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SOCIAL PARTNERSHIP IN PUBLIC GUARDIANSHIP OF ORPHANS IN CHINA

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Social partnership in public guardianship of orphans in China

The article alights the questions of state bodies', local authorities', non-governmental and governmental public organizations' and others' interaction as to social care for orphans in China. State at all times use them as organs of local control. Local community nowadays are the main promoters of the national adoption ideas. Having a direct impact on the local media, communities (ordered by state structures and on their own initiative) conduct series of programs in which attention is paid to national adoption and the emphasis is on the importance of this process for the foster parents as well as to the state in general. As social partners, all the components of the process constitute a system of state guardianship of orphans. The presence of „superstructure” – Department of Juvenile attached to the Ministry of Civil Affairs of the PRC – ensures clarity of the system's each component's duties, avoiding wastage and misuse of funds, duplication and delegation of functions.

Key words: system of social care, orphans, social partnership.

Orphanhood as a social phenomenon is recognized as long as a society exists and is makes an integral part of civilization. In recent years Ukraine has worsened the problem of orphans, due to the increasing number of orphans and children left without parental care. It is closely connected with the fall of the social prestige of a family, its material difficulties, illegitimate births increase, decrease the stability of marriage, as well as changes in social composition of abandonment, increase of orphaned children with complex types of deviations, various forms of mental retardation, pedagogical difficulties, abnormal behavior (suicidality, smoking, antisocial behavior, etc.) [4, p. 4]. The existing system of social and state care of orphans in Ukraine leaves all the problems to be solved by the state, leads to separation of such children from the society. This system supports the institute of

orphanhood, but not deal with prevention and elimination. Despite all the efforts made by the state to develop the priority forms of social care over the orphaned children (custody, guardianship, adoption and foster families), one can still see an increase number of orphanages and internats in the country.

Ukrainian government pays great attention to the problems related to the state system of social care for orphans. But the state as a social institution itself is not able to solve all the problems. The state system of social care over such children should become a part of social welfare system, where the state, some of its constituents, and ordinary citizens by means of local communities, etc. are to be equal partners in addressing both biological and social orphanhood in the country.

Chinese pedagogy traditionally has not paid attention to the problems of orphanhood because it was not considered to be a pedagogical, but ethic one. It was a great shame for an official to have a child nobody cared of on his territory. It could have destroyed the official's career, as it was also considered as damage of the emperor's property (each person in Classical China's period – in this case a child – was treated as the property of the emperor). That's why nowadays we can't speak about pure pedagogical scientific works connecting with the problems of orphanhood dated in Traditional China.

As for contemporary ideas over the problem mentioned, the Chinese do not support the position that the orphans are a specific category of children. It is believed that to prevent manifestation of an inferiority complex in them such children should be taught with the same methods and tools as other ones. The only thing that is actively inculcated to these children, is the idea that their Mom and Dad is China, the people and the Government of the country. This position is reflected in papers of Guo Jijia, Wang Yaomin, Mei Xinlin, Li Doli, Yu Bin, etc. They are the followers of the pedagogical traditions which were borrowed by PRC from the Soviet Union.

Positions connected with the work organization in orphanages, interaction of authorities and institutions for orphans in China are over the scientific interest of such Chinese scholars and practitioners, as Li Jiegao, Pi Aiqin, Ouyang Pinmei, Pi Moren, Guo Lijun etc. Mainly the abroad experience of orphanage organization and co-wok

of local authorities, state and system of social care for orphaned is reflected in their works. Also it should be mentioned here a group of Chinese scientists who because of their political ideas were to immigrate Europe, Taiwan and in the United States. Their works reflect the ideas of psychological work with orphans necessity, recognizing them not only socially, but educationally and psychologically specific group of youth. This galaxy can be attributed with Wang Nin, Liu Xiaoyan, Zhang Cang, Li Luyin etc. Unfortunately the system of social and state care for orphans in China has not yet become an object of interest for the Ukrainian researchers.

