

China

Mid-Term Evaluation

Thematic window: Youth Employment and Migration

Programme Title: China Youth Employment and Migration

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Prologue

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent 'snapshot' of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the "Delivering as One" initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.



**MID-TERM EVALUATION OF MILLENNIUM
DEVELOPMENT GOALS FUND (MDGF) CHINA
YOUTH EMPLOYMENT & MIGRATION (YEM)**

prepared for
**THE MDGF SECRETARIAT IN NY
THE GOVERNMENT OF CHINA AND
THE UNITED NATIONS IN CHINA**

by
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Vancouver CANADA
November 14, 2010

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

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

CSO: Civil Society Organization

CYVA: China Young Volunteers Association

DRC: Development Research Center of the State Council

ILO: International labour organization

JP: Joint Programme

LST: Life Skills Training

M&E: Monitoring & Evaluation

MOCA: Ministry of Civil Affairs

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

NBS: National Bureau of Statistics

NPFPC: National Population and Family Planning Commission

NDRC: National Development and Reform Commission

NWCCW: National Working Committee for Children and Women

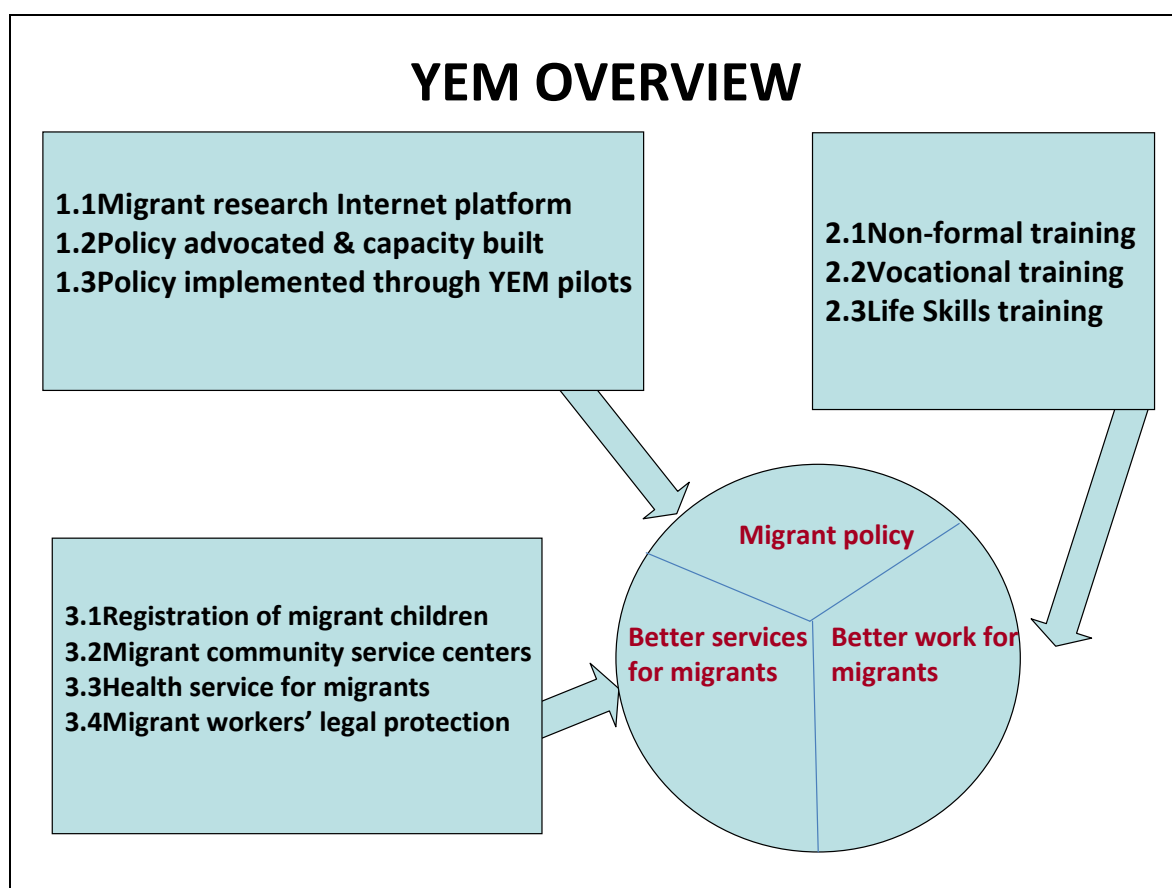
NGO: Non-Government Organization

NPFPC: National Population and Family Planning Commission
PKU: Peking University
PMC: Programme Management Committee
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
UNIFEM: United Nations Development Fund for Women
UNV: United Nations Volunteers
WHO: World Health Organization
YEM: Youth Employment Migration Programme (the programme reviewed in this report)

EXECUTIVE SUMMARY

This mid-term evaluation of the China Youth & Employment (YEM) programme was carried out in August-September 2010 by Bob Boase of Vancouver CANADA. All MDGF mid-term evaluations serve to improve implementation of joint programmes in their second half. Findings and recommendations from this evaluation will serve to inform the YEM Programme Management Committee, the National Steering Committee for China and the MDGF Secretariat in New York.

The three year MDGF US\$6.6 million Youth Employment Migration (YEM) began February 11, 2009. YEM is premised on the fundamental contribution of the migrant to China's transformation and therefore the logic in providing them with basic public goods and services as their legitimate right. Migrants are at the heart of China's transformation. To the degree they are provided with their legitimate rights and services, they will make an even greater contribution to the country's development. In this sense, provision of goods and services to migrants should be viewed as an investment and not as a cost to the state.



