> <p>ADB: \$400,000</p> <p>Note: The government will provide counterpart support in the form of counterpart staff, office space, office supplies, data and information and other in-kind contributions; it will also cover travel costs and per diem for MOCA counterpart staff and national and local government officials to visit study sites.</p>
<p>Assumptions for Partner Financing</p> <p>Not applicable.</p>

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

^a PRC, State Council. 2014. Order of the State Council of the People's Republic of China Document No. 649. *Interim Measures for Social Assistance*. Beijing (21 February).

^b PRC, State Council. 2014. Document No. 47. *Circular of the State Council on Establishing the System for Temporary Assistance in an All-round Way*. Beijing (3 October).

^c The training study tour would include ADB member countries only.

Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Amount
Asian Development Bank^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants (8 person-months)	90.0
ii. National consultants (23 person-months) ^b	100.0
b. International and local travel	40.0
c. Reports and communications	10.0
2. Training, seminars, and conferences ^c	
a. Facilitators and resource persons	10.0
b. Training and other meetings	80.0
3. Surveys and fieldwork	30.0
4. Miscellaneous administration and support costs ^d	20.0
5. Contingencies	20.0
Total	400.0

Note: The technical assistance (TA) is estimated to cost \$450,000, of which contributions from the Asian Development Bank (ADB) are presented in the table above. The government will provide counterpart support in the form of staff, office meeting space and supplies, data and information and other in-kind contributions; it will also cover travel costs and per diem for visits to study sites by Ministry of Civil Affairs counterpart staff and national and local government officials. The value of the government contribution is estimated to account for 11% of the total TA cost.

^a Financed by ADB's Technical Assistance Special Fund (TASF-other sources).

^b Includes the cost of research assistants.

^c Includes TA workshops: one national-level training on guidelines and indicators for an estimated 10 master trainers; one international workshop on experiences and innovations in contracting social organizations for social assistance delivery; one workshop on case study development; at least two stakeholder-consultation workshops; one national-level inception and one midterm review workshop with an estimated 20 participants; one national-level project completion and knowledge-sharing workshop for an estimated 40 participants; and an international training study tour to ADB member countries.

^d Includes translation and interpretation services.

Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

1. The technical assistance (TA) will require 31 person-months of individual consulting services from three national and two international consultants on an intermittent basis for the duration of the project. Consultants will be recruited in accordance with the Guidelines on the Use of Consultants (2013, as amended from time to time) of the Asian Development Bank (ADB), and will work under the guidance of the Ministry of Civil Affairs (MOCA) and ADB.

2. **Team leader and expert in government procurement of social assistance** (national, 10 person-months). The expert should have a (i) postgraduate degree in the social sciences or a related field; and (ii) at least 10 years of experience with the design, operation, and evaluation of social assistance programs, particularly for extremely poor and vulnerable groups, including women; and with existing legislation, policies, and procedures of the Government of the People's Republic of China (PRC) regarding gender, public procurement regulations, and government outsourcing of social assistance. The expert should have a good command of spoken English. Detailed tasks for the team leader are as follows:

- (i) Serve as the team leader of the national and international consultants and ensure timely completion of all TA outputs. This will include taking overall responsibility for (a) ensuring gender inclusiveness in reports, policy brief(s), and case studies; (b) drafting and finalizing bilingual inception, midterm review, and completion reports (three reports); (c) drafting at least one policy brief; and (d) overseeing the finalization of at least 16 national and international case studies and one contracting strategies, guidelines, and indicators subreport, which will both be primarily prepared by other consultants.
- (ii) Review and report on (a) national literature concerning practices, experiences, and lessons in MOCA contracting with social organizations for social assistance; and (b) clients' gender-based characteristics and needs. Incorporate findings into the inception report and update them in the midterm review and completion reports.
- (iii) In close coordination with MOCA, lead the selection of field sites, and arrange and undertake field visits and stakeholder interviews (some of which may involve other consultants).
- (iv) Review and report on pilot programs in MOCA subnational-level contracting with social organizations for social assistance, including from a gender perspective, and prepare one subreport on the pilots. These activities may entail cooperation with other consultants.
- (v) Arrange and conduct at least four round table meetings for MOCA national and subnational-level staff and representatives from social organizations to provide feedback on fieldwork results and training study tour findings; as appropriate, seek further insights from the other consultants.
- (vi) With support from MOCA and the other consultants, organize inception, midterm review, and completion meetings, workshops, and dissemination activities.
- (vii) Support the international expert on contracting for social assistance (a) to research and prepare one contracting strategies, guidelines, and indicators subreport; and (b) with the national expert on social organizations, assist MOCA to prepare and undertake training for selected MOCA national and subnational-level staff, to ensure their familiarity with gender-sensitive contracting strategies, guidelines, and indicators and their ability to train other MOCA subnational staff from at least six provinces.