The aim of this article is to provide information about the system of social care about orphans in modern China.

The modern system of work with orphans in China aims to maximize the integration of orphans into the society from the position of equal opportunities, eliminate the negative effects of abandonment (a large number of orphans, financed by the state), to minimize this phenomenon in quantitative terms in future. Through the time the Chinese developed their own system of social relations in the field of caring for orphans, which is today turned to be the system of state care over this category of population. In our opinion, the term “state care” is more suitable to characterize the idea of social work with orphans in China than the traditional “social care” one because it is the state represented by the Ministry of Civil Affairs of China that, on the one hand, orders services from its social partners, and on the other – is in charge of this process, determines the position of each partner in the system, forms remuneration from the state (both material and in the form of certain benefits), etc.

The main body of the state power that is in charge for orphan houses and residential care facilities for children-orphaned (children’s villages, boarding schools for children with special needs, state orphan houses) is the Ministry of civil affairs of the PRC (the Ministry of civil administration). In the structure of the Ministry of civil affairs there is a Standing committee on special categories of the population with the Department of minors. This department in particular cares about the whole system of the state charity and state care as to the orphans. Departments on minors is a part of the legal system authorities of all administrative units of the PRC of any level.

Orphan houses, boarding schools and children's villages in the PRC are the only of public form of ownership. In the country there are no private or family orphan houses. All the institutions for children-orphan are financed exclusively from the state budget of the country. The money allocates through the Department of minors attached to the Ministry of civil affairs, and this department distributes the money to lower levels. Local budgets are not obliged to provide financial assistance to children's institutions, which are on their territories. However, in cases of force-majeure circumstances (natural disasters) are at their own expense restore the infrastructure and the building of the orphan house. The money for the completed work returns to the local authorities from the Ministry of civil affairs' next year budget. Also financial and other assistance (construction, purchase of equipment, etc.) can be carried out from the local budget by agreement of the sides and after a consultation with the Department on minors of the relevant administrative level and approved by the local government administrative unit (in this case the money to the local budget will not be returned. But it helps to attract state investment programs to the province, city, village etc.).

Non-statutory resources and non-governmental organizations, private capital, international and foreign funds can also provide assistance to children's institutions in the PRC, but the legislation excludes the possibility to help a particular orphan house directly. Money can be transferred to the special account of the Committee on minors of the PRC (since 2005. – the level of the province) to prevent the imbalance in material support of orphan houses in the country. The only exception is the support with equipment for agricultural communes and professional workshops organized in orphan houses. It could be done as a part of 2 sides' contract between the Department and the organization, firm, etc for the production of certain goods by forces of pupils [7, p. 98].

Start September 2010, when there were made some changes in state internal legislative acts regarding the financing facilities for children, the disabled and the elderly ones, foreign corporations and state-owned enterprises got an opportunity to provide targeted assistance to a particular institution, but the choice of an orphanage

should be explained. For example, Japanese government made a financial donation to modernize an orphanage in Fushun city (North China). The help was framed as payment for unpaid export of minerals from this territory to Japan during the Japanese occupation (1937 – 1945) [8, p. 250 – 251].

Ministry of Civil Affairs of China has a lot of the social partners, which aim their activity on providing social services, including social work with orphans. Schematically, the interaction of the state care for orphans system's components in China is as follows (Figure 1):

