

The Suggestions for the Perfection of China's Stray Minors Rescue Work

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Abstract

It is discovered that the rescue management system which has been implemented for more than ten years in China encountered many difficulties in the process of practice, including the staffing, funding and organization establishment of aid agencies and the placement, education and protection of recipients. Under the new situation and the circumstance of social development and the innovation of social management system, to prevent and solve the helplessness of the homeless minors and the problem of the social protection of minors properly not only needs the new system establishment, but also needs to strengthen the building of social ability to rescue the homeless minors.

Key words: Homeless; Stray minors; Rescue

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INTRODUCTION

Homeless minors are a special part of the beggars in our country. Generally speaking, the problem of their helplessness and suffering from difficulties is a

pathological phenomenon in modern society, which is related to the rapid changes of social environment, the poverty, disintegration and reorganization of some families, and the pattern of social management. Through the investigation of the status quo and problems of homeless minors relief work, this study found that "the Relief Management Measures" which has been implemented for more than ten years in China encountered many difficulties in the process of practice. Therefore, it is necessary to think about calmly and reflect on timely the changes of the rescue management system of the urban homeless minors.

1. THE SOCIAL BACKGROUND AND THE EXISTING PROBLEMS OF THE STRAY MINORS

Stray-minors refers to Juveniles and children under the age of 18 years who have been out of the home and left the guardian for more than 24 hours so that have lost the basic survival security and have been trapped in predicament, including the runaway, the unattended, the abandoned and the fleeing after abducted minors. If we classify the disadvantaged group according to their origins into physiological weakness (the physical weak and unprotected status), natural weakness (the status caused by the bad natural conditions and natural disasters of the living environment), social weakness (the status caused by various social factors synthetically), we can consider the stray minors as a special group consists of physiological weakness, natural weakness and social weakness. According to statistics, the source of the stray minors is often in a certain region.

On a national scale, the main sources of the stray minors are Hunan, Sichuan, Henan, etc.. According to the Civil Affairs Department statistics, the current conservative estimate of the nationwide stray minors

is about 100 million. According to the readme and investigation of the homeless minors, their living condition roughly appears to be the following aspects: The majority of them come from rural areas; they raise themselves too soon; their living environment is disastrous; the difficulty to guarantee survival results in the condition that disease, hunger, and abuse are always bothering them; their personal life are very difficult; their physical and mental health is badly hurt; they showed a marginal behavior; they have not enjoyed culture education and knowledge or skills education; their minds and emotion are not stable, they have insecurity of personal existence state; they are controlled by others; their multiple legitimate rights as children are lost; they feel lonely and are isolated from the common people and their family bonds. In addition, the homeless minors generally have bad habits. On the one hand, they have all the bad habits such as steal, rob, bet, cheat and so on and don't realize it. And they are with amazing destructiveness and show great indifference to the public property. On the other hand, the stray group has dependence and closed exclusion, which results that they have a resistance to rescue management. This has caused the rate that the stray minors seek help proactively for the aid agency is low. And this also results that the stray minors have a certain resistance to the activities that are carried out in the aid agency such as the recreational activities, the psychological counseling, the behavior modification, the non-formal education, which increases the difficulty of the rescue work.

In the current context of deepening the market-oriented reform and the reform of the social management system, and under the goal of implementing the scientific concept of development and promoting the comprehensive development of people, the proper solution to the problem of rescuing the homeless minors is particularly important. Under the new situation, it is a new topic how to realize the unity of scientification, humanization and legislation of the rescue management more effectively in the context of the innovation of social management system for the rescue work of the homeless minors, considering of the characteristics of them and combining with the social system and social environment they exist in. To resolve this problem, we need to create a new system, and need to strengthen the construction of social ability to rescue the homeless minors even more.

2. PERFECTING THE RESCUE MANAGEMENT LEGISLATION AND IMPROVING THE RESCUE NETWORK

The relevant departments of the state should raise the legislative level of rescue management and the rescue of stray minors by the way of legislation of the People's Congress, and should clearly define the related issues such as the nature of rescue institution, the separating of

government regulation from management, the guarantee of funds, the department coordination, the staffing, the social participation and the placement base through the regulations of law. In addition, it is necessary to define clearly that the civil affairs department should play a lead role in exercising their functions of rescue management. We should establish a coordination mechanism led by the civil affairs department and in which the public security department is responsible for solving the registered permanent residence, the transport department is responsible for the riding documents, the education department is responsible for the compulsory education, the labor and social security departments is responsible for vocational training and employment, and the health department is responsible for medical treatment.

At the same time, we should endow the Protection Center for Minors with the temporary Guardian status clearly. The Minor Protection Act has endowed the rescue management station with the temporary Guardian status. However, the Aid Management Approach didn't make the corresponding provisions. If we made the corresponding provisions, the problems would be solved such as the traffic accident claim of suspected mental patient, the mentally handicapped, the dementia, the stray pregnant women and the stray minors.