- (viii) Prepare one bilingual peer-reviewed subreport on national experiences in contracting with social organizations for social assistance, together with broad policy recommendations for achieving sustainable operations and expansion.
- (ix) Take primary responsibility for developing at least one policy brief, and assist in preparing knowledge products on lessons from (a) at least 16 case studies (12 national and 4 international); and (b) national and international experiences in contracting with social organizations for social assistance.
- (x) With inputs from the other consultants and under the guidance of MOCA, take overall responsibility for developing an innovative and documented dissemination plan, and oversee the finance and administration assistant to ensure plan implementation and tracking, including dissemination of the final report, policy brief(s), case studies, and guidelines and indicators to MOCA at national and subnational levels.

3. The team leader will have one research assistant to help review national and pilot-site experience, participate in fieldwork and other interviews, and collect and collate information and materials as required. Research assistant remuneration is limited to \$900 per month. ADB will develop the terms of reference for the research assistant in consultation with the team leader.

4. **The People's Republic of China social organizations specialist** (national, 8 person-months). The specialist should have a postgraduate degree in the social sciences, expertise in social organization operations and assessment in different regions of the PRC, and a demonstrated capacity to prepare gender-sensitive case studies and to engage in other forms of practical and analytical writing. The specialist will report to MOCA, ADB, and the team leader, and will perform the following tasks:

- (i) Review national literature and pilot-site information on experiences in contracting social organizations to deliver social assistance, taking gender concerns and the perspectives of social organizations into account.
- (ii) Conduct field visits, interviews, and focus groups to identify experiences, needs, constraints, and opportunities for expanding the contracting of social organizations to deliver MOCA social assistance at subnational-levels. Identify current and potential activities where social organizations have a strong comparative advantage for delivering contracted social assistance. Develop 12 national case studies to illustrate these activities.
- (iii) Take primary responsibility for preparing, documenting, and coordinating one TA case studies subreport; and for facilitating and documenting feedback sessions, interviews, and at least four round table discussions with social organizations on experiences, needs, and concerns.
- (iv) Support the team leader and the international expert on contracting for social assistance in providing training to selected MOCA national and subnational-level staff from at least six provinces to ensure their familiarity with the contracted strategies, guidelines, and indicators and their capacity to train other MOCA staff.
- (v) Working with other team members, provide inputs on at least one policy brief; one contracting strategies, guidelines, and indicators subreport; and one training study tour report. Suggest innovative means for sharing information through one documented dissemination plan.
- (vi) Working with MOCA and the team leader, arrange synthesis and/or dissemination of at least 16 gender-sensitive case studies and other knowledge products to social organizations, and for use in teaching and training.

5. The specialist will have one research assistant to help document the focus groups and to collect and collate information related to the case studies and other research. Research assistant remuneration is limited to \$900 per month.

6. **Specialist on social sector institutions and governance** (international, 4 person-months). The specialist should have a postgraduate degree in the social sciences; substantial experience in international development or public administration, with a particular focus on social sector institutions; at least 10 years of relevant project or research experience; and solid knowledge of existing social assistance programs in the PRC, including from a gender perspective. Good spoken Mandarin Chinese is desirable. The specialist will report to MOCA, ADB, and the team leader, and will perform the following tasks:

