



# FINAL EVALUATION

**China**

Thematic window  
Youth, Employment and Migration

**Programme Title:**

Protecting and Promoting the Rights of China's  
Vulnerable Migrants

# Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

*The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.*



## **REPORT OF FINAL EVALUATION OF (MDGF) JOINT PROGRAMME<sup>1</sup>**

### **UN-China Protecting and Promoting the Rights of China's Vulnerable Young Migrants (YEM)**

Prepared for

**THE MDGF SECRETARIAT IN New York  
THE GOVERNMENT OF CHINA and  
THE UNITED NATIONS IN CHINA**

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<sup>1</sup> The views expressed herein are those of the consultant and do not necessarily represent any official view of the YEM programme in China.

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## ACRONYMS

ACFTU: All China Federation of Trade Unions  
ACWF: All China Women's Federation  
ACYF: All China Youth Federation  
ADB: Asian Development Bank  
CAEA: China Adult Education Association  
CALSS: China Academy of Labour and Social Security  
CASS: Chinese Academy of Social Sciences  
CAST: China Association for Science and Technology  
CEC: China Enterprise Confederation  
CETTIC: China Employment Training Technical Instruction Center  
CFPA: China Family Planning Association  
CGF: China Gender Facility  
CICETE: China International Center for Economic and Technical Exchanges  
CIDA: Canadian International Development Agency  
CLC: Community Learning Center  
CNIER: China National Institute for Educational Research  
CSO: Civil Society Organization  
CYVA: China Young Volunteers Association  
DFID: Department for International Development  
DRC: Development Research Center of the State Council  
IEC: Information, Education, Communication  
ILO: International Labour Organization  
IOM: International Organization for Migration  
JP: Joint Programme  
JPC: Joint Programme Coordinator  
LGOP: State Council Leading Group of Poverty Alleviation and Development  
LST: Life Skills Training  
M&E: Monitoring & Evaluation  
MDG: Millennium Development Goals  
MDGF: Millennium Development Goals Achievement Fund (funded by the Spanish Government)  
MDTF: Multi Donor Task Force  
MOCA: Ministry of Civil Affairs  
MOE: Ministry of Education  
MOFCOM: Ministry of Commerce  
MOH: Ministry of Health  
MOHRSS: Ministry of Human Resources and Social Security  
MOLSS: Ministry of Labour and Social Security  
MPS: Ministry of Public Security  
NBS: National Bureau of Statistics  
NDRC: National Development and Reform Commission  
NGO: Non-Government Organization  
NPC: National Programme Coordinator  
NPA: National Plan of Action  
NPFPC: National Population and Family Planning Commission  
NSC: National Steering Committee

NWCCW: National Working Committee for Children and Women  
PKU: Peking University  
PLHA: People living with HIV/AIDS  
PMC: Programme Management Committee  
PMO: Programme Management Office  
SAWS: State Administration of Work Safety  
SIYB: Start and Improve Your Business  
SOP: Standard Operating Procedure  
TEDA: Tianjin Economic Development Authority  
TORs: Terms of Reference  
TOT: Training of Trainers  
UN: United Nations  
UNDAF: United Nations Development Assistance Framework  
UNDP: United Nations Development Programme  
UNESCO: United Nations Education, Science and Cultural Organization  
UNFPA: United Nations Population Fund  
UNICEF: United Nations Children's Fund  
UNIDO: United Nations Industrial Development Organization  
UNRCO: United Nations Residence Coordinator Office  
UN WOMEN: United Nations Entity for Gender Equality and the Empowerment of Women  
UNTGPI: UN Theme Group on Poverty and Inequality  
UNV: United Nations Volunteers  
WB: World Bank  
WHO: World Health Organization  
YEM: Protecting and Promoting the Rights of China's Vulnerable Young Migrants

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## Executive summary

This report provides a final evaluation of the MDG-F Joint Programme on Protecting and Promoting the Rights of China's Vulnerable Young Migrants (YEM), which started on 11 February 2009 and was completed in mid-February 2012.

The report sets out the findings and recommendations of the final evaluation following the MDG-F secretariat recommended structure for Evaluation Reports. Following a consultation process and feedback from the UN and national programme managers and coordinators, the report addresses the specific issues raised in the Terms of Reference for the evaluation, both those of the YEM programme within the context of the China, and those raised within the context of the MDG-F thematic windows.

The YEM final evaluation ran from July 2011 to February 2012, starting with an initial briefing meeting in the YEM Programme Management Office in Beijing on 2 August, de-briefing with the UN coordinator on 27 August and meetings with programme staff between 7 and 27 September 2011. According to the proposed itinerary and agenda of field visits for the final evaluation of YEM, the consultant visited Tianjin, Xi'an and Cangzhou from 13 to 28 October 2011.

This evaluation was summative in nature. It seeks to measure the extent to which the joint programme has fully implemented its activities, delivered outputs and attained outcomes, particularly with regard to the impact and sustainability of the various interventions. It is also intended to identify the best practices and lessons learned from the YEM programme that could be useful to other development interventions at the national (scale up) and international level (replicability).

## Major findings:

### Relevance & Design:

1. The overall objective and the expected outcomes of the YEM project precisely covers the theoretical and practical issues that the Chinese government is facing with regard to developing a harmonious society and the government's immediate objectives regarding the improved protection of migrant workers and the achievement of China's MDGs on poverty, education, gender equality, maternal health and HIV/AIDS. YEM was firmly rooted in the development priorities indicated in the 2006-2010 UNDAF, and the MDGs.
2. The overall design of the Programme focused on support for the Chinese Government in managing the positive and negative effects of internal labour migration, through the joint effort of nine UN agencies using their diverse and cross-sectoral expertise and experience, rather than through any single UN agency. It offered a useful opportunity to help the Chinese Government strengthen cooperation between Ministries and Departments.
3. The evaluation noted that the target groups were in line with the aims of the programme, focusing on young migrants in major sending and receiving areas in China and were consistent with the general pattern of distribution of the migrant population reported by the National Population and Family Planning Commission in 2011.

**Process & Efficiency:**

4. The outputs of the YEM programme demonstrated a high level of efficiency in implementing and managing the programme, particularly for such a complex design, the short period of implementation and with so many agencies and organizations involved.
5. Major achievements of the YEM programme can be summarized as follows:
  - Policy dialogue involving all key stakeholders equally has been actively promoted to strengthen communications and enhance awareness of the rights of migrant workers, and the service awareness of the relevant government departments.
  - An information exchange platform on research on young migrant workers has been launched. (website: [www.youngmigrants.org](http://www.youngmigrants.org)).
  - Awareness raising campaigns, training, and the provision of services, etc, organized by communities and NGOs promoted the integration of young migrant workers in the urban communities.
  - 16 comprehensive community service centers were established in the selected pilot sites to provide one-stop service for the young migrant workers in the community.
  - A network of reliable and needs-based employment services among public and private employment services agencies was established in pilot cities to increase the migrants' reliance on formal migration channels, which has improved the quality and depth of job information related decent work indicators, including the specifics of job responsibilities, wages and benefits, the reliability of the employer, working conditions, access to training and social insurance, etc.
  - Training programmes focusing on strengthening the employability of young migrant workers and rural youth have been tested. These programmes include pre-employment, skills upgrading and business start-up training to promote safe and orderly migration and help them find employment more successfully.
  - An innovative comprehensive life-skills training package for rural youth and young migrant workers has been developed. It was widely presented to and welcomed by young migrants at different venues, such as middle and vocational schools, community service centers, enterprises, etc., through diverse teaching approaches, including peer education, which empowers young migrants to become active disseminators of knowledge and information.
  - The registration of migrant children has been piloted in pilot sites to enhance their protection and access to social services. The registration of migrant children has been included in the NPA on children (2011-2020) issued by NWCCW in July 2011.
  - Strong outreach of labour laws and regulations to promote the protection of rights of young migrant workers, especially for the protection of particularly vulnerable groups, such as young female migrant workers and domestic workers.
  - A health promotion model to promote the use of appropriate health services by migrant youth has been developed and tested in the pilot sites. It provided more opportunities for young migrant workers to have access to health knowledge and enjoy health services.
  - A number of government departments, enterprises and training agency staffs, and youth peer educators of migrant workers have been trained. They are the most important and valuable human resources for relevant training activities to be carried out in the future.

6. The senior leadership of the Chinese government and UN agencies attach great importance to the YEM programme. This provided a strong guarantee for the smooth implementation of the programme. As the coordinating agencies, senior government and UN officials, particularly the two PMC Co-Chairs from ILO and the Ministry of Human Resources and Social Security are deeply committed to this programme.
7. The PMO played a very important role in the daily management and coordination among the partners as well as M&E. Their efforts to develop YEM implementation, coordination and communication Guidelines to share with all partners were very helpful and in turn further strengthened the coordination among the partners and the efficiency of the programme.
8. With the aim of improving UN coordination, effectiveness and efficiency in supporting the realisation of national goals and outcomes, a number of reforms have been introduced to simplify and harmonise programming at the country level. Since the beginning of the 21<sup>st</sup> century, UN agencies in China have started to implement measures such as the UN development frameworks (UNDAF) developed jointly with the Chinese government to cover a five-year cycle. The results of the implementation of the YEM programme show that it further promoted cooperation among UN agencies and national counterparts and institutions.

#### **Results & Effectiveness:**

9. Looking at YEM's achievements against the three outcomes and ten outputs listed in the YEM Programme Document, the programme is likely to fulfil the objectives of all activities proposed. Of course, for such an ambitious and complex programme, there is room for further improvement.
10. With the great commitment and active participation of the implementing partners, the past three years have witnessed an impressive array of activities delivered under this very complex joint programme, including policy dialogues, research, materials development, piloting training, service, and advocacy campaigns, promotions and information sharing, etc. Around 400,000 individuals, including young migrant workers, rural youth, migrant children, civil servants, community workers and service providers have directly benefitted from the YEM Joint Programme
11. The YEM programme has had a significant impact at the local level, giving the YEM programme a wide geographic impact and an opportunity to maintain YEM's current operations in most of the pilot sites. Feedback from the local authorities has confirmed their interest and further support after the end of the programme. This is seen as a positive development and fully in line with the expectations of the YEM programme.
12. Given the Chinese Government's willingness and capacity to replicate and mainstream successful pilots, the solutions developed within the Joint Programme will have the potential to significantly contribute to China's MDGs on poverty, education, gender equality, maternal health and HIV/AIDS. Beyond the potential impact on China's 150 million migrants, this programme will have a substantial influence on global MDG indicators. Many of the

interventions that have proven effective can be adapted to address youth employment and labour migration challenges worldwide.

### **Ownership & Sustainability**

13. Focusing on the social inclusion of migrant workers, the piloted initiatives of YEM such as a study on migration trends, institutional services, protection mechanisms, and existing initiatives and the registration of migrant children have led to policy recommendations which were reflected in the 12<sup>th</sup> national five-year plan and related sector plans concerning population and social development, as well as relevant national policy on the implementation of a residence certificate system.
14. YEM activities that offered opportunities for university volunteers to mentor migrant children provided enriching experiences for both parties, as well as a feasible and replicable model for the “Young Volunteers Caring for Migrant Children Action” launched in 2010, and currently being implemented in more than 2700 pilot counties across the country.
15. YEM flexible courses showed good prospects of sustainability. Relevant UN and national partners will continue to carry out training of trainers and deliver flexible courses to rural youth. Outstanding cases and good practices will be collected and documented to develop a “trainers’ manual” guiding the trainers and delivery of training. The flexible courses will be further improved and updated as well.
16. Participating in YEM research and entrepreneurship training were proven to be excellent capacity building processes for the local government departments that helped Cangzhou apply for and become one of the first three pilots for “Building Up an Entrepreneurial City” in Hebei Province. Financial support from the provincial government will be available in the future to further promote entrepreneurship training.
17. YEM life skills training was introduced to 192 rural labour transfer model counties and the practices (especially the participatory methods) will be integrated into pre-employment training and be further promoted through the training platform.
18. The integration of life skills training in the curriculum of secondary vocational schools, piloted by YEM, received positive results. This practice will be scaled up beyond the project cycle in Guizhou Province, in particular in the ethnic minority areas, to prepare the minority youth for safe migration, decent jobs and living in cities.
19. The successful implementation of this programme and the strong partnership displayed with the implementing agencies should serve as a model for future programmes of this kind, and its results and experiences deserve wide dissemination. It should be seen as a solid base for the implementation of UNDAF 2011-2015 in China.

## Recommendations:

**Recommendation 1:** The design of the joint project should include the details of how to join outputs together including the testing areas, the distribution of funds and the evaluation of results.

**Recommendation 2:** Enhanced dialogue between UN agencies and senior Chinese leaders could improve the impact and sustainability of the project through the further application of the policies tested through YEM.

**Recommendation 3:** Future programmes such as YEM should consider the selection of joint pilot sites to make cooperation among the related departments relatively easier and to increase the impact of the interventions. UN organizations should discuss cooperation mechanisms with government counterparts to ensure proper coordination.

