



Technical Assistance Report

Project Number: 51030-001
Knowledge and Support Technical Assistance (KSTA)
December 2017

People's Republic of China: Research to Support the Social Integration of Migrants

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 21 November 2017)

Currency unit	–	yuan (CNY)
CNY1.00	=	\$0.1514
\$1.00	=	CNY6.6045

ABBREVIATIONS

ADB	–	Asian Development Bank
NHFPC	–	National Health and Family Planning Commission
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: 51030-001	
Project Name	Research to Support the Social Integration of Migrants	Department /Division	EARD/EASS
Nature of Activity	Research and Development	Executing Agency	National Health and Family Planning Commission
Modality	Regular		
Country	PRC		
2. Sector		ADB Financing (\$ million)	
✓ Public sector management	Social protection initiatives		0.35
Health	Health insurance and subsidized health programs		0.05
	Total		0.40
3. Strategic Agenda		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		Gender Equity and Mainstreaming	
Knowledge solutions (KNS)	Application and use of new knowledge solutions in key operational areas Knowledge sharing activities Pilot-testing innovation and learning	Effective gender mainstreaming (EGM)	✓
5. Poverty and SDG Targeting		Location Impact	
Geographic Targeting	No	Rural	Low
Household Targeting	No	Urban	High
SDG Targeting	Yes		
SDG Goals	SDG1, 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 strengthen the policy environment to improve the social integration of migrants through evidence-based research.¹ The knowledge and support technical assistance (TA) will support the National Health and Family Planning Commission (NHFP) to assess the well-being and the social integration of migrants through (i) analyzing the current situation of migrants and their families, (ii) examining international best practice, (iii) developing an evaluation index to measure social and physical integration, and (iv) providing evidence-based policy recommendations to improve the physical and psychosocial integration of migrant populations in urban areas.

2. The TA is aligned with the Asian Development Bank (ADB) country partnership strategy for the PRC, 2016–2020, which focuses on supporting inclusive economic growth, and the Social Protection Operational Plan, 2014–2020, and is included in the country operations business plan for the PRC, 2017–2019.² The TA is also aligned with the PRC Thirteenth Five-Year Plan, 2016–2020 which reaffirms a sustained commitment toward access for migrants to social services and their fundamental rights in an effort to mitigate social exclusion and isolation.³

II. ISSUES

3. Economic development in the PRC has led to rapid urbanization and industrialization, which has been accompanied by massive internal migration and social transformation. While the period from the late 1950s to the late 1970s brought strict migration control through the *hukou* system,⁴ gradual economic reforms and reduced migration controls in the early 1980s led to increased mobility. The majority of internal migrants are aged 25–49 years and are moving from rural to urban areas in search of employment opportunities created by market reforms and labor demand. The PRC urbanization rate increased from 19.4% in 1980 to 52.6% in 2012, with an estimated 200 million rural migrants working in the largest cities.⁵ However, even with the relaxation of the *hukou* system, the PRC has not completely reduced migration restrictions. Urban *hukou* continues to be withheld from most rural migrants who, as a result, are not afforded the same jobs and subsidized services as urban residents. Consequently, in urban areas, there has developed a type of invisible hierarchy among laborers that has led to rural migrants often being underpaid and marginalized in the lower ranks of urban society, both economically and socially.⁶ This has led to two groups of migrants: (i) permanent migrants, who have officially changed their residence through a *hukou* change; and (ii) temporary migrants, who are also referred to as the “floating population” since their movement is not associated with a *hukou* change.⁷

¹ Migrants in this TA report refers to rural to urban internal migrants.

² The TA first appeared in the business opportunities section of ADB's website on 10 November 2017. ADB. 2016. *Country Partnership Strategy: Transforming Partnership: People's Republic of China and Asian Development Bank, 2016–2020*. Manila; ADB. 2013. *Social Protection Operational Plan, 2014–2020*. Manila; ADB. 2017. *Country Operations Business Plan: People's Republic of China, 2017–2019*. Manila.

³ Government of the PRC, State Council. 2015. *National Economy and Social Development Thirteenth Five-Year Plan, 2016–2020*. Beijing.