According to the requirement of the two regulations, the opinions on strengthening the work of the stray minors and the basic norms of the stray minors relief agencies, which were issued by related departments jointly, we should attach great importance to the rescue work of the stray minors and improve rescue network further more to improve the level of rescue work continuously. We should strengthen the monitoring system of the stray minors, and master the information of the stray minors such as the basic family situations of them, the causes and time of their stray, the times they have been rescued and the channels of their resettlement to put forth effort to solve the difficulty of sending them back and to crack down on the violations such as abetting and forcing the stray minors to take part in crime and manipulate the stray minors to go begging.

Furthermore, we should play the social and non-governmental organization's role and implement the linkage of family, community, school and the Protection Center for Minors to perfect the rescue network of the stray minors led by government, charged by the civil affairs department, cooperating by multi-departments, and participated in by the whole society further more. In this process, the relevant government departments can establish a joint meeting system to protect the rights and interests of the street children, which will hold regular meeting and make clear of the responsibilities of the relevant departments to rescue the street children to form a mechanism with close coordination. In addition, it is also supposed that we establish a nationwide children's rescue network between

the local rescue agencies which can realize the timely and effective communication of information, coordination of work and exchange of experience.

3. GUARANTEEING FUNDS AND PERSONNEL, ENHANCING THE ACCOUNTABILITY MECHANISM, AND CONSTRUCTING THE PROFESSIONAL RESCUE TEAM

The financial sector is supposed to fit the funds of the stray minors rescue agencies into the financial budget, which can ensure timely and full payment. And financial departments at the same level should give support to the essential funds needed by the stray minors rescue agency. We should determine the rescue standard reasonably to ensure the successful launching of a series of works concluding the subsistence, the education and the placement of the stray minors. The specific criteria of the rescue standard should be decided by financial and civil affairs departments of municipalities directly under the provincial government, and then be submitted to the provincial financial and civil affairs departments for the record. We should help the stray minors rescue agency to establish a sound financial management system, which should set a separate account and calculate separately the funds of the stray minors rescue agency and the special funds to boost the efficiency of funds.

The institutional establishment department should examine the organization disposition of the stray minors rescue agencies conscientiously. For the agencies omitted or missed, it is necessary to increase the allocation appropriately in accordance with the principle of streamlining and the actual situations of various regions and to take effective measures to ensure the timely replenishment for the lack of personnel. We should implement the accountability system for the related units and individuals who are involved in the situation in which the funds can't be guaranteed and the staffing is deficient severely so that the work of rescuing the stray minors cannot be carried out normally. We should build a rescue team of a high quality into which the education, the service, and the management are integrated. In particular, the education of the stray minors should be considered as a special education and the stray minors rescue center should be equipped with full-time teachers who are in charge of the morality education, the psychological treatment, the social work and the legal work of the stray minors. We should solve teachers' problems such as the professional ranks and titles and the post allowance earnestly, so that they can focus on their works. At the same time, we should strengthen the professional training of the existing staff team so that they can provide the stray minors with the targeted instructions according to

their characteristics, which can realize the differential treatment in education and can improve the effectiveness of education.

4. IMPLEMENTING THE SOCIAL WORK SYSTEM, THE FAMILY WELFARE POLICY AND THE EARLY INTERVENTION MECHANISM IN THE FIELD OF RESCUING THE STRAY MINORS

The implementation of the social work system in the field of rescuing the stray minors is an important content of the management innovation of the social security system which needs to be improved urgently. Because The Rescue Management Approach is not entirely in line with the special requirements for the rescue of the stray minors, the present rescue management needs a development with the forward and backward extension, and needs a deep-going development inner the institution. The designs of these rescue programs, the service provision and the evaluation of the effectiveness of the service require the professional knowledge and skills in social work. At present, carrying out professional social work in the field of rescuing the stray minors or introducing social work system into this field is an international experience and also is the requirement for the present work of rescuing the stray minors in our country. Actually, the successful experience of many domestic institutions is the display of the effectiveness of social work.

We should establish a family allowance system and a cash assistance system for minors on the basis of further strengthening the construction of the social security system to make sure that they don't need to roam about because of their poor families. At the same time, according to the new situation and the new problems in the rescue work, we should carry out targeted publicity and education. In particular, we should strengthen publicity and education for the community and the family to enhance the awareness of the whole society to rescue the stray minors, expecting to prevent and eliminate the phenomenon of the stray minors from the source through the early intervention in family, school and community.

5. TRYING "SCHOOL PATTERN" OR "FAMILY PATTERN" MODEL AND EXPLORING THE METHODS TO PLACE THE STRAY MINORS IN MULTIPLE WAYS

For children whose age is lager, the stray time is long and the autonomous consciousness is strong, and who is difficult to return to the natural family, we should try to establish the "school pattern" and "family pattern" model.