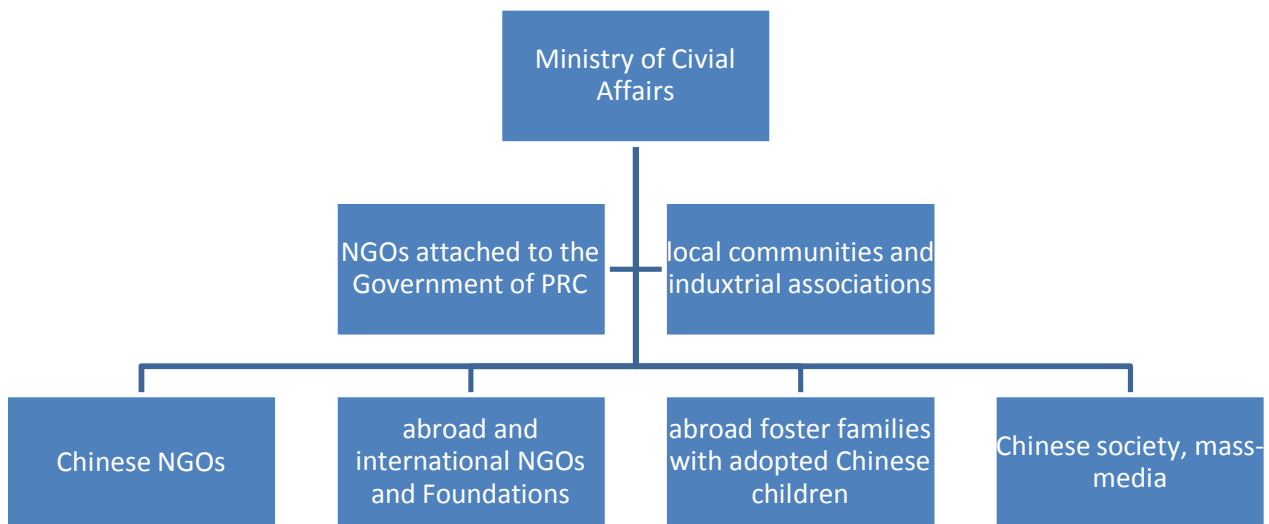


Figure 1. The interaction of the state care for orphans system's components in China

NGOs attached to the Government of PRC is an important part of political life in contemporary China. The country has about 2,000 non-governmental organizations, 200 of them are in the system of administrative or business structures and are sponsored by the state budget (China Federation of Trade Unions, YCL, All-China Women's Federation etc.). The ones following play a great role in the system of state care for orphans:

- All-China Federation of Trade Unions – the supreme governing body of the local trade union organizations and trade unions of industrial enterprises. The Federation was established May 1, 1925. CFTU annually allocates money to sponsors

orphanages, states out the working quotas for boarding schools' and orphanages' graduates on both state and private enterprises;

- China Disabled Persons' Federation – was founded in November 1983. Federation protects the common interests of the disabled (also disabled children), their legal rights, and unites its members, conducts educational work with them. Is the official patron of specialized schools for disabled children, where there are also a lot of orphaned children with disabilities;

- Chinese Red Cross Society – started in 1904 as a society to protect life and health. The CRCS supervises and coordinates activities of offices and organizations in the field of medical and humanitarian assistance to the orphanages distribution from the side of NGOs, helps to organize the treatment of Chinese children abroad and the adoption of Chinese children by foreign citizens;

- All-China Charity Foundation of help to children and teenagers – helps children and adolescents who find themselves in difficult circumstances. Helps to organize orphanages and boarding schools of non-state ownership to increase the level of education of young people in China;

- China Youth Development Foundation – promotes further education for students from rural areas and orphanages in higher educational institutions of the country, their future employment;

- Sun Jinlin Foundation – is a fund whose honorary chairman was Sun Jinlin (Chinese politician, Sun Yatsen's wife). It was founded May 29, 1982. The main idea of the Fund is to develop education, research and charitable care for Chinese children, including the orphaned ones [3, p.119 – 124];

- Chinese Society for Friendship with Foreign Countries – was founded May 3, 1954. The Society is an informal organization, its goal is to promote mutual understanding and friendship between the Chinese people and the peoples of the world, to promote economic, social, cultural, scientific, technical and educational exchanges and cooperation. CSFFC is the main link between foreign and international organizations who wish to receive accreditation in the PRC, and the government of the country [2, p. 19].