- (i) Review and recommend international good practices on contracted social assistance delivery and document the findings in one subreport, focusing on partnerships between government and social organizations, outsourcing modalities, and gender concerns.
- (ii) Participate in site visits, interviews, workshops, and meetings; and provide inputs to reports and knowledge products, as timing and resources permit.
- (iii) Assist the team leader and international expert on contracting for social assistance to prepare a broad implementation framework for the contracted social assistance guidelines. The framework should address, among other topics, (a) building an enabling environment; and (b) required MOCA preparation, resources, policy, and system-level changes.
- (iv) Advise MOCA, the team leader, and MOCA staff on organizing a training study tour, which will assess international experiences in developing, planning, financing, implementing, and monitoring contracted social assistance. Recommend additional site visits and other activities pertinent to the tour.
- (v) Take prime responsibility for the preparatory learning activities of study tour participants and their development of a presentation on contracted delivery of social assistance by social organizations in the PRC for sharing during the tour; and reviewing the post-study tour report outline developed by the participants.
- (vi) Actively participate as a resource person in team discussions, workshops, and the final conference; and review and rework materials. Participation may occur by means of electronic conferencing, email communication, or in person, where timing and resources permit.
- (vii) Provide inputs to the preparation of reports, particularly with regard to report structure, including the final report; and write at least two international or regional gender-sensitive case studies of local government contracting social organizations for delivery of social assistance.
- (viii) Assist with the preparation of at least one policy brief and with the dissemination of report findings, including to regional and international users.

7. **Specialist on service contracting for social assistance** (international, 4 person-months). The specialist should have a postgraduate degree in the social sciences or public management with substantial experience in developing, implementing, monitoring, and evaluating contracted social assistance programs and activities, including from a gender perspective; at least 10 years of relevant project or research experience; and in-depth knowledge of existing contracted social assistance delivery programs in the PRC. Good spoken and written Chinese is desirable. The specialist will report to MOCA, ADB, and the team leader and will perform the following tasks:

- (i) Review and recommend good, gender-aware practices for social assistance delivery internationally, regionally, and within the PRC, with a focus on contracting procedures and guidelines. Working with the team leader and the international expert on social sector institutions and governance, take primary responsibility for writing one contracting strategies, guidelines, and indicators subreport on contracting social assistance delivery to social organizations.
- (ii) Conduct workshops and discussion groups to identify and refine guidelines and indicators for improving contracting of social assistance to social organizations, and to clarify data collection methods and responsibilities to ensure that information needs are met.
- (iii) Working with the team leader and international expert on social sector institutions, identify and train selected MOCA national and subnational staff to (a) familiarize them with strategies, guidelines, and indicators for MOCA contracting of social organizations to deliver social assistance; and (b) ensure that trainees have the capacity to train other MOCA staff in guideline and indicator use.
- (iv) Work with the national expert on social organizations to identify ways for social organizations to improve their understanding of contracting processes and delivery practices.
- (v) With the agreement of MOCA, participate in field visits to collect detailed information on (a) national good practices on contracted delivery of social assistance by social organizations; and (b) guidelines and indicators.
- (vi) Actively participate as a resource person in workshops and other meetings.
- (vii) Provide input for the preparation of reports and other knowledge products, including documenting at least two international or regional gender-sensitive case studies of contracted provision of social assistance.
- (viii) Assist with the preparation of at least one policy brief and the dissemination of report findings, including to regional and international users.

8. **Administrative and financial assistant** (national, 5 person-months). During the implementation of the TA, a national assistant will provide administrative and financial support. The assistant should be fluent in English, have basic qualifications in administration and finance, and have 3 years of experience. The assistant will report to MOCA, ADB, and the team leader, and will perform the following tasks:

- (i) Assist MOCA in organizing field trips, workshops, training sessions, the training study tour, and the final conference.
- (ii) Assist MOCA in the dissemination of knowledge products, in accordance with the dissemination plan.
- (iii) Assist MOCA in promptly administering ADB finances, and prepare regular liquidation reports in line with ADB procedures.
- (iv) Liaise with ADB's PRC Resident Mission and ADB headquarters as required.

9. **Resource persons.** The TA will provide resource persons (tentatively 10) from academia, civil society, and the private sector to present and discuss issues related to social assistance in the PRC. Inputs from the resource persons will enhance the quality of the discussions and provide concrete field experience, especially during the workshops and final conference.