China's migrant workforce of 225 million, often described as "floating population", represents the largest movement of people in modern history. In the Chinese Government's 11th Five-Year Plan for 2006-2010, internal migration was embraced as essential to the national development strategy. Framed with the right measures, migration can drive urbanization, increase rural incomes, restructure the economy, and level urban-rural and regional disparities. But maximizing the benefits of internal migration while mitigating its adverse effects is a difficult balancing act in a country of large dimensions.

YEM brings together nine UN agencies. This initiative will build on the platform created by the Theme Group on Poverty and Inequality and has provided the impetus for the

development of a common strategy to addressing the needs of the most vulnerable migrant workers. It provides an unprecedented opportunity to ensure that the response to the largest movement of people in modern times is rights-based, poverty-focused, and fully informed by international good practice. The Joint Programme will emphasize a results-based approach with sustainable and replicable outcomes, a number of which are clearly innovative in the Chinese context.

Findings:

The Big Picture

Migrants are the backbone of China's transformation

China is currently experiencing the largest migration in human history with over two-hundred million rural people having migrated to urban centers where they take on unskilled and low-skilled work that has been an important contributor to China's impressive economic development and in the process, migrants have worked their way out of poverty. So migration has been one of the most powerful levers in China's poverty reduction success. 300 million more migrants are projected over the next twenty years. Migration will remain a critical issue in China's development going forward.

YEM Policy

China's migrants make an essential contribution to China's transformation. Government policy with regard to migrants is still in the formative stage – thus YEM's Outcome 1 on this front is timely and potentially important. Policy for migrants needs to be developed for the following subjects: employment services, wages and earnings, education and training, social security, health, housing, family and children of migrant workers and the protection of rights.

Better Work for Migrants

Better work for migrants is YEM's Outcome 2. YEM has already made good progress on this front. The following are examples of achievements for each of the three outputs under this Outcome as described in the report.

Migrant Access to Social and Labour Services

YEM's third outcome is Migrant Access to Social and Labour Services. Important achievements have been made here including YEM's standard operating procedure for registering migrant children into the urban management system, the establishment of migrant community centers, migrant youth friendly services and UNIFEM's promotion of special laws targeting China's 10 million domestic working women.