In big cities of China there are charitable educational centers organized by foreigners. Their aim is financial and educational support of Chinese children. Basically, these centers are organized by charities and community organizations that have been accredited to the Chinese Ministry of Justice and in its charters do not have provisions on national orientation activities on the territory of the PRC (the support of one ethnic minority, separatist position, etc.). Such organizations also aim to promote adoptions of Chinese orphans by foreign citizens and to organize the minimum life conditions for the children who do not have the right for the state maintenance (usually the homeless ones).

For example, the Training Center in Beijing, organized by a public religious organization “Christian Home”, which works over the patronage of the World Orphans’ Organization, take care about 76 children who officially have parents, but due to the heavy financial and emotional conditions in the families, are to survive on their own. The Centre aims “to provide physical, spiritual, emotional and psychological assistance to children in difficult life conditions” [6, p. 20 – 21].

Foreign citizens and NGOs mainly help the orphanages in cities. In rural areas their activity is quite low and in most cases their help comes to episodic financial support to boarding schools and orphanages started by the local communities. Among the most active foreign and international NGOs that work in China today can be called the International Red Cross, Christian organization “Beyond Outreach Foundation” (their activity is devoted to targeted assistance to abused children), World Orphans’ Organization, a charitable organization “All God’s International Children” (their new project “Formula” aims to collect money from foreign donors to provide proper nutrition for children with disabilities and premature orphans who are in PRC state orphanages), AGCI (Italian Association of Manufacturers, which allocates money to buy furniture and essentials for needy families with children in the southern provinces of China to prevent the abandonment of children) [1, p. 17].

China holds the first place in the world by the number of children adopted by foreigners. However China recently strengthened requirements for potential abroad parents. Too thick, prone to depression and unmarried foreigners can no longer

become foster parents for Chinese children. In addition, to be suitable for adoption, the couple is to be married for at least two years; in the case if one of the parents-to-be is remarried, the term extends to 5 years. The age of adopters should be 30 to 50. The family should have no more than four children of their own (the youngest should be elder than 2 years). The family should have their own homes, as well as have other private property in the amount of not less than 80 thousand dollars. Foreign couples should be mentally and physically healthy, be stable married, were not imprisoned or committed a crime [8, p. 253]. When taking a child the family has to make as a voluntary donation to the orphanage, which is adopted the child from, the sum of the donation in 3000\$. The average waiting time is 10 months. Innovations (also bureaucratic ones) are to slow down the process of adoption of Chinese orphans by foreigners [9, p. 314].

The Chinese government constantly reminds foreign parents that their children are the Chinese. Foster fathers and mothers are offered to join the Association of the foster parents of the Chinese children, attached to embassies of China, in order to teach children Chinese language and culture. Starting 2011 the Chinese government allocates money to visit China for families who have adopted Chinese children in previous years (1 child + 1 adult). Embassy of China in different countries are obliged to ensure that children adopted from China visit the Chinese language courses attached to Confucius Institute, participate in cultural events organized by the Embassy [1, p. 16]. Today, thanks to the improvement of living standards in the country, the PRC government policies are aimed at national adoption. Couples who apply for permission to have the second child, are officially invited to adopt an orphan by their choice.

According to the Chinese law the local community also has the right to take care about a orphaned child from this community. It is allowed in cases when it is a rural community, the family has its own house (private) and the child has already reached a 14. In this up to the adulthood the child has a fixed pension from the state (now it is 600 yuan – about \$ 100 per month), as well as all the utility costs are taken by the community or industrial association [7, p. 98].