**Recommendation 4:** Proper funding for a joint project office should be ensured to upgrade project office management and monitoring capabilities.

**Recommendation 5:** The design process of UN projects should be long enough and the project proposal should be detailed enough to cover all the output activities. Such a process would not only benefit project implementation, but also the evaluation of the comprehensive effect (impact) of outputs and activities. If possible, a comprehensive, overall review of the project design led by the project office could mitigate the shortcomings of the earlier design.

**Recommendation 6:** For large-scale cross-sector comprehensive projects like YEM, a longer implementation period would allow establishment of solid coordination mechanisms and increase the impact of the project. The first year could be dedicated to coordination and preparation of the project launch, the second year to start pilots, the third year to review and modify the project results for comprehensive coordination and re-piloting, and the fourth year to summarize project results. Contracts of the project experts and administrators should continue long enough after the official end of the project to enable them to complete reporting and closure requirements.

**Recommendation 7:** Building the capacity of appropriate domestic organizations to manage information and carry out monitoring and evaluation could improve governance ability in the long term, by improving cooperation mechanisms among government departments and contributing to evidence-based decision-making.

**Recommendation 8:** To ensure the sustainability of results, the project design should consider the feasibility of national ownership – and funding – of successful pilot experiences after the programme is finished.

**Recommendation 9:** The programme design should include project management training for the personnel in implementing organizations, for example, accounting procedures, regulation of shared responsibilities and funds, how to write reports etc, while hosting joint activities. In addition, for future projects, a Chinese version of project management guidelines should be

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provided at an early stage to the domestic partners, especially local partners, who participate in implementing activities.

**Recommendation 10:** Based on the participatory training concept and practice brought out by YEM, the UN organizations may wish to pay further attention to building up a professional team to promote participatory training in China, as a new concept for project management and design.

**Recommendation 11:** The establishment of a joint project technical team to provide the necessary training and support and utilizing available domestic and international experts , would have contributed greatly to the sustainability of the project. The development of such an expert team would become an important domestic human resource over time .

**Recommendation 12** The impact of YEM has been noticeable and widespread as a model of a comprehensive response to young migrants' issues in China. An international high level forum describing the successful outcomes of the YEM Programme in China could be initiated with the help of UN agencies under the overall framework of UNDAF 2011-15 as one avenue to make YEM approaches more effective, efficient and sustainable.

## 1. Introduction of the evaluation

This report presents the methodology and work plan for the Final Evaluation of the MDG-F Joint Programme on Protecting and Promoting the Rights of China's Vulnerable Young Migrants (YEM) from 20 July, 2011 to 10 February, 2011. The methodology indicates how the objectives for the final evaluation and the expected results as stated in the TOR has been met as well as the work plan for the consultant and national project team.

### 1.1 Background of MDGF & YEM

In December 2006, the UNDP and the Government of Spain signed a major €528 million partnership agreement with the aim of contributing to progress on the Millennium Development Goals (MDGs) and other development goals through the United Nations System. The Spanish MDG Achievement Fund (MDGF) supports countries in their progress towards the MDGs by funding innovative programmes that have an impact on the population and potential for replication.

MDGF operates through UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has approved 128 joint programmes in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

MDGF's Youth, Employment and Migration thematic window aims to contribute to a reduction in poverty and vulnerability in eligible countries by supporting interventions that promote sustainable productive employment and decent work for young people either at the national or local level, through a better management of the (negative and positive) effects of migration and by enhancing local capacities to develop, implement and monitor effective policies and programmes in this domain.

The Window includes 14 joint programmes that encompass a wide range of subjects and results. Nevertheless, there are similar underlying characteristics across most of these joint programmes. The majority of the programmes in the window seek to contribute to increase employment opportunities for young people and/or migrants; and strengthen the national and/or local government's capacity to act in favor of youth employment, notably through strengthening existing or new government action plans. Most outcomes in this window aim to improve young people's employment opportunities, both from a "top-down" approach, in which the government implements policies in favor of youth employment, and from a "bottom-up" approach, in which young people are given the ability and encouraged to find employment or set up their own enterprise. Improving the general situation of migrants is also an important outcome in this window, often pursued in conjunction with the employment opportunity outcome.

The beneficiaries of these Joint Programmes are diverse. Virtually all joint programs in the window involve supporting the government, at the national and/or local levels. Related to the importance of increasing employment opportunities for young people, most programs also

target youth, either directly (e.g. training) or indirectly (e.g. employment services offered to them). In addition, some programs benefit local business communities, through public-private partnerships in favor of youth and migrants employment, while some benefit schools by building their capacity to transfer skills necessary for employment.

### **1.1.1 The Protecting and Promoting the Rights of China's Vulnerable Young Migrants Programme (YEM)**

China's migrant workforce of 150 million, often described as the "floating population", represents the largest movement of people in modern history. Protecting and Promoting the Rights of China's Vulnerable Young Migrants (YEM), one of the MDGF initiatives, is strengthening the institutional capacities to develop and implement the national labor and employment laws, e.g. the Labor Contract Law, and policies on strengthening employment and reemployment efforts. Gender-sensitive and rights-based interventions are increasing the social and labor protection of those who are in most need of support and yet also are the hardest to reach. Models are being developed to support the most vulnerable: young labor market entrants from the rural areas, and assist government in developing capacity to provide young migrants and potential migrants with better access to quality education, skills training, social services and rights protection mechanisms.

YEM has a budget of \$7.6 million - \$6.6 million of MDGF funding and \$1 million in-kind contributions from the Chinese government. It started on 12 February, 2009 and will continue until 10 February, 2012. This initiative is now being evaluated during the final months of the programme with a view to assessing progress and making recommendations for improving the implementation and impact of similar future projects.

YEM is also referred to as the Joint Programme because it involves twenty-seven Chinese government agencies and academic institutions more than 100 local institutions and organizations and nine UN agencies.

The overall objective of the YEM joint programme is to promote and protect the rights and interests of young migrant workers through a wide range of activities including policy consultation, training, advocacy and other capacity building activities.

The YEM outcomes are not isolated from the general UN-China co-operation framework expressed in the UNDAF. The joint programme was designed to contribute to 2006-2010 UNDAF Outcomes. It contributes to the 2011-2015 UNDAF Outcome 2: The poorest and most vulnerable increasingly participate in and benefit more equitably from China's social and economic development.

The following MDGs have been addressed by the YEM outcomes:

#### **MDGs**

- Goal 1: Eradicate extreme poverty and hunger
- Goal 2: Achieve universal primary education
- Goal 3: Promote gender equality and empower women
- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health

## Goal 6: Combat HIV/AIDS and other diseases

### 1.2 Objectives of the Final Evaluation

The TOR (See Annex 1) called for an assessment of two overall objectives.

1. Measure the extent to which the joint programme has fully implemented its activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge on YEM, one of the MDG-F thematic windows, by identifying the best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by the final evaluation will be part of the thematic window's evaluation. The Secretariat may undertake to synthesize the overall impact of the fund at national and international level.

The final evaluation has been placed under the whole framework of the MDG-F Monitoring and Evaluation Strategy and to avoid repetition and overlapping with the mid-term evaluation. In comparison with the mid-term evaluation conducted at the mid-way point of the joint programme implementation, the final evaluation takes place at a more advantageous timing to assess the results and sustainability of the joint programme.

The final evaluation focused on measuring development results and potential impacts generated by the **joint programme**, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period of six to eight months. The final evaluation was a continuous process taking place in the second half of the third year. Final evaluation activities were integrated into the regular project implementation and M&E missions, in order to allow the consultant to see and understand the real joint programme implementation.

The final evaluation has the following specific objectives:

1. Measure the extent to which the joint programme has contributed to resolving the needs and problems identified in the design phase.
2. Measure the joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure the extent to which the joint programme has attained development results for the targeted population, beneficiaries, and participants, whether individuals, communities or institutions, etc.
4. Measure the joint programme's contribution to the objectives set in the respective specific thematic window as well as the overall MDG fund objectives at local and national level. (MDGs, Paris Declaration and Accra Principles and UN reform).
5. Identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN

reform with the aim to support the sustainability of the joint programme or some of its components.

In this regard the final evaluation analyzed the status of the programme regarding its design, implementation and impact and established a set of recommendations based on the relevance, ownership, efficiency, effectiveness, impact and sustainability of the programme.

### **1.3 METHODOLOGY OF THE EVALUATION**

This final evaluation uses methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of resources and the priorities of stakeholders.

The evaluation should be viewed as continuing learning activities to enhance knowledge about the development results and potential impacts generated by the joint programme of Protecting and Promoting the Rights of China's Vulnerable Young Migrants. One of the important characteristics of this final evaluation is that the final evaluation is taking place in the second half of the third year of the programme. Final evaluation activities were integrated into the regular project implementation and M&E missions, in order to allow the consultant to see and understand the real joint programme implementation. The consultant was able to collect more information and feedback from beneficiaries and stakeholders in the actual context/circumstances and witness the outcomes and achievements of the programme. This enable conclusions and recommendations for the joint programme to be formed within a period of six to eight months based on the scope and criteria included in the TOR.

The consultant has worked under the guidance and direct supervision of the Chair of the UN Theme Group on Poverty and Inequality (UNTGPI) to whom he reports. He worked closely with the Programme Management Office (PMO), the Ministry of Human Resources and Social Security (MoHRSS) as the lead Government counterpart and all other programme stakeholders, particularly the project managers from the UN agencies involved in the programme and staff from the executing institutions.

The evaluation mission was composed of three distinct phases: the desk review and inception report; data collection and field visits; and analysis and synthesis. An initial meeting with the Project Coordinator and Programme Management Office in Beijing in late September, 2011 is required by the consultant to provide an opportunity to review and comment on the draft version of the inception report. This meeting will be different with the debriefing meetings required by in the TORs which is supposed to take place when the data collection and field work are completed and evaluator have generated initial conclusions of the assessment. In the process of the final evaluation, the evaluator has made sure that the voices, opinions and information of targeted citizens/participants of the joint programme are fully taken into account.

#### **1.3.1 Desk Review and Inception Report**

A basis for the tasks of the consultant is an understanding of the project background and rationale as well as an analysis of the implementation and achievements. One source is to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term

evaluation report, base-line and end-line survey reports, M&E mission reports and any other documents that may provide evidence on which to form judgements. The consultant has been sent all relevant documents and reports on the YEM programme for reading and analysis along with contextualized terms of reference to guide the planning of the assignment. The evaluator kept in close consultation with the international and national Joint Programme Coordinator to plan the mission and the itinerary through the internet, phone and face to face conversations. The consultant has made any adjustments necessary based on these conversations.

Based on the desk review of documentation supplied by the Programme Management Office including the Project Proposal, minutes of monitoring meetings (pre-launch working meeting, debriefing meeting of the Monitoring Mission), mid-term evaluation report, publicity documents, and relevant websites, a set of structured, semi-structured interview guidance notes for key stakeholders have been developed. (See Annex 2) They were amplified during individual consultations in order to follow up on specific points that arise and also from secondary data analysis. Responses from consultations will be one basis for the findings and conclusions in relation to the evaluation criteria. They will also serve to verify any preliminary conclusions from secondary analysis of documentation prior to the field visits.

The inception report was prepared based on the desk review as the guiding document for the conduct of the final evaluation. This report should be submitted to the key stakeholders such as UNRC, PMO and the evaluation reference group for comment. It has been adjusted as necessary by the consultant before field work begins on site.

### **1.3.2 Data collection and field visits**

In this stage, data and information was collected through the consultative meetings with all levels of the key stakeholders before and during the field visits.

In Beijing and the pilot sites to be visited, the consultant required the Joint Programme to organize a series of consultative meetings around the project's outcomes and outputs. The UN agencies, Chinese Government, Chinese academic institutions and civil society organizations involved in the project output in question were expected to attend the meeting. They included but were not limited to:

- Joint Programme management: NSC, PMC Co-Chairs, Programme Management Office
- Participating UN agencies and their national counterparts
- Local implementing partners
- Participants and beneficiaries
- Output level expert teams

The focus of these meetings was on the work done to date, success stories and lessons learned. The consultant had an opportunity to pose questions and to explore issues relevant to the objectives of this evaluation. The time reserved for each meeting ranged from two hours up to a full morning or afternoon depending on the number of outputs to be discussed and the number of participants. The meetings took place at venues convenient for participants and the consultant and in the rooms sufficient to accommodate all participants. The meetings ranged from six to fifteen participants depending on the project output and the number of parties involved in that output. A computer, projector and screen were available for those making

presentations. All of this was well organized by the international and national joint programme coordinators.

The field work included field visits to selected pilot sites and interviews, meetings with key stakeholders and participating partners.