⁴ A registration system linked to an individual's place of origin that gives them local access to social services and benefits from the state, and which is difficult to transfer to another geographic location should an individual change their location of residence.

⁵ Z. Chen, M. Lu, and P. Ni. 2016. Urbanization and Rural Development in the People's Republic of China. *ADB Working Paper Series*. No. 596. Tokyo: Asian Development Bank Institute.

⁶ C.C. Fan. 2005. Interprovincial Migration, Population Redistribution, and Regional Development in China: 1990 and 2000 Census Comparisons. *The Professional Geographer*. 57 (2). pp. 295–311.

⁷ In 2014, there was an estimated 253 million floating population in Xinhua. *China Daily*. 2015. China's Floating Population to Hit 291 Million in 2020: Report. 12 November.

4. Internal migration has brought a range of issues facing migrant populations and a new set of social and economic challenges. As rural residents move to cities in search of employment, their social status suffers. Resulting from this are social challenges that have led to social inequity, marginalization, and disenfranchisement of migrant populations. Studies show that migrants often report lower levels of average subjective well-being than urban and rural residents.⁸ The inflexibility of the *hukou* has also led to differences in access to social services and discrimination based on *hukou* residency. The Thirteenth Five-Year Plan calls for action to register *hukou*-less citizens and to provide them with basic social services to improve their integration in all facets of society.

5. The migration experience is deeply affected by gender. In the PRC, studies have shown that there is an increasing gender wage gap in urban areas, largely attributable to a more challenging environment for women to find and secure employment. Subjective overall well-being is also significantly affected by gender, as is access to decent work. Migrant women workers are also more likely to have grievances such as unpaid wages, inadequate pay increases, more forced overtime, and factory layoffs.⁹ The gender differentials in the migrant experience are less understood and warrant more attention.

6. The TA will help NHFPC develop a knowledge base to support the integration of migrant populations by understanding their current gender needs and level of well-being through the development of an evaluation index that is gender-disaggregated.¹⁰ The TA will use evidence from the evaluation index and international best practice from other countries' experiences integrating rural internal migrants into urban areas to inform policy recommendations that are gender-specific. This will support the development of a knowledge and research base on the overall well-being and needs of the growing migrant populations in the PRC.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

7. The TA is aligned with the following impact: social status and integration of migrant populations improved in accordance with the PRC Thirteenth Five-Year Plan. The TA will have the following outcome: policy base for the social integration of migrants strengthened.¹¹

B. Outputs, Methods, and Activities

8. Given the increasing evidence of social, economic, and physical marginalization of rural migrants, the TA will seek to improve the well-being and overall integration of migrants in urban areas. Key areas that require attention include (i) research on factors that affect the integration of migrants in urban areas; (ii) development of an evaluation index to assess the degree of social inclusion and exclusion of migrants; and (iii) use of best practices from other countries that have successfully achieved the social, economic, and physical integration of migrants and generate policy recommendations to improve the social status of the migrant population. ADB support will present applicable international experience on interventions and methods that could improve the

⁸ A. Akay, O. Bargain, and K. Zimmerman. 2012. Relative Concerns of Rural-to-Urban Migrants in China. *Journal of Economic Behavior and Organization*. Vol. 81. p. 424.

⁹ ADB and International Labour Organization. 2017. *Gender Equality and the Labor Market: Women, Work, and Migration in the People's Republic of China*. Manila.

¹⁰ Integration of migrants refers to integration not simply in terms of inclusion in social services, but also to inclusion socially and physically within urban communities.

¹¹ The design and monitoring framework is in Appendix 1.

social status of migrant populations. ADB's knowledge and international experience will be used when designing the index to measure integration. The knowledge and support outputs to be delivered by the TA are described below.

9. **Output 1: International and national experience on social integration of migrant population reviewed and compiled.** The TA will review international and national experience on the social integration of migrant populations and generate at least four case studies on best practices that have successfully improved or provided appropriate social and physical environments for migrant populations, with a section on gender-specific needs. The report will also identify background information on social equity considerations in the PRC that can help improve the overall well-being of the migrant population.