YEM and the One-UN

While there have been serious efforts toward the UN functioning in a more coordinated and

YEM IS ABOUT CHANGING ATTITUDES AND AWARENESS

**URBAN CITIZENS – FROM DISDAIN TO APPRECIATION OF THE
MIGRANT CONTRIBUTION TO THE COUNTRY**

**MIGRANTS – FROM LOW SELF ESTEEM TO PRIDE AND SELF-
CONFIDENCE TO ASK FOR THEIR RIGHTS**

**OFFICIALDOM – FROM IGNORING OR DIRECTING THE MIGRANT TO
SERVING THE MIGRANT**

corporate manner in YEM there are significant transaction costs involved.

YEM Coverage

This project is focused on China's estimated 225 million migrants and the projected 300 million more migrants over the next twenty years. Every successful migrant means a person has lifted him/herself and immediate family out of poverty. Thus the importance of this project if it can show the way to a more effective/sensitive/supportive policy environment toward the migrants. In terms of geographic coverage YEM operates in five migrant 'sending' provinces and eight 'receiving' cities.

Unforeseen Implications of the MDGF Concept

MDGF is an attractive programme both for recipient government agencies and for UN agencies. Since no single authority is in control of the formulation the tendency is for many organizations to enrol. The result is a complex constellation of organizations involved and this complicates implementation. The other feature of these JPs is that they do not operate in a vacuum since recipient governments and other donors are already operating in the subject matter. Complementing and not duplicating ongoing effort then is a challenge for these JPs. Finally, the fact that there is no single line of authority in these JPs means that implementation is challenging and there is no single authority to hold the different participants accountable. All of this makes these JPs a challenging undertaking to say the least.

An overly ambitious project?

For a thirty-six month effort, YEM 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 and national partners work simultaneously on several YEM outputs with multiple partners. Officially there are 122 activities under YEM's ten outputs but in fact more activities as partners break down one activity into smaller activities or add activities to address a changing context, reach established targets and maximize sustainability.

Sustainability

YEM holds good prospects for sustainability for the following reasons:

- The Government of China is strongly committed to the migrants and the migrants are have proven their endurance, resourcefulness and tenacity so that changes inspired by YEM will be pursued and institutionalized by the migrants;
- Many YEM pilot localities have been putting their own resources in the form of funding, equipment and human resources, which demonstrates a genuine commitment to the JP, e.g. Hunan Provincial Government allocated 300,000 Yuan to support the five pilot community centers;
- Some YEM localities have been replicating the pilots into their normal programming.

Gender

One of the overarching goals of this project is linked to MDG 3 to empower women. YEM has instituted the practice of gender breakdown in all its research so that differences can be identified. YEM training tends to have more young women than men migrants because young men find it easier to get work so migrant women are strongly represented in YEM training. Finally, output 3.4 a UNIFEM report argues for adoption of special laws targeting domestic work at national & local levels, which is almost 100 percent carried out by women – the goal

is to establish a regulation on the management of domestic service Industry by the State Council.

JP Training

Training is a critical activity in almost all YEM outputs. There was not time to conduct an evaluation of training but indications are that there is room for improvement. The UN and Chinese partners are all experienced in the subject matter of the training. While there are a few professional trainers involved in YEM it is not clear that there is a professional training perspective attached to all YEM training. It is one thing to know the subject matter whether it is labour rights or labour contracts. It is another thing to know how to design the training so that it has impact.

Ownership

Ownership is strong on all fronts in this project starting with the Government of China. YEM fully supports China's current Five-Year-Plan and its Poverty Reduction Strategy and is providing important analysis, pilot examples and lessons learned for the development of China's 12th Five-Year-Plan and its 2011-2020 Poverty Reduction Strategy.