The proposed criteria for selection of project activities and sites for field visits included the following:

1. Had the most comprehensive programme activities
2. Sending and receiving areas were relatively close to each other
3. Most programme results could be observed
4. Successful stories could be identified and collected
5. There had been some improvement after the Mid-Term Review in 2010.
6. There were ongoing programme activities
7. Neighbouring sites could be visited at little additional expense

### **1.3.3 Analysis and synthesis**

After the consultative meetings and field visits, the consultant was able to analyze the initial findings of the field survey, and synthesize the information collected to prepare the final evaluation report based on the standard evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability as mentioned in the TOR. Additional questions were formulated in this process on specific aspects of the programme and, as necessary, these questions were sent back to relevant organizations/implementation institutions through JPC and NPC by emails or phone calls for further clarification. The results of the analysis of primary data from field visits and consultations, as well as the analysis of secondary data and documentation provided a strong base for the final evaluation report.

### **1.3.4 The Limitations & Caveats of the evaluation**

There were a number of limitations to this final evaluation relative to the Terms of Reference<sup>2</sup> of final evaluation originally set up by PMC. Due to the limited time available for the field visits, it was not possible to meet with all stakeholders, nor to visit other pilot sites where the project operates. Other factors are detailed below. However, through cross reference and triangulation the data are robust.

One of the major evaluation problems was the lack of baseline data collected before the programme was implemented. This raised difficulties when estimations of the various impacts of the project were required in the evaluation. Best estimates therefore needed to be ascertained by the evaluator by recording the views of stakeholders including beneficiaries who are the recipients of the programme outcomes.

It was difficult to obtain data on the overall achievement of the programme objectives through the questionnaire survey because of the complex structure of the programme with many agencies responsible for diverse outputs within the programme and the time limitation for

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<sup>2</sup> See Annex 1

August 8, 2012

delivering the questionnaires. With these caveats, the evaluation is more qualitative than quantitative. Analysis and verification were limited.

Nonetheless, thanks to the many excellent project informants, the consultant gained an appreciation of the project intervention. We are confident in this report's conclusions and recommendations.

## 2. Major findings

### 2.1 Relevance of Design

This section assesses the extent to which the objectives of the YEM programme meet the development priorities of the Government of China, the 2006-2010 UNDAF, and the MDGs. In this respect, the evaluation draws on the YEM programme documents and interviews with stakeholders met between September and December 2011 and the information collected from the concluding conference held in Beijing on 15-16 December 2011.

In the past decade, China, as the largest developing country in the world, has integrated the MDGs into the process of comprehensively building up a harmonious “*Xiaokang*” (moderately prosperous) society. In this process, the Chinese government also placed a high priority on addressing the inequalities between the urban, rural and migrant populations. The Chinese Government is strongly committed to ensuring that the benefits of development reach the most vulnerable, as demonstrated by the report at the 17th CPC National Congress. In recent years, a host of policy reforms and new legislation have been introduced specifically to improve migrants’ labor rights, civil rights and rights to basic services and social security. These have been followed up with large-scale programmes to enhance their decent work opportunities, and access to social protection. However, the sheer scale and complexity of the challenge means that progress remains gradual, uneven and experimental.

The Central Committee of the Communist Party of China and the State Council of China have attached great significance to the work of the migrant population. At the Opening Ceremony of the Symposium on Social Management and Innovation for Major Provincial and Ministerial Leaders in early 2011 and 28th CPC Central Committee Politburo Collective Study on 26 April 2011, the General Secretary of CPC Central Committee Hu Jintao clearly set forth the plan for strengthening and innovating services and management of the migrant population under the new situation. He pointed out that China would further strengthen and improve services and management for the migrant population and other special groups, set up national population information databases covering the entire population, and establish and perfect a dynamic management mechanism for the population. China would also formulate policies to guide the rational movement and orderly migration of the population, actively and steadily promote urbanization, comprehensively coordinate the relationship between population distribution and economic layout as well as land use, and include services for and management of the migrant population in the overall planning of places of destination for their economic and social development, so as to create a favorable policy and institutional environment for population movement.

The expected outcomes and outputs of YEM programme precisely covered the theoretical and practical issues the Chinese government is facing with regard to the migrant population especially the new generation of the migrants and are firmly rooted in the development priorities indicated in the 2006-2010 UNDAF, and the MDGs.

The overall objective of the YEM project is to promote and protect the rights and interests of young migrant workers through policy consultation, training, advocacy, and other capacity building activities, in this instance by strengthening China’s capacity to face the challenges of the

inequalities between the urban, rural and migrant populations. Rights-based and poverty-eradication-centered interventions will increase the social and labour protection, educational improvement, vocational training and the protection of the rights and interests of those who are in most need of support. It provides an integrated response to the array of needs of young migrants and potential migrants.

Large scale population migration is the most significant demographic phenomenon in the process of industrialization and urbanization in China. According to data from the sixth national census, migrants in China already accounted for 16.5% of the total population in 2010. Services for and management of the migrant population have become an important issue for in-depth institutional reform in key areas and for long term socioeconomic development during the 12th Five year Plan period in China. It has great strategic significance for promoting the comprehensive, coordinated and sustainable development between population and economy, society, resources and environment in China.

China's youth population aged 15 to 29 years reaches roughly 320 million. The poorest strata of these are found in China's rural areas, and they strive to earn a better life by migrating from their home. An estimated 62% of the rural population aged 15 to 30 is leaving their communities in search of work in more developed towns and cities. In China, the challenges faced by migrants and by young people therefore are inextricably intertwined.

Young people are drawn by the employment opportunities and favourable wage differential available in urban areas. However, most migrants can only obtain jobs that are manual and menial – and in some cases exploitative. Many spend long hours in dangerous workplaces and live in squalid housing, and their vulnerability is compounded by a lack of access to social protection and by social exclusion.

The most vulnerable to marginalization are out-of-school youth and young migrants with low education and marketable skills. They leave home uninformed of the challenges involved in migration and are ill prepared to handle these challenges. Because girls tend to leave school and migrate at a younger age than boys, they face a risk of rights violations and abuse.

As mentioned before, in the past, the government has shown a willingness and capacity to mainstream pilots that prove effective into its own programming and budgeting cycles, and replicate them around the country. Now the challenge faced by the Chinese government is to satisfy the interests and needs of new generation of migrants and solve their problems. The Chinese government would like to learn international best practices and experiences in this field through the UN technical assistance in order to explore the path of migration and employment of youth based on China's distinct national conditions. This Joint Programme was therefore designed to closely match the Chinese government's vision of a harmonious society and its immediate objectives regarding the improved protection of migrant workers.

In this sense, the aims of the YEM programme are consistent with the problems and needs in China. The activities addressed migrant issues through policy testing, advocacy, capacity building in addition to enhancing individual capacity and building the capacity of institutions – including employment services, representative CSOs, health services, the labor inspectorate, etc. and a platform for migration research exchange. Figure 1 shows three outcomes and 10 interlinked outputs of YEM programme.



Figure 1. Three outcomes and the relevant outputs of YEM programme.

Given the Chinese Government's willingness and capacity to replicate and mainstream successful pilots, the solutions developed within the Joint Programme will have the potential to significantly contribute to China's MDGs on poverty, education, gender equality, maternal health and HIV/AIDS. Beyond the potential impact on China's 150 million migrants, this programme will have a substantial influence on global MDG indicators. Many of the interventions that have proven effective can be adapted to address youth employment and labour migration challenges worldwide.

Taking into account the date of the design of the YEM programme, the project design is very forward-looking. The vice minister of MOHRSS, Mr. Yang Zhiming pointed out that "the development of young migrants are the development of the next generation of industrial workers in China. The MDGF YEM programme by targeting young migrants actually targets the next generation of workers in China. It is a hopeful project in that sense."

The "community service system construction plan (2011-2015)," issued by China State Council in December 2011 also showed that the original design of the YEM programme was exactly in line with China's reality and it is very forward-looking.

The overall design of the Programme focused on support for the Chinese Government in managing the negative and positive effects of internal labor migration, through a joint effort of UN agencies bringing together their diverse and cross-sectoral expertise and experience. To effectively manage the work of migrant workers, to strengthen coordination between ministries, the State Council Joint Committee for Migrant Workers (hereinafter referred to as Joint Meeting System) was created by the Chinese government in 2006. It consists of 29 relevant Vice Ministers and Heads of Departments under the State Council which is led by the Vice Premier. The design of YEM programme which brought together the joint efforts of 9 UN agencies has helped the Chinese Government to explore possibilities for strengthening cooperation between



pattern of the distribution of the migrant population reported by NPFAP 2011. Figure 3 shows the distribution of the major sending and receiving areas of migrants in China.

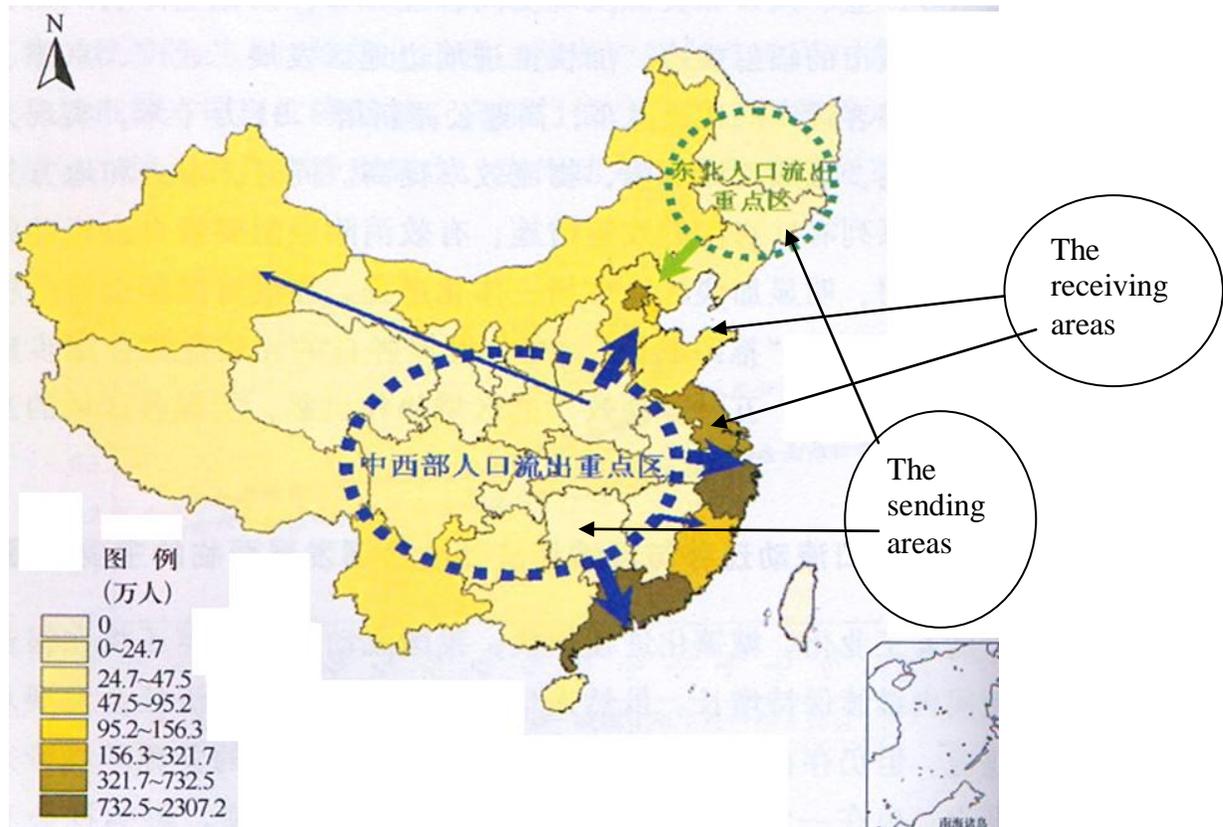


Figure 3 The distribution of the major sending and receiving areas of migrants in China

Source: China Migrant Population Development Report 2011

The evaluation also noted the site selection in the sending areas and receiving areas were determined early in the programme. The previous cooperation between the UN/Chinese partners and the willingness of local governments determined the selection of the pilot sites. The advantages of this process are obvious and the human and financial resources at the local level can be fully mobilized. On the other hand, the scattered pilot sites and the activities lowered the efficiency and effectiveness of the cooperation among the UN agencies to some extent. (This will be discussed later)

## 2.2 Implementation

36 months for implementation of a programme like YEM, with such a complex and multi-sectoral design and with more than 120 activities to carry out is too short. The time and cost for developing integrated work plans, establishing and conducting joint monitoring frameworks and missions, planning and attending coordination meetings and ultimately evaluating results are higher than expected in the original design stage.

The design of a single activity under each output of YEM programme optimally needs to be reviewed and assessed within the general framework of the programme. Once it is completed.

Most of the individual YEM programme activities listed in the bi-annual monitoring reports have been delivered on time and fully achieved the expected results. But there was no more time for further reviewing and integrating them in a comprehensive way. For example, the training materials for life skills training and the flexible courses developed through the non formal education channels need to be reviewed to see if there is any overlap and to determine how to use materials in a complementary way. During the final evaluation, UNICEF and CAST recognized the need for synergies between the two sets of materials, particularly in the life skills for girls. Unfortunately, the programme had no more time nor funds to bring these two parties to discuss this issue.