10. **Output 2: Evaluation index on social and physical integration of migrants developed.** The TA will support the development of an evaluation index to measure the social and physical integration of migrants in urban areas. The index will focus on the social, physical, and psychosocial integration of migrants to assess their overall well-being using existing data to estimate levels of integration. Qualitative and quantitative surveys on a sampling basis will assess the availability of data and assist in understanding the difficulties faced by migrants. The index will be piloted in select communities. A report documenting the index will be prepared under the TA.

11. **Output 3: Policy recommendations on integration of migrants developed.** The TA will support the development of policy recommendations to improve social inclusion and ways in which social services can be provided to migrants within existing policy frameworks. In addition, the recommendations will consider gender needs and will be provided in the form of a policy brief.

12. **Output 4: Knowledge development and dissemination supported.** Three workshops will be organized with participation of relevant central and provincial government officials, international partners, and other research partners to discuss and disseminate TA findings and policy recommendations. A knowledge product on the evaluation index for the integration of migrants will also be prepared. The TA final report will be submitted to NHFPC and ADB.

C. Cost and Financing

13. 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 key expenditure items are listed in Appendix 2.

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

D. Implementation Arrangements

15. The executing agency will be NHFPC and the implementing agency will be the Executive Leadership Training Center of NHFPC. ADB will administer the TA and select, supervise, and evaluate the consultants in accordance with ADB's Procurement Policy (2017, as amended from time to time) and the associated project administration instructions and technical assistance staff instructions. The TA will be implemented from December 2017 to November 2019.

Implementation Arrangements

Aspects	Arrangements			
Indicative implementation period	December 2017–November 2019			
Executing agency	NHFPC			
Implementing agency	Executive Leadership Training Center, NHFPC			
Consultants ^a	To be selected and engaged by ADB			
	ICS	Senior Specialist on Social Integration of Migrant Populations (Team Leader)	12 person-months	\$75,000
	ICS	Specialist on Migration	4 person-months	\$83,600
	ICS	Senior Statistician	9 person-months	\$55,200
	ICS	Senior Public Health Demographer	9 person-months	\$56,200
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2010, as amended from time to time).			

ADB = Asian Development Bank, ICS = individual consultant selection, NHFPC = National Health and Family Planning Commission, TA = technical assistance.

^a The cost estimates for consultants only reflects remuneration and per diem.

Source: Asian Development Bank.

16. **Consulting services.** ADB will engage the individual consultants in accordance with ADB's Procurement Policy (2017, as amended from time to time) and the associated project administration instructions and technical assistance staff instructions.¹² ADB will select an international consultant and three national consultants based on their academic qualifications and relevant work experience, for total consulting inputs of 34 person-months (4 person-months international and 30 person-months national).¹³

IV. THE PRESIDENT'S DECISION

17. 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 the Research to Support the Social Integration of Migrants, and hereby reports this action to the Board.

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

¹³ ADB. 2014. *Midterm Review of Strategy 2020 Action Plan*. Manila. 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 Social status and integration of migrant populations improved (PRC Thirteenth Five-Year Plan, 2016–2020) ^a			
Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
Outcome Policy base for the social integration of migrants strengthened	By 2019: a. At least two concrete gendered policy recommendations for migrants endorsed by NHFPC (2017 baseline: 0)	a. NHFPC certification	The government's commitment to the social integration of migrant populations is not sustained. Cultural issues prevent meaningful change.
Outputs 1. International and national experience on social integration of migrant population reviewed and compiled	By 2018: 1a. Research report that documents qualitative and quantitative information on international and national experience on integrating migrant populations prepared with a gender dimension included (2017 baseline: 0) 1b. At least four case studies on international and national best practices of migrant integration developed with gender dimension highlighted (2017 baseline: 0)	1a–1b. TA midterm report	Relevant international cases are limited and not comparable.
2. Evaluation index on social and physical integration of migrants developed	By 2018: 2. Evaluation index that captures the social, physical, and psychosocial influences on overall well-being of migrant populations developed with gender-disaggregated indicators (2017 baseline: 0)	2. TA midterm report	The availability of data is limited and not sufficient to develop a functional index. Cultural issues prevent meaningful access to women migrants for survey and information.
3. Policy recommendations on integration of migrants developed	By 2019: 3. Gender-specific policy brief that encapsulates the recommendations on integration of migrants developed (based on research and evidence collected through the evaluation index and research report) (2017 baseline: 0)	3. TA final report	

Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting	Risks
4. Knowledge development and dissemination supported	By 2019: 4. A knowledge product on evaluation index developed and disseminated (2017 baseline: 0)	4. TA midterm and final reports	
Key Activities with Milestones			
<p>1. International and national experience on social integration of migrant population reviewed and compiled</p> <p>1.1 Develop research report on the international and national experience of social integration of migrant populations and emphasizing gender-specific considerations by June 2018.</p> <p>1.2 Collect and document case studies on best practices from other regions on the integration of migrant populations, including a dedicated section on gender-specific needs by June 2018.</p> <p>1.3 Organize an overseas study tour on development, planning, and implementation of policies and systems that promote integration and assimilation of migrant populations by September 2018.</p> <p>2. Evaluation index on social and physical integration of migrants developed</p> <p>2.1 Conduct a qualitative and quantitative assessment to better understand the issues facing migrant populations and include specific gender-based questions by May 2018.</p> <p>2.2 Consult relevant stakeholders from other government departments and civil society on the indicators to be considered for inclusion in the index by June 2018.</p> <p>2.3 Identify data requirements to appreciate migrant needs by July 2018.</p> <p>2.4 Define quantifiable indicators including, if possible, indicators that are gender-sensitive to be used in constructing the index by September 2018.</p> <p>2.5 Design index by December 2018.</p> <p>2.6 Develop robust index in consultation with relevant stakeholders by February 2019.</p> <p>2.7 Pilot the index in a select number of migrant communities by May 2019.</p> <p>3. Policy recommendations on integration of migrants developed</p> <p>3.1 Develop gender-specific policy recommendations in consultation with relevant stakeholders and evaluate index pilot results and qualitative assessments by June 2019.</p> <p>3.2 Prepare a gender-specific policy note with recommendations and findings by August 2019.</p> <p>3.3 Disseminate the policy note to relevant stakeholders by September 2019.</p> <p>4. Knowledge development and dissemination supported</p> <p>4.1 Conduct an inception workshop with key stakeholders to validate the objectives and methodology of the TA by April 2018.</p> <p>4.2 Conduct a midterm review workshop by November 2018.</p> <p>4.3 Develop a knowledge product on the evaluation index by June 2019.</p> <p>4.4 Prepare final TA report by August 2019.</p> <p>4.5 Conduct a final workshop on TA dissemination of outputs and policy recommendations by September 2019.</p>			
Inputs			
ADB: \$400,000			
Note: The government will provide counterpart support in the form of office accommodation, venues for meetings, counterpart staff, miscellaneous administration support, and other in-kind contributions.			
Assumptions for Partner Financing			
Not Applicable			

ADB = Asian Development Bank, NHFPC = National Health and Family Planning Commission, PRC = People's Republic of China, TA = technical assistance.

^a Government of the People's Republic of China, State Council. 2015. *National Economy and Social Development Thirteenth Five-Year Plan, 2016–2020*. Beijing.

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	83.6
ii. National consultants	186.4
b. Out-of-pocket expenditures	
i. International and local travel	21.0
ii. Reports and communications	2.0
iii. Miscellaneous administration and support costs ^b	5.0
2. Surveys	25.0
3. Training, seminars, workshops, forum, and conferences ^b	
a. Study tours ^c	20.0
b. Workshops ^d	17.0
4. Contingencies	40.0
Total	400.0

Note: The technical assistance (TA) is estimated to cost \$450,000, 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, venues for meetings, counterpart staff, miscellaneous administration support, and other in-kind contributions. The value of the government contribution is estimated to account for 11% of the total TA cost.

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

^b Includes translation and interpretation costs.

^c Study tours will be held in an Asian Development Bank member country where there have been some best practices in social integration of migrants into urban areas.

^d Includes venue rental, participants' travel and accommodation, interpretation, translation, and other logistics for conferences, seminars, workshops, training, research networking, and other high-level meetings. Any workshop, training, and seminar must be held in Asian Development Bank member countries.

Source: Asian Development Bank estimates.

LIST OF LINKED DOCUMENTS

<http://www.adb.org/Documents/LinkedDocs/?id=51030-001-TARreport>

1. Terms of Reference for Consultants