Also, the local community has the right to take care of orphans and social orphans from the members of the community by opening an orphanage or boarding school. Typically, these orphanages open by the initiative of the local community (local government) in rural and economically underdeveloped areas, in places of compact residence of national minorities, and on territories that have poor transport communication with large and medium-sized cities. A rural community may decide to establish a boarding school for children from remote areas, single-parent families and families that are in poor economic position. The Chinese government welcomes the establishment of such boarding schools because of several reasons:

- they help to calculate the population;
- not providing their graduates with a state educational diploma (that makes it impossible for the students to enter a college), these schools, however actually raise the literacy rate of the PRC, eradicate illiteracy and provide at least primary education to more people;
- this form of training is considered progressive in case of saving of minorities' languages, lifestyles, handicrafts as well as provide the basic concepts and ideological principles of life in the PRC [5, p. 13 –14].

Local communities, which later turned into local governments in China have deep historical roots and has traditionally been quite influential. State at all times use them as organs of local control. Local community nowadays are the main promoters of the national adoption ideas. Having a direct impact on the local media, communities (ordered by state structures and on their own initiative) conduct series of programs in which attention is paid to national adoption and the emphasis is on the importance of this process for the foster parents as well as to the state in general. Also, the territorial community illuminates all cases of abandoning children. Media in this case is used as a measure of public censure.

These organizations and agencies of China working in close cooperation make a system of social care for orphans in PRC. As social partners, all the components of the process constitute a system of state guardianship of orphans. The presence of “superstructure” – Department of Juvenile attached to the Ministry of Civil Affairs of

the PRC - ensures clarity of the system's each component's duties, avoiding wastage and misuse of funds, duplication and delegation of functions.

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Калашник Л. С.

Соціальне партнерство в системі державного піклування про дітей-сиріт в КНР

Статтю присвячено питанням взаємодії органів державного управління, місцевого самоврядування, неурядових та урядових громадських організацій КНР та інш. щодо питань соціального піклування про дітей-сиріт. Виступаючи в якості соціальних партнерів, усі складові зазначеного процесу складають систему органів державного піклування про дітей-сиріт. Сьогодні влада спрямовує зусилля органів місцевого самоврядування та територіальних громад на усунення соціальної упередженості щодо дітей-сиріт завдяки постійно діючим теле- та радіопрограмам на місцевих каналах, що висвітлюють досягнення дітей-сиріт та дітей, які виростили в прийомних сім'ях, та є вихідцями з конкретної місцевості в організації прибуткового бізнесу, обійманні високих посад, отриманні наукових та мистецьких нагород та ступенів тощо. Наявність „надструктури” – Департаменту у справах неповнолітніх Міністерства Цивільних справ КНР – гарантує чіткість виконання своїх обов'язків кожною зі складових системи, недопущення розбазарювання та нецільового використання коштів, дублювання та делегування функцій.

Ключові слова: система соціального піклування, діти-сироти, соціальне партнерство.

Калашник Л. С.

Социальное партнерство в системе государственного попечения о детях-сиротах в КНР

Статья посвящена вопросам взаимодействия органов государственного управления, местного самоуправления, неправительственных и правительственных общественных организаций КНР и др. в вопросах социальной заботы о детях-сиротах. Сегодня власть направляет усилия органов местного самоуправления и территориальных общин на устранение социальной предвзятости в отношении детей-сирот благодаря постоянно действующим теле- и радиопрограммам на местных каналах, которые освещают достижения детей-сирот и детей, выросших в приемных семьях, и являются выходцами из конкретной местности в организации прибыльного бизнеса, занятии высоких должностей, получении научных и художественных наград и степеней и т. д.. Выступая в качестве социальных партнеров все составляющие указанного процесса составляют систему органов государственного попечительства о детях-сиротах. Наличие „надструктуры” – Департамента по делам несовершеннолетних Министерства Гражданских дел КНР – гарантирует четкость выполнения своих обязанностей каждой из составляющих системы, недопущение разбазаривания и нецелевого использования средств, дублирования и делегирования функций.

Ключевые слова: система социальной опеки, дети-сироты, социальное партнерство.

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