Through the consultative meetings and the interviews, the evaluator recognized that the relatively short period for implementation made the implementing parties anxious to complete/deliver the activities on time and to be less concentrated on the impact of the activity. Optimally a programme like YEM, should last for at least four years. The first year to start the coordination, the second year to start pilot activities, third year to revisit and modify the programme, the fourth year can summarize the results and experiences. This would give enough time to review the original design and make the necessary adjustment for the interventions.

This Report notes remarkable successes and sustainable effects of the YEM programme. According to the UN expert who participated in the project design, UN agencies in China had only a few weeks to complete the initial proposal to MDGF-Secretariat in New York. Although the process of the preparation brought together the contributions of the UN agencies in China and their national partners as much as possible, the original design presented in the programme document proposed a comprehensive consideration among the various outputs. Unfortunately due to time constraints, the project design team was not able to develop a realistic operational system of technical support, management and monitoring and evaluation at the design stage.

With regard to the effectiveness and sustainability of the programme, there is another important issue. It is to identify the appropriate counterpart for the specific outcome/output. In the traditional UN assistance programme or bilateral cooperation programme, it is not difficult to find the appropriate national counterpart for a specific programme. But for a multi agency cooperation programme like YEM, in order to achieve the overall goals of the programme, particularly, to improve policy frameworks and policy implementation, it is important to find the appropriate national counterpart. It means two possibilities: the corresponding ministry and/or department; the province/municipality. Most YEM activities were carried out in cooperation with the national authorities relevant to the key issues for young migrants such as the labour rights, skills training, health and family life in the sending and receiving areas. There is still room for further improvement in the future. For example, China national authority has raised the awareness of these issues relevant to the migrant population. In 2006 the National Coordination Meeting System on the Work of Migrants (国务院农民工联席会议制度) was established by the State Council in MOHRSS and the office is located in MOHRSS. In 2007 the Department of Work for the Migrant Population (农民工工作司) of MoHRSS and Department of Management and Service for the Migrant Population (流动人口管理服务司) of NPFPC have been established to enhance the policy development and implementation in this area. It would have been desirable to closely link YEM with the National Meeting System, for which MOHRSS is the responsible ministry and which involves the two responsible departments, in the consultation for the programme design and implementation in the future.

Different pilot localities have demonstrated different components of the JP. The transaction costs of operating in so many pilot provinces/cities are daunting especially when eight sending counties and eight receiving localities are involved in a single YEM output. To improve the efficiency, it would have been desirable to implement all relevant output activities in the same pilot site. The experience has shown UN agencies cannot really work together unless their national counterparts work together. It is however more realistic to realize multi-sectoral collaboration at the province/municipality level or even at the district or county level.

No doubt, the funds available to the YEM programme could not cover all the 150 million potential young migrant beneficiaries in China. Priority activities were designed as pilots no matter whether in terms of training, materials development or social service. The important results of the programme were to be the best practices, experiences and lessons learned for the national policy framework from the programme activities that would in turn benefit the migrant population in China. It would have been desirable to build more capacity among the implementing agencies on drawing relevant lessons that could contribute to an overall national policy framework, rather than simply to report on outputs. For example, we observed a very successful exercise on social inclusion carried out by a NGO in Binhai New Areas of Tianjin. Their success story was highly valued by the leaders of the Tianjin Municipality. Due to lack of the capacity, their report tended to be output based with lists of activities. They were not able to develop the report on how NGOs can work effectively to promote the social inclusion of migrant population in general which would have had more impact on the national policy development. A lack of experience in international cooperation programme in some of local agencies such as the knowledge of financial regulation of UN agencies affect the process of the implementation and caused extra financial resources of the local agencies.

As the Youth, Employment and Migration window of the UNDP-Spain MDGF pointed out, the capacity of the private sector to expand growth and job opportunities for young people was by and large overlooked. This was especially true in the implementing of activities. For example, to implement the peer education under output 3, the physical and institutional support as well as ensuring that young workers had time available to participate in the activities were crucial to the success of the programme. With regard to the training on migrant rights protection, the employers of the private enterprises worried about the effect of the training on their management. Within the framework of YEM programme, CEC played an active and important role in implementation of activities in output 2.3 and 3.4. The construction companies were very interested in and supportive of the life skills training organized by CEC. CEC also cooperated well with manufacturing companies in labour contract law implementation training. But the other trainings under other outputs should have also involved CEC in encouraging private enterprises to support the trainings. More attention should be paid to the training of employers in private enterprises.

Of course for such an ambitious and complex programme, there is room for further improvement. For example, a more synthesized overall design strategy for activities under each outcome and output would have helped to reduce the number of activities proposed in the AWP and a well designed Logframe and M & E indicators would have helped to strengthen quality control for all activities. At the output level, such as activity 1.2.1 “Undertake a policy review of existing local and national policies on registration of migrant focusing on registration of migrant and left behind children”; 1.2.2 “Conduct field assessment in selected areas on existing local and national mechanism of registration of migrants, especially migrant and left behind children” and

1.2.3 “Draft report with recommendation and plan for the development of a bilateral coordinated registration mechanism” under the output 1.2 (Policy advocated, awareness raised and capacity built between and amongst government, civil society and young people at national and local levels) appear to be different stages of a common activity “Conduct a policy review existing local and national policies on registration of migrant including registration of migrant and left behind children”. In this case, the activity could also be considered as part of output 1.1 e.g. activity 1.1.4 “Mapping of migration trends especially on domestic workers; policy review of existing institutional services, protection mechanisms and programme initiatives in China”, or part of output 3.1. These initial findings from the evaluation indicate that a careful and detailed analysis of logical sequences and linkages among the outcomes and outputs in the design stage would help to enhance effectiveness and accountability. This issue will be explored in more detail later.

## 2.2 Efficiency of Process

The second key question for the final evaluation has been to assess the **efficiency** of the YEM programme, assessing whether the programme results have been achieved at reasonable cost, how well the inputs have been converted into the activities, and particularly the quality of the results achieved. The evaluation also attempts to check the management of the project as well as value for money. These points are addressed below.

The first issue under Efficiency is an assessment as to the extent that the YEM programme objectives have been achieved in terms of planning, implementation and delivery of inputs and outputs. The outputs of the YEM programme stage show a high level of efficiency in implementing and managing the programme, particularly for such a complex design, short period of the implementation and so many agencies and organizations involved.

### 2.2.1 Major achievements:

The major achievements can be summarized as follows. The detailed achievement by output is shown in Annex 3.

1. The policy dialogue involving all key stakeholders equally has been actively promoted to strengthen communication and enhance awareness of their rights among migrant workers and the service awareness of the relevant government departments.
2. The information exchange platform on research on young migrant workers was launched.(Website: [www.youngmigrants.org](http://www.youngmigrants.org)), which aims to integrate and share resources to promote studies on young migrant workers and to protect the rights of young migrant workers.
3. Through awareness raising campaigns, trainings, and services, etc, organized by the communities and NGOs to promote the integration of young migrant workers in the city communities, 16 comprehensive community service centers have been established in the selected pilot sites to provide one-stop service for the young migrant workers in the community.
4. A network of reliable and needs-based employment services among public and private employment services agencies has been established in pilot cities to increase migrants' reliance on the formal migration channel, which has improved the quality and depth of job information related decent work indicators, including the specifics of job responsibilities, wages and benefits, the reliability of the employer, working conditions, access to training and social insurance, etc.
5. Training programmes focusing on the strengthening of employability of young migrant workers and rural youth have been tested: skills upgrading, business start-up training to promote safe and orderly migration and to help them more successfully achieve employment.
6. An innovative comprehensive life skills training package for rural youth and young migrant workers has been developed to help them to better understand and adapt to city life. It includes job search, love, family, health, hygiene, and urban life. It has been widely welcomed by young migrants at different venues, such as middle and vocational schools, community service centers, enterprises, etc., through diverse teaching approaches, especially peer education, which empowers young migrants to become

- active disseminators of knowledge and information.
7. The registration of migrant children has been piloted in the pilot sites to enhance their protection and access to social services. The registration of migrant children has been included in the NPA on children (2011-2020) issued by NWCCW in July 2011.
  8. The outreach campaign of consultation and services on labor laws and regulations promoted the protection of the rights of young migrant workers, especially for the protection of particularly vulnerable groups, such as young female migrant workers and domestic workers.
  9. The health promotion model to promote the use of appropriate health services by migrant youth has been developed and tested in the pilot sites. It provided more opportunities for young migrant workers to access to health knowledge and enjoy health service. Meanwhile, the health service providers received the trainings of the concept of client-friendly service, social marketing and peer education which are the basis.
  10. A number of government departments, enterprises and training agency staff, and youth peer educators of migrant workers have been trained. They are the most important and valuable human resources for the relevant training activities initiated by the YEM programme in the future.

The most significant outcomes are not merely the study reports and training materials however, but rather the innovative ideas, concept and measures. These are summarized and reflected in the key products. Through the follow up UNDAF activities and other governmental initiatives these innovative ideas, concept and measures should be maintained in the piloted sites and/or scaled up for long term impact.

### **2.2.2 Management**

The second issue concerns management capacity in delivering and monitoring activities, including management of information, quality of reporting, the coordination among the UN agencies and corresponding national partners.

First, the final project evaluation noted that senior leadership of the Chinese government and UN agencies attached great importance to the YEM programme. This provided a strong guarantee for the smooth implementation of the programme. In May 2009, Vice Minister Wang Xiaochu, of MOHRSS, Vice Minister Yi Xiaozhun, of MOFCOM, the Spanish Ambassador, the representatives of UNDP and ILO attended the ceremonies and delivered speeches. Minister Yin Weimin, of MOHRSS also personally met with the foreign guests attending the ceremony. At the concluding conference, the same leadership and guests attended the meeting and highly valued the achievement of the programme. The high level leadership and support provided a solid base for the smooth implementation of the project.

Following the “Implementation Guidelines for MDG Achievement Fund Joint Programmes”, the UN/China YEM programme management structure consisted of a National Steering Committee which enabled key stakeholders to provide strategic guidance. In addition, a Beijing-based PMO has been established in MOHRSS. It was responsible for daily management. The MOHRSS has provided very strong support for the daily administration in the PMO including logistical support and provision of four additional staff. A UN Joint Programme Coordinator (JPC) was recruited by the RC Office. A National Programme Coordinator (NPC) and assistant were recruited by

MOHRSS. The stability of the staff in PMO during the whole 3-year implementation process of the YEM programme was remarkable. The PMO provided very efficient and excellent work in coordinating and incorporating the contributions of all the partners.

Figure 4 shows the general management structure of the YEM programme.

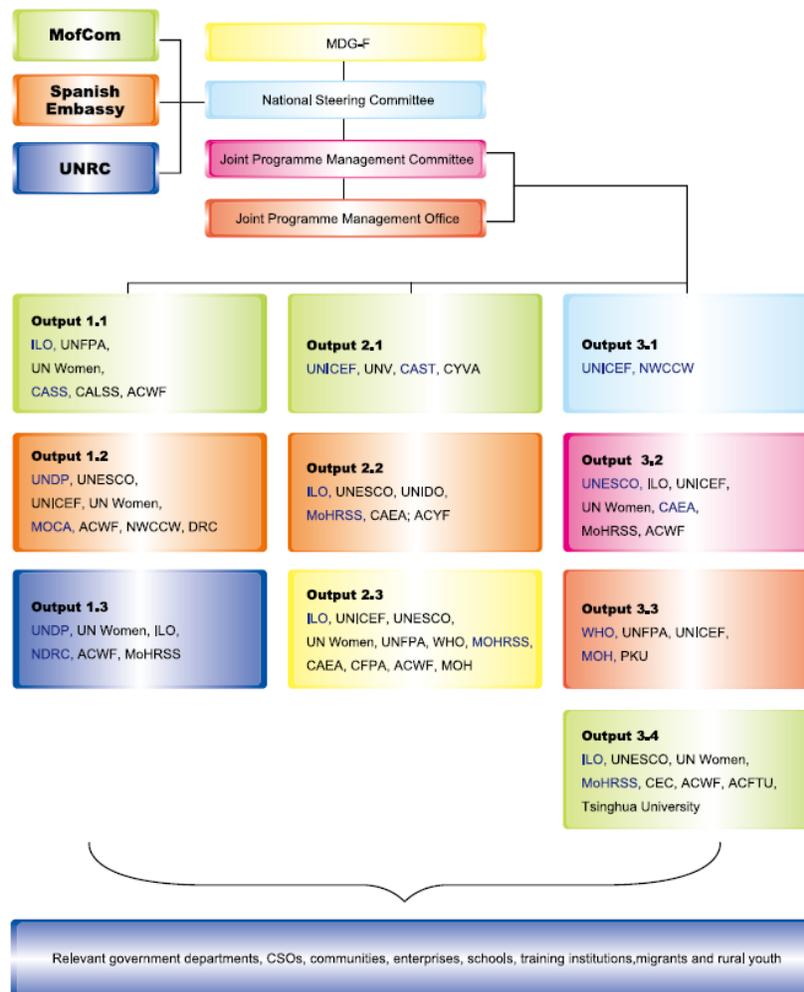


Figure 4 the general management structure of the YEM programme

In the management structure of YEM, the PMO played a very important role in the daily management and coordination among the partners as well as on M & E. In order to strengthen the communication and coordination among participating partners and to improve the joint programme management, the PMO developed the YEM implementation and coordination Guidelines by compiling the general and often-used management and coordination information and tools provided in the Programme Document and Implementation Guidelines for MDG Achievement Fund Joint Programmes, as well as good practices in the first year of implementation of YEM in China. The Guidelines contained a uniform format of the Activity Calendar, the Products Coding Scheme, the Product Recording Page and Mission Reports. The PMO also developed YEM communication Guidelines to unify the format for advocacy materials and publications. It aimed to:

1. ensure the uniformity of documents and publications

2. brand the joint programme with a uniform and distinctive image
3. facilitate the promotion of MDG-F and its programmes
4. facilitate the documentation of results achieved and manage products under YEM

Without doubt this was very helpful in assembling the information on progress in a comprehensive manner at the PMO and sharing it with all partners, which in turn further strengthened the coordination among the partners.