The “school pattern” model comes from the pilot of the rescue work in Zhengzhou. Such aid agencies not only provide learning places and cultural knowledge for the minors in plight, but also pay more attention to the teaching of mental health knowledge which will help them to have a new understanding of the society, and to lay the foundation for the entering of the society in the future. The so-called “family pattern” model is a rescue mode similar to the family structure and based on the community which set nursing, life and education as a whole. Trying to establish the “family pattern” model with the cooperation of rescue agency and society not only creates a harmonious family atmosphere and provides caring and love for the stray minors who lose the family warmth, but also give them the opportunity to receive a quality education. At the same time, the benign social environment also provides a healthy upward space for children.

We should change our concepts, sort out the related mechanisms, and put forward the multiple paths of the placement scheme according to the actual situations of the retention objects. We should use the external force, adopt the methods of rescuing them while seeking their relatives and verify the information through television stations, newspapers, the Census Register System of the public security department. For those who are unable to be found for the query, we should apply to the Civil Affairs Bureau for the placement in welfare home for them, which will make them to be supported by the government collectively.

At the same time, we should take the practice of combining the formal education with the special education. For the stray minors 16 years old who are studious and disciplined but are homeless, we should handle the account for them and coordinate the education department to ensure that they can receive formal education. Meanwhile, we should build a bridge between the labor security department and the social forces, and actively carry out the special training of the vocational skills, which provides the trainings of different vocational skills such as automotive, computer, cooking, sewing, hairdressing for the recipients according to the actual situations of them.

6. MOBILIZING AND GUIDING SOCIAL FORCES TO PARTICIPATE IN THE RESCUE EXTENSIVELY, AND GIVING FULL PLAY TO THE ROLE OF COMMUNITY IN THE PREVENTION, HELPING AND RETURN VISIT

We should focus on economic and social development, regarding enhance the social functions of civil society organizations as the focus point, and strengthen the

formation of the folk organization development pattern which possesses the standardized management, the reasonable layout, the optimum structure, the complete function, and the obvious effectiveness. We should increase the publicity efforts to cause the wide attention of the whole society, and encourage and guide social organizations, civil society organizations and the masses to actively participate in rescue work.

The Communist Youth League at all levels should regularly organize young volunteers to participate in rescue work such as the propaganda of rescue management, the persuasion and guiding to the stray minors, the psychological counseling to the recipients in rescue station and the guiding of the recipients to return to home, and should strengthen the construction of the volunteer team. Women's federations at all levels should organize the women's groups to participate actively in the rescue work and the crime prevention work of the stray minors. The Disabled Persons Federation should actively assist the civil affairs department to solve the problem of placement of disabled children. The legal service agencies should cooperate with the rescue agencies to do a good job in safeguarding lawful rights of the stray minors.

Community is the intermediary between the government and the society, and is also the organization linked with the families most closely. In the prevention and placement of the stray minors, urban and rural communities (the residents' committee and the villagers' committee) can play an important role. First of all, in the prevention of the stray children, the community can take the initiative to establish a file of all families with children in this area and to survey the economic situation and the children's education status of each family, in order to discover “the problem family”. Secondly, the community can take the initiative to intervene in the family that is likely to produce the stray children or has produced the stray children. For example, the community can provide material support for the families with financial difficulties, can provide child-caring guidance for the single parent families and the families with the low child rearing ability, can provide psychological counseling for the problem children, and can educate, warn, and charge the poorly monitored families. And the community should make the return visit survey to the minors who had experienced vagrancy and have returned home at present. And the community should prevent their “the second vagrancy”, even “the circular vagrancies” from several aspects such as the personal reasons and the family environment factors to effectively play a role at the grass-roots organization.

CONCLUSION

The vagrancy and helplessness of Juveniles are a serious social problem. Many domestic and foreign research results show that the stray minors who have lost the family

protection are extremely easy to produce life dilemmas, deviant behaviors and social security risks, which bring many inconvenience and disharmony factors to urban community management and social security work. Most of the stray minors are school aged children. And the situation of quitting school and dropping out is serious. As the result, their growth is in a vicious circle. It is true that the rescue of the stray minors is the complicated system engineering, which is difficult to accomplish by a Civil Affairs Department or a rescue center. To reduce or solve the problem of the stray minors, we must establish a rescue protection system in which family, communities, school and related departments participate in common. Among them, the public power of the government is the dominant force of the rescue work of the stray minors. The social groups and the mass are the basic forces of the rescue work of the stray minors, whose role in the cause of rescuing the stray minors cannot be ignored. This is in line with the requirements of the pilot work on the protection of minors in the Civil Affairs Department. At present, the construction of the volunteer team in the field of social rescue is just in the initial stage, and the social donation work also cannot reach the regular and

standardized level, which requires the active guidance of the government departments.

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