With the aim of improving UN coordination, effectiveness and efficiency in supporting the realisation of national goals and outcomes, a number of reforms have been introduced to simplify and harmonise programming at the country level. These measures are intended to reduce transaction costs for governments, donors, and the UN, and strengthen how UN organizations programme jointly with governments.<sup>3</sup> Since the beginning of the 21<sup>st</sup> century, UN agencies in China have started to implement these measures, such as the UN development frameworks developed jointly with Chinese government for a five year cycle.

Results from the implementation of the YEM programme show it did promote cooperation among the UN agencies and national counterparts, institutions. For example, under output 2.3 the ILO as the leading UN agency cooperating with UNESCO, UNICEF; UNFPA, WHO and UN Women and MOHRSS, ACFTU, ACWF, CAEA, CEC, CFPA respectively, from labor, education, health and gender perspectives have developed a joint life-skills training package based on the life skills training materials that various UN agencies and partners had already developed. And the UN Working Group and the National Experts Team established by the parties were involved in this task. Through the development, pilot training and reviewing of the package, the parties reached a common understanding and the final version of the training package was completed. The training package has been included for use in the future training activities in more than 200 demonstration counties of rural labor transfer work plan by MOHRSS. Life skills training has also been introduced to the ethnic minority areas under the CDPF programme by MOHRSS and UNESCO. The awareness and understanding of UN staff about other agencies' work increased and led to more willingness to work together.

At the local level, the Director of the Vocational Education Center of Cangzhou County (this is also a pilot center under 2.3, 3.2 and 3.3) indicated that the life skills training of YEM programme conducted in his center promoted the connections between his center and the Center for Disease Control, Bureau of Legislative Affairs and other bureaus and departments of local government and other organizations. In the same county, the ACWF branch now has a closer link to the County Education Bureau to conduct the life skills training in vocational schools.

In addition, the programme officer from the Center for Youth of the China Association for Science and Technology (CAST) also participated in the training of trainers workshop conducted by MOHRSS in Beijing in November 2011, indicating that CAST is willing to explore and discuss the possibilities to have a joint effort to further improve the life skills training and the flexible courses developed under output 2.3 and 2.1. This is a significant sign that the cooperation across agencies developed through the YEM programme will continue after the programme is closed.

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<sup>3</sup>Enhancing the Effectiveness and Efficiency of Joint Programmes Lessons Learned from a United Nations Development Group Review

Under the PMO's coordination, the annual work plan in the final year was modified based on the findings and recommendations of MTE. The best practices and good examples were collected for the development of a comprehensive recommendation for the national policy framework on the migrant population.

UNRCO provided continuous support to YEM, by providing prompt and precise responses to questions regarding joint programme implementation and coordination, organizing regular meetings among JP Coordinators and meetings involving JP UN PMC Co-Chairs and JPCs, as well as participating in important JP events, for example, JP PMC meetings and UN inter-agency meetings.

The YEM programme is very ambitious and complex in design and implementation. YEM involves nine UN Agencies, more than twenty national partners and more than 100 local partners at pilot sites. UN agencies worked simultaneously on several YEM outputs with multiple national partners, for example, UNICEF worked with CAST for the non formal education in output 2.1, with NWCCW on the registration of the migrant children in output 3.1 and with ACWF on the social services for women in output 3.2. Even within UNICEF, these activities were carried out by different departments. The final evaluation has learned that all parties have worked very hard to improve and strengthen the efficiency of coordination and communication mechanisms during the three years of implementation of YEM. And the coordination and communication among the UN agencies and the national partners have been strengthened and improved through the programme activities. The established connections among these agencies and partners should remain effective after the YEM programme.

MOFCOM was designated as the authority in charge of the overall coordination of cooperation between UN agencies and Chinese counterparts. MOFCOM has played a very important role at the project design stage. The overall design of the YEM programme was under the leadership of MOFCOM and UNDP. The YEM implementation process was supervised by MOFCOM through its representative in NSC.

Each output had its own coordinators from both the UN side and national partner side who were the programme officers of UN agencies and the staff of national partner organizations. Even within a UN agency, due to the different tasks to be carried out, the coordinators of different outputs were from different departments of the agency. They were responsible for the technical assistance to the national partners in their special field. Their professional knowledge, work load and attitude toward the programme affected the quality of the implementation of the programme. The national counterpart benefited from the professional technical support and guidance on programme implementation and training, if the programme manager himself/herself was a professional expert in the specific area.

#### **2.2.2.1 The management of the budget**

The third issue assessed was management of the budget and the extent to which the costs of the YEM programme were justified.

In the original Programme Document, there was no specification of actions under each output. In the year the programme began, UN and national coordinators for each output worked out the action plan and the required funds for three years. Each year they repeated the process

reviewing the plan, making necessary modifications and sending it to the PMO as a part of the YEM Annual Work Plan. This has some advantages and shortcomings. On the one hand, in this way, there was an effort to design activities to closely reflect the needs of the target groups in China. On the other hand, “authority in this JP rests with each participating government ministry and UN agency and their respective finance divisions who decide which project activity can be supported and what the payment arrangements must be, irrespective of what is practical or feasible on the ground.”<sup>4</sup> This also caused some difficulties to assess the results of each activity.

Contracts and other financial arrangements between the UN agencies and the national partners were according to the rules of each particular UN agency. As the MDGF Secretariat specified in the implementation guide of JP, YEM used the Pass-through modality for the disbursement of funds i.e. each UN agency received the Funds at the agency HQ and these were subsequently made available to the country offices. The funds were under the control of the country office. In this case, the Chinese partners were contracted based on the annual agreement and the payment was made available based on the rules of the UN agency. This was intended to provide a degree of quality control.

It was common for the national partner i.e. the Ministries or national organizations to have a contract with the local institutions or organizations for implementation. Usually the detailed documentation of the activities of each output was kept at the corresponding UN agencies. In this system, the final evaluation was not able to access the completion reports of all activities, which affected the process of the evaluation. To some extent it shows the weakness of M&E in the programme.

The evaluator conducted the examination **of only a portion of group** activities (described in the section on the relevance of design) **as the total number of activities and total funds of the programme**. The result suggested that the funds allocated for materials development, study and evaluation were less than the funds allocated for the workshops, training and others. Although we do not have accurate data on actual expenditure, it is obvious that the training, workshops and advocacy may require more expenditure for accommodation, travel and printing.

### 2.2.3 M & E and reporting:

A good and explicit definition of the monitoring and evaluation system is a gauge of the seriousness and soundness of the joint programme.

The M&E framework was in the Programme Document and was modified once collectively by partners. These are very helpful tools for the timely continuous monitoring and evaluation of the progress of the programme in general. The Programme Management Office established frequent communications among the UN and Chinese partners to ensure widespread sharing of experiences and results. The PMO used PMC meeting to report on progress and to advise on specific aspects of YEM achievements, such as results of YEM research, procedures for the grant programme and the M&E process, and on the various training workshops. Frequent and open information sharing among JPCs by group emails and phone calls allowed for an effective learning process among JPCs.

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<sup>4</sup> MTE report P 26

There are two important issues: one is the M & E framework and indicators the other is related to the mechanism for the evidence based M & E.

The template of the joint programme bi-annual monitoring report was provided by the MDGF secretariat as a crucial document for all parties and the MDGF secretariat to share the information on the joint programme progress as a whole. It is very comprehensive including the targets, milestones, and achievement of targets to date on the indicators, the Joint Programme Results Framework with financial information, and the narrative on progress, obstacles and contingency measure. Due to the size of the file, it would be impossible to include all the details. For the purpose of M & E on the progress and achievement of activities under each output, it does need further work on indicators and the mechanism of data collection at the PMO level.

With regard to the indicator, there are several issues to be considered: the definition of beneficiaries, what kind of evidence will best illustrate the goals, purposes of the outcome or output and the methods of the data collection.

The first question is the definition of the beneficiaries of the programme. The definition of beneficiary was adopted by OECD/DAC:

**Direct Beneficiaries:** “The individuals, groups, or organizations, targeted, that benefit, directly, from the development intervention”.

**Indirect Beneficiaries:** “The individuals, groups, or organizations, targeted, that benefit, indirectly, from the development intervention”.

In general, the beneficiaries of the YEM programme in China should be the 150 millions migrants and their children. But the individual activities (interventions) should have their own operational definition of beneficiaries; otherwise there is a risk in targeting the expected beneficiaries, particularly for the policy dialogues and the training workshops. In the training workshop on labour rights in Xian, the participants were not exactly young migrants sent by employers and enterprises. And there is a lack of description of the methodology to estimate the indirect beneficiaries. This casts an element of doubt with regard to the figures on indirect beneficiaries for M & E purposes.

The second issue is whether the indicators specified in the M & E framework are appropriate to measure the expected goals of the outcome or output.

The evaluation found that some indicators in the YEM logical framework were unsuitable, due to un-measurability, lack of baseline data or lack of alignment with intended results. For example, the first indicator for output 1, “as of year 2, the usage of platform increases following the launch of the platform, including use by policy makers” was not measurable. There was no clear definition of increased usage of the platform, policy makers and whether they were using the information for policy making. Without base line data, what is the meaning of “increasing”? The figure on this indicator was just “200 subscriptions to e-newsletter by policy makers”. When examining the list of subscriptions, it was difficult to make a judgement as to whether subscribers were policy makers or not. The evaluator understood them to be institutions and persons involved in the consultations regarding the design of the platform and misleading in terms of the expected beneficiaries targeted.

Another example of an inappropriate indicator is “the information/data published on the platform is reviewed to determine if it is sex-disaggregated, thus contributing to greater awareness about gender.” The goal of the programme was to publish sex disaggregated data, rather than just review it to see whether it was sex-disaggregated. So this indicator had very little meaning in terms of M & E of the programme. As the programme document pointed out, this output was expected to improve the statistics on migrants through sex-disaggregated data.

The Project Monitoring and Evaluation Framework is an important part of the M & E of the programme. The indicators in this framework directly affect the results of the monitoring report. In the framework, most of the indicators were designed to collect evidence of the delivery of the activities, rather than the impact of activities. For example, the impact of the activities under output 1.2 should be the raised awareness of the rights of migrants and their needs for better services and the capacity built for the targeted migrants. In order to measure this, the performance indicator should be a reflection of the evidence on the changes in awareness and the capacities of the officials and civil society rather than the number of officials and civil society trained. With indicators such as “330 government officials and members of CSOs exposed to the rights of young migrants and the need for their social services” or “85% of pre departure youth from the selected sending communities trained”, it is not possible to evaluate the impact of these trained people on services, the lives of young migrant or their employability in a concrete evidence-based manner.

To collect information on impact, a special survey should have been designed on the current status of the awareness and capacity as a benchmark, then another set data collected in the same way with the same questions at the end of the programme. In this way, the information will make a good contribution to the understanding of the progress of the programme.

For example, the product page developed by the PMO to document the results of the programme activities was very well used for the programme documentation. We need to have more detailed instruments to collect the evidence how this activity made an impact or changes on the target groups. At the moment, the information on the product page is difficult to use for M & E purposes, unless additional information is collected from the output coordinators. For example, the activity 1.2.6 “Conduct PRAs on community governance concerning barriers for migrants to urban society, administrative and public services, scope, process, standard and gaps as well as community institutional setting to support social inclusion and rights of migrants; and develop contents, tools, and a programme for awareness campaigns” was conducted by *Huazhong* (Central China) Normal University. A product recording page documented the product of this activity. The report was also stored at PMO. But there is no further information on how this report was used and the changes or impact brought by this product. This product was developed for community officials. So its influence on the following training should be identified during the programme implementing period.

The lack of crucial information on the assessment of efficiency, effectiveness and impact put the PMO in a very difficult position to carry out such monitoring and evaluation. To improve the capacity of the PMO in M & E, an M & E specialist should have been recruited as suggested by the JP Implementation Guideline, to develop the unified format and technical guidelines on the information related to these crucial issues.

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The capacity of report writing varied greatly among the implementing agencies. Even in the national academic CASS, report writing was very weak in terms of presenting supporting evidence. At times, the definition of the subjects was confused, such as the proposed third indicator for the output 1.1 “60% of stakeholders identified during the mapping and the consultations/interviews in the process of formulating the platform make active usage of the platform and rate the value of the information made available as ‘good’ or better.” But the report was the result of a voluntary online questionnaire which involved only 118 users rather than the stakeholders identified during the mapping and the consultations/interviews in the process of formulating the platform. There was no detailed analysis of the characteristics of the users, such as their occupation, gender, age and so on, to reflect the impact of the platform.

As noted above, the reports tended to be output-based with lists of activities. A more qualitative approach to reporting is recommended from now, to measure in more depth the actual results of the many interventions. This would lead on to the establishment of an M&E system to allow for a more accurate assessment of the impact of the project.

In summary, the efficiency of the YEM programme has been assessed in detail during the field visit interviews and document analysis. The evaluator is satisfied that the YEM programme is being used for the purposes that it was designed for, namely protection and promotion of rights of vulnerable young migrants in China. There are issues of overall monitoring and coordination which may have an impact on the longer-term viability of some of the outputs.

## 2.3 Effectiveness of Results

The third key evaluation question is to assess the **effectiveness** of the YEM programme, the extent to which the objectives of the programme were achieved. The final evaluation TOR included specific points to address under this issue. The evaluator has provided an overview of the effectiveness of YEM to date, with a focus on whether planned benefits have been delivered and received by the key stakeholders and whether the intended beneficiaries have participated in the programme activities. This section examines the benefits of the programme Interventions as well as shortcomings.

The information for this section was mainly collected from the consultative meetings, field visits and the presentations of the concluding conferences.

Looking at YEM's achievements against the three outcomes with ten outputs listed in the YEM Programme Document, the programme is likely to fulfil the objectives of all activities proposed.

With the great commitment and active participation of the implementing partners, the past three years have witnessed an impressive array of activities delivered under this very complex joint programme, including policy dialogues, research, material development, pilot trainings, services, and advocacy campaigns, promotions and Information sharing, etc. Around 400,000 individuals, including young migrant workers, rural youth, migrant children, civil servants, community workers and service providers have directly benefitted from the YEM Joint Programme.<sup>5</sup>

### **Outcome 1: Improved policy frameworks and policy implementation, with full stakeholder participation**

The outputs under this outcome contain a comprehensive set of high-level measures to ensure that policy implementation can be tested and discussed with the beneficiaries. The Programme Document foresaw this outcome divided into 3 outputs with 16 activities:

#### **Output 1.1: National migration policy informed by platform for migration research information exchange**

The platform for migration research information exchange is an innovative tool which did not exist before in China. The YEM information platform (accessible at [www.youngmigrants.org](http://www.youngmigrants.org)) was officially launched on 16 July 2010. The platform brought together various resources to improve the knowledge base and feed into sound policy formulation on a range of migration issues.

According to the summary report from CASS, since the launch of the web, about 50 persons contacted CASS through telephone, e-mails and face-to-face talks. Among them, young migrant workers accounted for 60%, others were researchers, government officials, enterprises and reporters from mass media.

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<sup>5</sup> YEM Brochure Dec 15, 2011

The Website for Chinese Workers ([www.worker.cn](http://www.worker.cn)) hosted by the ACFTU gave a series of reports for the creation and launch of the website for China's young migrant workers. Cooperation has been established with the Youth League of China for jointly promoting research on young migrant workers. Mercy Corps, an NGO, expressed their willingness to establish a close cooperation through the web for promoting the rights of China's young migrant workers.

The Joint Programme has also added to existing research by identifying and filling important gaps in the academic literature. Examples include a mapping exercise on migration trends and the situation of domestic workers, in particular on the changes caused by the economic crisis as well as survey-based research from comparative perspectives, on the 'new generation of migrants' – that is, young migrants born after 1980.

**Output 1.2: Policy advocated, awareness raised and capacity built between and amongst government, civil society and young people at national and local levels.**

This output focuses on advocacy and capacity building among key stakeholders to promote social inclusion of migrant population, participatory governance, health services, and gender sensitive policies and programmes. Engaging young migrants, social workers and civil society organizations in policy consultations is the first step in addressing this gap.

The findings of high level forums and studies on the key policies on the social inclusion of migrants, key indicators of social inclusion of migrants, exploration of participatory decision making have been presented as recommendations for the "national plan on the basic public services system" and the "Annual work plan of the State Council inter-ministerial meeting on migrant workers".

The performance measurement system for community work was developed and piloted under this output. The recommendations to the central government on the improvement of the residence system to link migrants with basic public services were drafted and presented by the NDRC in the concluding conference.

**According to the summary report provided by MOCA at the concluding conference, at the same time, 5 NGOs were contracted to explore NGO roles in the promotion of migrants' social inclusion. Through these activities mechanisms of cooperation between government and NGOs have been explored and established step by step and a very good base built for more cooperation and innovation in strengthening social management and services in the future in China. The pilot sites, Changsha, Hangzhou have issued relevant policies on promoting the social inclusion of migrants. Some other relevant policies such as equal opportunities for migrants to receive the social services and to participate in political dialogue and election are drafted. The survey on migrants' integration into the urban community and the policy recommendations in Tianjin were highly valued by the Secretary-General of the Tianjin Municipality, a Member of Political Bureau of the Communist Party of China.**

The recommendations of the Ministry of Civil Affairs on the promotion of the integration of migrant workers into communities have been drafted and further discussed and will be issued by the Ministry of Civil Affairs soon.

The ACWF has conducted surveys, training workshops in Hefei, Tianjin and Changsha. Two important surveys: Report on migration trends and the status of rights protection of domestic workers (家政工流动形势和权益保护调研报告 refer to activity 1.1.4) and the Report on the legal problems and strategies of the domestic service industry (家政服务存在的法律问题及其对策研究) were produced as the results of the survey.

At the local and operational level, in order to protect the interests of domestic workers particularly migrants, a standardized contract for domestic workers and employers was developed, trainers were trained and training was provided to domestic workers, and a training system was established in Hefei, Tianjin and Changsha. The Ethics Toolkit of domestic workers and Practical Handbook for Domestic Workers were also developed.

Based on these experiences, a national policy document “Guidelines for the development of the domestic service industry<sup>6</sup>” were issued by the State Council in 2010 which incorporated some of the recommendations from the YEM programme.

ACWF affirmed that after the end of the YEM programme, ACWF would continue to push for the issuing of ‘National Regulations on the Domestic Service Industry’ by the State Council and would continue awareness raising activities on rights protection of domestic workers through multiple channels, such as proposals to the NPC and CPPCC .

**Output 1.3: Policy implementation strengthened through piloting of models and the participation of migrants in policy dialogue.**

To support testing of policy implementation, interventions were developed to meet the needs of young migrants and potential migrant youth, and promote their social inclusion, safe migration, and decent work opportunities. This strategy fit with the scientific development concepts and China’s New Socialist Countryside initiatives that call for effective governance and social service delivery by civil society.

Under the activities 1.3.1-1.3.2, NDRC has developed a study on public policies to promote the social inclusion for migrants based on case studies in Hangzhou, Changsha and Chongqing.

Based on the findings and recommendations from the case studies, a synthesis report provided holistic and workable recommendations to government at different levels on how to protect rights and interests of young migrants through promoting their social inclusion in urban communities. During the concluding conference, the NDRC summarized their recommendations on the promotion of migrant’s social inclusion based on residence certificates and social insurance.

Focusing on the social inclusion of migrant workers, a study on migration trends, institutional services, protection mechanisms and existing initiatives led to policy recommendations which were reflected in the 12<sup>th</sup> national five-year plan and related sector plans concerning population and social development, as well as relevant national policy on the implementation of the residence certificate system.

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<sup>6</sup> 《发展家庭服务业的指导意见》（国办发（2010）43号）

Under 1.3 ILO and MOHRSS helped Hangzhou public and private employment agencies to build up their network and capacity to promote safe migration for young migrants through a series of activities. Priority was placed on the promotion of employment services with decent work indicators. The results from internal evaluation show that the quality of job information has been improved considerably.

**Outcome 2: Better access to decent work for vulnerable young people promoted through pre-employment education and training**

**Output 2.1: Access to non-formal education for migrants to prevent premature entry into the labour force improved.**

Under this output, UNICEF and UNV supported CAST and CYVA respectively to improve access to non-formal education for migrants to prevent premature entry into the labour force. The intention of the output was to develop flexible life and livelihood skills pilot courses for adolescents in rural sending areas and to mobilize groups of university volunteers to provide after-school tutoring and mentoring to migrant youths in two pilot middle schools.

The flexible courses emphasized key issues such as life skills, youth participation and gender-sensitivity and so on. During the piloting and testing, 15,000 copies of the draft version of the courses were distributed to 20 counties and 607 rural adolescents attended flexible courses training. 86 trainers participated in the TOT training. 20 county level Adolescent Development Centers in 10 provinces have been set up and will be used for training courses after YEM. These 20 counties are YEM pilot sites and the counties of UNICEF /CAST regular country programme for non formal education. From 2011, the flexible courses were adopted and used in 10 project provinces under the Adolescent and Non-formal Education Project supported by UNICEF.

YEM flexible courses showed good prospects of sustainability. UNICEF and the national partner CAST have stated that they will continue to carry out training of trainers and deliver flexible courses to rural youth. The flexible courses will also be used in other programs of CAST. The Outstanding cases and good practices will be collected and documented to develop a “trainers’ manual” guiding the trainers and delivery of training. The flexible courses will be further improved and updated as well. The training of trainers is combined with the formal system of teacher’s in-service training and the trained trainers will receive accreditation, officially recognized by the local education authorities, contributing significantly to the sustainability of this activity.

The Training Manual for University Volunteer Tutors was developed and applied during the implementation process. The YEM activities offered opportunities for university volunteers to mentor migrant children and provided enriching experiences for both parties.

Tianjin Youth Volunteers Association (TYVA) presented their experiences on caring for the children of migrant workers in the national voluntary service conference. Tianjin work experience has been scaled up to the whole country. With the success of the YEM pilot, a feasible and replicable model for the “Young Volunteers Caring for Migrant Children Action” was launched in 2010 by CYVA, and is currently being implemented in 2786 counties across the country, involving 32,000 schools and 7.3 million children of migrant workers. A total of 54,000

grassroots organizations or volunteer organizations and 4.36 million volunteers are involved in this long term national programme.

**Output 2.2: Access to vocational training for migrants and young people in rural areas improved to prevent premature entry to the labour force and increase self-employment opportunities.**

A base line survey on Improving Skills Level and Employability of Potential Young Migrants through Education was conducted by UNESCO/CAEA in Hebei, Henan, Hunan, Tianjin, Hangzhou in 2010 (2.2.1-4). The research showed that curricula in middle schools and secondary vocational schools were not well adapted to the rapidly changing requirements of the labour market.

ILO/UNIDO/MOHRSS in the pilot sites with Tianjin and Cangzhou Labour Bureau in 2010 have conducted the assessment of the education and skills level of youth in rural areas; the analysis of the training needs of rural young people and migrants (2.2.7); defined key sectors for absorbing young people/migrants as employees/potential entrepreneurs (2.2.8) and a study to evaluate labour demand and skills requirements of transnational companies and other private sector entities (2.2.9).

Through the investigations, several recommendations on policy and curriculum were presented and, based on these findings, the skills upgrading training courses were developed and piloted, focusing on the Start and Improve Your Business (SIYB), business start up mentor training, pre-employment training and skill level certification training for maintenance workers and electricians.

Participating in YEM research and entrepreneurship training proved to be excellent capacity building processes for the local government departments that helped Cangzhou apply for and become one of the first three pilots for “Building Up an Entrepreneurial City” in Hebei Province. Financial support from the provincial government will be available in the future to further promote entrepreneurship training. Good practices of the project have been integrated with local efforts to develop Cangzhou into a business start-up model city

Based on the knowledge and good practices of 6 UN agencies and their counterparts, a comprehensive life skills package, including materials for trainers and a participant’s handbook, which utilized a participatory approach, was developed and pilot tested in both sending and receiving areas.

**Output 2.3: Safe migration information and life-skills training for young people strengthened.**

The Life Skills training for migrant workers proved to be innovative, both in content and the participatory training approach. Previous training for migrant workers mostly focused on their occupational skills, rather than life skills. The innovative participatory approach contributed to building up a closer and more harmonious rapport between teachers and students. The participatory approach was also introduced to regular teaching and was warmly welcomed by MOHRSS and local government. CETTIC of MOHRSS has introduced Life Skills training to 200 rural labour transfer model counties and is going to develop two more modules focusing on mental health.

YEM piloted the integration of life skills training into the curriculum of secondary vocational schools and received positive results. This practice will be scaled up beyond the project cycle in Guizhou Province, in particular in the ethnic minority areas, to prepare minority youth for safe migration, decent jobs and living in cities. YEM and its sister joint programme MDG-F, the Cultural Development Partnership Framework (CDPF), joined together to deliver a life skills training of trainers seminar followed by a life skills training workshop for ethnic minority groups in Yunnan and Guizhou.

**Outcome 3 Rights of vulnerable young migrants protected through improved access to social and labour protection.**

**Output 3.1: Registration of migrant children promoted to enhance their protection and access to social services.**

There is currently no policy for registering migrant children under the age of 16. This is an infringement of their rights. Consequently, governments of receiving cities do not know how many migrant children are living in their cities; hence they are unable to allocate adequate resources to provide basic services and protection for them.

It is therefore critical to promote policy changes in the registration of migrant workers and especially of their children, whether they migrate with their parents or stay behind in their hometown. The local authorities can properly estimate the resources they need to allocate to provide them with essential public services that they are entitled to and monitor their provision. To meet this pressing need, UNICEF and NWCCW have piloted an innovative approach to registering the children of migrants to ensure their rights to basic services.

The data collected on migrant children by the registration system have provided valuable information to local governments for decision making and resource allocation for basic services to meet the needs of migrant children such as basic education, health and security. The capacity and awareness of related staff in the pilot sites on the protection of migrant children have been strengthened through the implementation of projects.

The registration of migrant children has been included in the NPA on children (2011-2020) issued in July 2011 and will be replicated widely in the next decade to protect the rights of migrant children in China.

**Output 3.2: Community centers enhanced in providing comprehensive gender responsive learning opportunities, information and referral services.**

Based on their previous CLC research, a study on using CLCs to provide comprehensive services for migrant workers through one-stop community centers proposed by UNESCO, is a good example of value added for the YEM programme.

The purpose of the activities under this output were:

- Explore and pilot one-stop center to provide comprehensive services to vulnerable young migrants at community level by synergizing the resources and efforts of

- various sectors
- Improve the capacity of community centers in providing comprehensive, better targeted and gender sensitive services including learning, information, counselling and referral services

The activities were carried out in Cangzhou, Hebei province; Xinyang, Henan province; Chenzhou; Yueyang, Hunan province as sending areas; Tianjin, and the capital cities Hangzhou, Zhejiang province; Changsha, Hunan province and Hefei, Anhui province as receiving areas.

Project experience suggests that it is possible for community centers to serve as an entry point and a hub for providing comprehensive services to migrants. This Output is developed at the Government's call for communities taking a bigger role in providing various social services. This output was central to linking all outputs of the programme as shown in the Programme Documents.

Commitment and ownership on the part of governments at national, provincial and local levels were visible. For example, Hunan Education Department allocated 300,000 yuan to support the pilot of five community centers in Hunan; Tianjin Municipal Government has decided to establish another 10 one-stop service center in Binhai District following the 'Haiyan' model.

Both UN agencies and their national and local partners have been able to expand their partnership with counterparts from other sectors. For example, the education sector started working with labour, construction and other sectors at the pilot cities/districts/counties, such as in Cangzhou county.

### **Output 3.3: Design and testing of health promotion model to promote use of appropriate health services by migrant youth.**

Young migrants face disproportional health risks because of their poor working and living conditions. Their vulnerability stems from their limited access to health services in cities and a lack of information on everything from occupational health, to reproductive health, to HIV/TB, etc.

An appropriate health promotion model for migrant youth was developed, documented and implemented in Tianjin, Xi'an and Cang County and Zhashui County. The model was implemented in migrant sending and receiving areas with the cooperation of CDC of Zhashui County in Shannxi Province, CDC of Cang County in Hebei Province and Tianjin Health Bureau, TJWCHC, Shannxi Health Department, SHEI, Xincheng CDC in Xi'an.

Various partnerships were established for the implementation of the outreach activities in work, living and studying places: with labour bureau, education bureau, employers, dormitories' management offices, migrant management offices etc. Through the activities the awareness of policy makers and multi-sectors on the migrants' health in the pilot sites has been significantly raised in the pilot sites. The capacity of community health service centers to serve migrants has been improved, particularly in delivering young migrant-friendly services, and outreach service has been strengthened in the pilot sites.

“In-door centers” were established in areas where migrants live and work. Peer educators and volunteers were trained to maintain health education activities in those living and working areas.

A high-level policy advocacy forum was held to deliver the outcomes of the programme and to contribute to the macro environmental change with regard to policies on promoting migrants’ health.

The health component of YEM was the first national project specifically addressing the health needs of young migrants. The education activities brought positive changes to their health knowledge and behaviour. Combined with in-clinic care, the outreach services have contributed to increase the health service utilization. On the supply side, the understanding of young migrant health issues among stakeholders, the communication skills and attitudes of health providers towards young migrants have improved. Multi-sectoral cooperation mechanisms, essential to reach young migrants in their living and working environment, were initiated by the health sector in Tianjin, Xian Cangzhou and Zhashui.

**Output 3.4: Implementation and enforcement of existing legislation for migrant workers strengthened and safe migration enhanced.**

To facilitate compliance with the new legislation, particularly the Labour Contract Law, ILO and MOHRSS worked to build the capacity of labour officials, employers and workers in the pilot sites. Workers’ and employers’ organizations were engaged in a code of conduct approach, based on national and international good practices, to implement changes in the law. Labour inspectors and other officials were introduced to the good practices in labour inspection under the new law through the participatory approach (activities 3.4.1-4).

MOHRSS, ACFTU and CEC jointly conducted training workshops for the labor authorities, and workers’ and employers’ organizations in pilot sites such as Xian (3.4.5-7).

Young female migrants, particularly those employed in the informal sector, are vulnerable to non-respect for the labour law. Capacity building activities targeting young female migrants working in risk sectors were conducted by UNESCO, UN Women, ACWF and Tsinghua University jointly

With support from volunteers, YEM attempted to establish psychological and legal support networks for female migrant workers in low-end service industries and provided career development counselling for those who wanted to find better jobs. YEM also advocated the adoption of special laws to protect domestic workers, on both the national and local levels, and developed a code of conduct for companies hiring domestic workers (3.4.8-15).

Through such activities, the YEM Programme has accelerated the implementation and enforcement of labour legislation – through increased contract coverage and the enhanced institutional capacity of the labour inspectorate, and workers’ and employers’ organizations in turn, the capacity of migrants and potential migrants to better protect their rights has been significantly improved.

## Ownership and Sustainability

The key question in this part is to assess the **sustainability** of the YEM programme, reflecting whether the benefits of the intervention are likely to continue in the long term after the YEM funding ends.

In the past, the government has shown a willingness and capacity to mainstream pilots that prove effective into its own programming and budgeting cycles, and replicate them around the country. This Joint Programme has been designed to closely match the Chinese government's vision of a harmonious society and its immediate objectives regarding the improved protection of migrant workers. The activities under this programme were founded on experience and existing partnerships between the UNCT and the government counterparts. Moreover, most of these activities began with a participatory assessment from all relevant stakeholders to ensure that initiatives were demand-driven – reflecting both the needs of young migrants and fitting with government priorities. These measures systematically increased the feasibility and sustainability of outcomes and outputs of this Joint Programme.

National policy change in all countries is a long-term ten to twenty year process. YEM will not be able to make its full contribution to migration policy in the short implementation period of only two and half years. A more sustained period of policy analysis and high level dialogue to support the Government of China would be required. YEM effort would need to continue for at least an additional five years in order to have its full impact in supporting the process of change in migrant policy.

The evaluation found a high degree of ownership of the YEM programme's achievements by national / local level partners, while the majority of stakeholders had been involved in consultations on the various activities. The ownership of the YEM programme is seen as positive. YEM objectives of protecting and promoting the rights of China's young migrant workers were closely aligned with China's Five Year Plan and Ten-year Poverty Reduction Strategy and the priority tasks of government at national and local levels. That led to strong ownership on the part of national and local partners. All the activities were targeted to draw experiences and lessons to help the government to enhance their capacities. This allowed the Chinese government to further benefit from the lessons learnt from YEM programme. Some YEM interventions, for example, life skills training and one-stop community service centers have already been extended beyond YEM pilot areas to other regions with government support and resources.

The prospects for **policy-level sustainability** are very positive. The formation of the policy recommendations on social inclusion, female domestic workers and the "Young Volunteers Caring for Migrant Children" should have a positive long-term impact, particularly as the Chinese government looks to have new policy reforms on these issues.

The necessary decisions and courses of action have been taken by the national/local government to replicate or scale up the activities initiated by the programme. For example:

- ◆ A national policy document "Guidelines for the development of the domestic service industry" was issued by the State Council in 2010 and incorporated some

of the recommendations resulting from output 1.2 of YEM programme.

- ◆ Policy recommendations drawn from the social inclusion of migrant workers, a study on migration trends, institutional services, and protection mechanisms of the YEM programme were reflected in the 12th national five-year plan and related sector plans concerning population and social development, as well as relevant national policy on the implementation of the residence certificate system.
- ◆ YEM flexible courses showed good prospects of sustainability. 20 county level Adolescent Development Centers in 10 provinces have been set up and will be used for flexible courses training after YEM through the UNICEF /CAST regular country programme. Outstanding cases and good practices will be collected and documented to develop a “trainers’ manual” guiding the trainers and delivery of training. The flexible courses will be further improved and updated as well.
- ◆ With the success of the YEM pilot on mentoring migrant children through university student volunteers a feasible and replicable model for the “Young Volunteers Caring for Migrant Children Action” was launched in 2010 by CYVA, and is currently being implemented in 2786 counties across the country, involving 32,000 schools and 7.3 million children of migrant workers in more than 2700 pilot counties. A total of 54,000 grassroots organizations or volunteer organizations and 4.36 million volunteers are involved in this long term national programme.
- ◆ Participating in YEM research and entrepreneurship training proved to be excellent capacity building processes for the local government departments that helped Cangzhou apply for and become one of the first three pilots for “Building Up an Entrepreneurial City” in Hebei Province. Financial support from the provincial government will be available in the future to further promote entrepreneurship training.
- ◆ YEM life skills training was introduced to more than 200 rural labour transfer model counties and the practices especially the participatory methods will be integrated into the pre-employment training and be further promoted through the certain training platform.

The technical capacities of the local institutions/agencies to keep working with the programme activities or to scale them up are obvious for the main outputs of the programme such as the registration of migrant children and the life skills training in vocational training centers and the comprehensive services at community centers in the pilot sites. The key training materials, SOPs and policy recommendations produced by YEM programme provide a strong base for further development of the technical capacity at national/local level if the appropriate financial and operational mechanism can be established.

One possibility would be to continue the YEM initiatives with strong support from UN agencies. YEM implementation focused UN attention on China’s migrant population. Participating UN agencies are planning future work in support of this target group. The 2011- 2015 UNDAF has

included migrants among its priorities, particularly in outcome 2: The poorest and most vulnerable increasingly participate in, and benefit more equitably from, China's social and economic development. For example, **UNDP** will work with key partners in improving social inclusion for migrant workers and their families through improved government policies and practices, and enhanced capacity and participation of migrants. **UNICEF** will work with NDRC, ACWF, National Working Committee for Children and Women (NWCCW) and other partners on ensuring policies, systems and structures are in place to ensure migrant children and their families have due access to social security. **UNDP/UNV** will also work with Government counterparts and voluntary associations to strengthen an inclusive national volunteer infrastructure in rural and urban areas to increase civic participation, build social capital and promote volunteerism for development towards MDGs. **WHO** will support training and capacity strengthening for health service delivery providers in various programme areas aimed at changing negative attitudes about girls and women, promoting female empowerment, gender analysis and use of sex-disaggregated data to support better health outcomes for women. In the it's 7th Country Programme cycle, **UNFPA** will work with NWCCW, MOH, NPFPC and CFPD to strengthen capacity of institutions in three pilot counties of providing high-quality, gender-sensitive sexual and reproductive health(SRH) information, education and services for unmarried youth, including migrant youth. The training manuals on peer education, comprehensive life skill, social marketing and youth-migrant friendly service that developed under YEM will be continually used in this SRH programme and the UNFPA's programme of HIV/STI prevention and SRH promotion among migrant workers in the railway construction sites. **ILO** will provide technical advice and support on life skills training for capacity building, training and curriculum development and awareness raising among young migrants to prevent trafficking. **UNESCO** will work with the Development and Research Centre of the State Council to conduct research on urban inclusive policies to mitigate discrimination against migrants, especially female migrants in urban areas.

The achievements of the YEM programme will be further reinforced and sustained by implementation of these activities throughout the 2011-15 UNDAF.

YEM pilot activities provided a means through which stakeholders could work together to develop innovative, integrated services for migrants from pre-departure to follow-up assistance in urban areas and raised awareness and built capacity not only among policy makers and service providers, but also among migrant workers themselves. YEM's participatory approach promoted dialogue and understanding among key stakeholders particularly on the issues of on improving access to health and education for vulnerable groups, including migrant children, out-of-school rural girls, young female migrant workers and ethnic minorities. These experiences informed responsive, evidence-based policy development.

A highly dedicated and professional joint programme team brought together programme management specialists, experts and researchers from numerous partners and various sectors. Their expertise and experiences have contributed to the success of the programme and will be a valuable resource in terms of national capacity in building innovative and effective policies and services for migrant workers. this will be further strengthened during the 2011-2015 UNDAF period.

There is still work to do to gain official recognition from the Chinese authorities of the life skills training for migrant workers. The training and pilot of models has generally been implemented

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successfully in each of the pilot sites. CETTIC may need to work with official bodies to ensure that the results of the YEM training are not only incorporated into the programme, but that the certificate will be officially recognized. The multi-sectoral health promotion model and the registration of migrant children, one stop community-based services for migrants also need to be officially recognized or integrated into the governmental system. The question is, after end of the programme, who will take the responsibility to work with the relevant authorities?

## Lessons learned and recommendations:

1. The project fits well with the needs of the Chinese government, nonetheless projects like this still face challenges, such as how to bring out the full advantages of each program output into a comprehensive whole, instead of simply adding up the outputs. Take output 3.1 for example: UNICEF's goal of registering migrant children under the age of 16 in order to enhance their protection and access to social services including education and healthcare has been successfully tested in Changzhou through YEM and has gained popularity in Jiangsu Province. The registration of migrant children has been included in the NPA on children (2011-2020) issued in July 2011. But it was less reported as to how this output could be used to target out of school children under the age of 16 and to help them participate in the flexible courses and accept the tutoring from the volunteers, which is designed by output 2.1. Although the project document brought out the idea of joining these two outputs together, it did not clearly mention when and how the two organizations responsible for the outputs should communicate, or whether the activities should be in the form of seminars or flexible courses. Indeed, the pillar centers for registering migrant children under the age of 16 had not yet been discussed in detail when the project was in the design stage. Other unsettled problems are how to distribute the funds and what the result should be.

It would have been ideal if the feasibility and benefits of the output of each activity had been examined and evaluated within the overall YEM framework. But it proved very difficult, if not impossible, to complete it before the activity. The present result is that each activity has basically achieved its expected aim. But in actual practice, it proved impossible to further coordinate and integrate all outputs in terms of time and resources. For example, output 2.3 of the life skills development training included the flexible informal education course developed by 2.1, and these two outputs should be evaluated together to assess whether there is overlap between them or how they complement and support each other. During this evaluation, UNICEF, CAST and other organizations all recognized the need to assess these two teaching materials together, especially for life skills education for adolescent girls.

**Recommendation 1:** The design of the joint project should include the details of how to join outputs together including the testing areas, the distribution of funds and the evaluation of results.

2. The migrant workers' issue in China is a very complex matter, which involves employment, training, healthcare, rights protection, child education, housing and migrants' participation in urban development. In order to solve the migrant workers' problems effectively and strengthen inter-departmental coordination, the Chinese government established the National Coordination Meeting System on the Work of Migrants in 2006 involving 29 government ministries and departments, including the National Development and Reform Commission, with the vice prime minister taking the lead.

According to the cooperative principle advocated by the UN, the project brought together the work of several UN agencies to support the Chinese government in protecting migrant workers from the negative effects of population flows in China. In this context, YEM was innovative as it

presented a number of new approaches, instruments and policies, based on the international comparative experiences of the UN agencies.

Taking into account the work mechanism of the Chinese government and the involvement of numerous UN agencies, a dialogue between the UN in China and higher level Chinese officials would be helpful in strengthening the protection of migrant workers' rights by the Chinese government, further improving the comprehensive governance of migrants and improving the relevance and sustainability of the project.

**Recommendation 2:** Enhanced dialogue between UN agencies and senior Chinese leaders could improve the impact and sustainability of the project through the further application of the policies tested through YEM.

**3.** The project design selected 16 pilot sites including sending and receiving areas. The pilot areas selected were in line with the trends mentioned in the Chinese migrants report. The result was that project implementation was scattered across a high number of locations rather than concentrated in a few. This brought great complexity to the project management, increased implementation costs and diffused the impact of the programme. The pilot areas should acknowledge that all the outputs for the same pilot areas would be carried out by dint of coordinating with all the related organizations. As UNESCO commented: "The UN organizations can only be united when the partners within the host country are united." Based on the YEM experience, the UN organizations should gradually explore such regional or provincial coordination mechanisms. For example, the postgraduate students from Tianjin and Xi'an in the health module explored a method for increasing healthcare awareness and health protection awareness through the community health centers with the coordination of the education department, labour department and civil administration department, etc. Meanwhile, UNESCO together with ILO selected 19 community centers in Hangzhou as one-stop service pilots. If two outputs like these and the migrant workers' integration with the community centers could be concentrated in one area, then the cost of coordination could be greatly reduced. Such a comprehensive approach would provide experience to the Chinese government to improve the local governance capabilities.

**Recommendation 3:** Future programmes such as YEM should consider the selection of joint pilot sites to make cooperation among the related departments relatively easier and to increase the impact of the interventions. UN organizations should discuss cooperation mechanisms with government counterparts to ensure proper coordination.

**4.** The work of the Programme Management Office proved crucial for the functioning of the programme. The YEM project office coordinated PMC meetings, shared meeting results, aligned the project format and promoted the image of the project. Their work smoothed the communication and knowledge sharing process among various organizations and increased dissemination of YEM results. However, according to the design of the YEM project, no special activity funds were arranged for the YEM project office.

**Recommendation 4:** Proper funding for a joint project office should be ensured to upgrade project office management and monitoring capabilities.

5. YEM programme documents were drafted in just a few weeks after the UN in China received the MDG Funding. Although the process involved as many UN agencies and Chinese partners as possible, unfortunately due to time limitations, the project recommendations were based on the technical advantages of specific UN agencies and the expected project achievements. The project files were finalized after the initial feedback from MDGF and through communications among concerned departments. During this process, there was neither the time nor the availability of professionals to look deeply into the technical, managerial, monitoring and practical mechanisms that could have led to stronger connections among the outputs.

**Recommendation 5:** The design process of UN projects should be long enough and the project proposal should be detailed enough to cover all the output activities. Such a process would not only benefit project implementation, but also the evaluation of the comprehensive effect (impact) of outputs and activities. If possible, a comprehensive, overall review of the project design led by the project office could mitigate the shortcomings of the earlier design.

6. For a project that contains more than 120 activities and involves cooperation among many agencies and government departments, an overall duration of 36 months for project implementation is relatively short.

In addition, a number of tasks, notably reporting requirements and financial closures, need to be completed following the official closure of the project. However, the current project design did not provide time or funding to carry out those tasks. The Joint Programme international coordinator's contract expired at the end of the project, and those of project staff hired by the implementing agencies on or before that date. This greatly complicates the closure of the project, requiring implementing agencies to shoulder an additional financial burden and if organizations are not able to get necessary funds, leaving some tasks undone.

**Recommendation 6:** For large-scale cross-sector comprehensive projects like YEM, a longer implementation period would allow establishment of solid coordination mechanisms and increase the impact of the project. The first year could be dedicated to coordination and preparation of the project launch, the second year to start pilots, the third year to review and modify the project results for comprehensive coordination and re-piloting, and the fourth year to summarize project results. Contracts of the project experts and administrators should continue long enough after the official end of the project to enable them to complete reporting and closure requirements.

7. For such a complex project, the establishment of a specialized management information system would enhance project management ability, and especially the ability to monitor and evaluate.

Currently, by the end of every project activity, the implementing partner organization would report to the UN agencies on the completion of activities and all related information during the implementation of the project such as the definition, selection and use of funds for the direct beneficiaries, the fund ratio of personnel and meeting expenditure, whether the activity execution time was appropriate, how the units worked together and any difficulties they faced (such as fund distribution and coordination), and especially the influence of the projects as seen through relevant government documents, improvement of personnel performance and the changes with regard to direct beneficiaries and the promotion through activity photographs and

the newspaper reports. If all such practical information could be gathered and analyzed through comparative normative information system, it could effectively improve project management and supervision. At the same time, it would strengthen the government's capacity to carry out projects.

**Recommendation 7:** Building the capacity of appropriate domestic organizations to manage information and carry out monitoring and evaluation could improve governance ability in the long term, by improving cooperation mechanisms among government departments and contributing to evidence-based decision-making.

8. The challenge of project sustainability should be considered during the project design phase, especially with regard to the project development interventions and post-project financial support. For example, the design platform of output 1.1 shows that the information platform should display YEM project results and experience and ensure that other interested organizations share the knowledge and experience. However, at the time of the final evaluation, CASS still did not have an effective strategy to ensure the sustainability and renewal of the platform. At the same time, the limited number of visits to the platform site also underscores the question of project sustainability.

Output 3.3 has invested funds for community healthcare centers and outreach services for young immigrants in pilot areas. From a long term point of view, if there is no further funding, the community health centers will face difficulties in mobilizing their staff, and the staff will shoulder extra tasks in order to provide the services advocated by YEM. During the evaluation visit to Xi'an and Tianjin, it was noted that about ten thousand RMB was spent to provide youth friendly services and private space. However, the funds for such services were not ensured once the project ends. It is therefore important to take into account the local situation in Chinese pilot areas during the conceptual development phase of a new project. Having a clear understanding of the costs of interventions and effectively guiding government investment to meet those costs is important to ensure sustainability.

**Recommendation 8:** To ensure the sustainability of results, the project design should consider the feasibility of national ownership – and funding – of successful pilot experiences after the programme is finished.

9. During the implementation of YEM, it was very important that the concerned personnel were familiar with the selection of target groups, account management and project monitoring and evaluation. Insufficient importance was attached to this during the initial period of the difficulties for Chinese partners to adapt to the programme's management rules, increasing the transaction costs.

**Recommendation 9:** The programme design should include project management training for the personnel in implementing organizations, for example, accounting procedures, regulation of shared responsibilities and funds, how to write reports, etc. In addition, for future projects, a Chinese version of project management guidelines should be provided at an early stage to the domestic partners, especially local partners, who participate in implementing activities.

10. YEM's participatory training approach was a very important experience. Participatory training is a relatively new concept in China, even in the formal education system. The practice and participation oriented life skills training of YEM project was not only welcomed by the vocational education training centers in the pilot areas, but also in ordinary schools in the pilot areas. Cangzhou Wujiao occupational technical school has trained all their teachers four times, after six teachers participated in such training. According to Changzhou Municipal Women's Federation, some teachers from non-project high schools also requested to participate in the life skills training organized by the Women's Federation to learn the participatory training method because it was highly welcomed by the teachers.

Due to the lack of professional trainers of this method, the pilot school teachers who were interviewed suggested developing supplementary computer-based training guidelines and materials. This would further help the teachers who have already received the YEM project training to upgrade their ability to use the participatory method when they deliver life skills training or when they teach in classrooms.

**Recommendation 10:** Based on the participatory training concept and practice brought out by YEM, the UN organizations may wish to pay further attention to building up a professional team to promote participatory training in China, as a new concept for project management and design.

11. The YEM project office was outstanding and completed the task of the overall coordination of the YEM project. But the heavy workload in terms of coordination and the limited resources made it impossible for them to shoulder the responsibility of providing technical support to project activities. At the same time, according to the design of the YEM project, each UN agency needed to take the responsibility of technically supporting project activities. Nonetheless, as mentioned above, each UN organization in China has many other aid projects to manage concurrently. Thus, we cannot expect the YEM project manager to give full attention both to the quality of project activity implementation and to the provision of necessary technical training, as a professional technical team should be equipped to do.

**Recommendation 11:** The establishment of a joint project technical team to provide the necessary training and support and utilizing available domestic and international experts, would have contributed greatly to the sustainability of the project. The development of such an expert team would become an important domestic human resource over time.

12. The YEM Joint Programme worked as a platform to enhance knowledge exchange among the UN agencies and national counterparts. The Joint Programme created a platform for knowledge management and exchange within the UN country team, within theme and working groups, and between the UN and government agencies. Knowledge and expertise sharing, a common commitment for results, and a more open dialogue between UN country team members were often noted as significant outcomes of the joint programme. Enhanced learning between government ministries also resulted from their participation in the joint programme management. In output 2.3, the fact that UN agencies were working together under the Joint Programme allowed and encouraged diverse views and inputs in different areas of the Government.

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A set of innovative management tools, such as the YEM Activity Calendar, List of Products, and Directory of YEM Services, have been created by the PMO and were used to maximize information sharing among UN agencies, national and local partners. Providing information about what activities took place where, when and by which actors, these tools gradually enhanced the understanding and interest of partners across the Joint Programme beyond their own components. At the final stage of the programme, the PMO tried to bring the separate YEM research initiatives and pilots activities together. This further enhanced YEM's impact.

There have been important synergies between CDPF and YEM on the understanding and management of rural out-migration issues after the MTE in 2010. A set of life skills training activities were carried out in the CDPF counties to emphasize the ethnic minorities' needs.

**Recommendation 12** The impact of YEM has been noticeable and widespread as a model of a comprehensive response to young migrants' issues in China. An international high level forum describing the successful outcomes of the YEM Programme in China could be initiated with the help of UN agencies under the overall framework of UNDAF 2011-15 as one avenue to make YEM approaches more effective, efficient and sustainable.