YEM Challenges

As with all JPs YEM faces its own challenges as follows:

- With over 120 partners including ministries, the UN family, local governments and civil society organizations, the task of coordination in YEM is daunting and enormous amounts of time and resources are devoted to the task, much more than was envisaged in the project document. It is not an exaggeration to say that the number one, two and three challenges of YEM are: coordination, coordination and coordination;
 - Migration in the current context and scale is still a relatively new phenomenon in China; the migrant by definition is on the move, all of which makes migrants a difficult target group to reach, to study and to document; it is particularly challenging to reach the most vulnerable due to their mobility and lack of connection to the formal system. YEM has employed special approaches, for example, using employment centres and youth camps, as well as distributing questionnaires and advocacy materials in places frequented by vulnerable youth, for example, village markets and railway stations.
 - Government policy and practice with respect to migrants is advancing quickly so YEM must keep pace with the change and remain flexible so as not to duplicate effort while taking advantage of emerging government migrant policy and practice;
 - YEM's sheer complexity is a challenge in itself, e.g. Output 2.3 Life Skills Training for Migrants (LST) involves six UN & six Chinese organizations delivering LST to five different target groups – new training content and new training methodology, TOT - all wrapped together in this single output. This is a project in itself yet in YEM it is only one of ten outputs;
 - Pilot site selection has sometimes been problematic because the UN and Ministries have different pilot preferences due to their differing traditions and practices;
 - The lack of policy for migrants makes YEM implementation difficult, e.g. there is no policy requiring registration of migrant children;
 - Formal education is the priority of national and local governments in China as it is in all countries. Therefore YEM's non-formal education of migrants has a challenge in gaining the attention and commitment of the formal education system;
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- Effective international consultants are a challenge because of the unique and complex nature of China and the language issue. The result is sometimes a dubious contribution or at least delays caused by the document translation;
- Community centers where YEM is working are funded by local governments and are meant for local residents. It is challenging to expand their functions to serve the migrants;
- There are many good practices and experience in providing community-based services for migrants on the ground according to the situational analysis conducted under OP3.2. These practices however need to be institutionalized and scaled up.

Recommendations

1. Recommendations for YEM

Migrant Policy Advice to Government

The strategic purpose of YEM is to provide migrant policy advice to the Government of China. The YEM team needs to devote time and effort to this task in the second half. This means meetings to discuss, distil and clarify the policy messages YEM wants to make to the government. This should become a formal activity with a budget and plan in YEM's second half. Each of YEM's ten outputs needs to be analyzed for its policy implications and then written up. Finally a short twenty-page maximum integrated statement of YEM's policy recommendations to government should be prepared with annexes elaborating on individual policy recommendations.

A Phase Two for YEM

National policy change in all countries is a long-term ten to twenty year process. In the evaluator's opinion, YEM will not be able to make its full contribution to migration policy in thirty-six months. A more sustained period of policy analysis to support the Government of China is required. YEM effort needs to continue for at least an additional five years if it is to have its full impact in supporting the migrant policy change process.

Phase Two cannot be funded by MDGF. This means that the YEM team will have to solicit funding from other sources including the Government of China, participating UN agencies and perhaps some bilateral donors. It is suggested that YEM devote time and effort now to the design of a Phase Two so that funding can be arranged in a timely fashion to follow immediately upon completion of the current JP. Phase Two should not require as much funding since the basic project infrastructure and baseline studies have been completed by YEM.

A National Conference

YEM will have important achievements and lessons learned in the fields of migrant policy, employment and services. These achievements should be shared more broadly in China. One way of doing so is to hold a national conference at the JP's conclusion to showcase achievements, techniques and lessons learned. A national conference will enhance the identity and self-esteem of the migrants in the nation's affairs. It will also gain traction for more attention and resources to be devoted to migrants. The conference might be held in Tianjin, the JP's core receiving area, to focus attention directly on YEM's full range of receiving area pilots. YEM pilots, success stories and lessons learned need to be documented over the next 18 months so that they can be showcased in the conference.

Additional Suggestions for YEM to consider

In the course of this assignment the consultant observed a number of potential adjustments that the YEM team may be interested to explore as follows:

Position YEM closer to the migrants

This JP is centralized at the national level. Development experience shows that grass roots projects are most effective when located close to the target group, in this case the migrants. This means that the JP might have been better structured if it was located in the provincial or even the county seats with funding and management at this level. When projects are too remote from the target group, transaction costs increase and the management is too removed from the local reality. It is not too late to put more funding and decision-making down at the city/county level. Now that the research is complete and the pilots underway more JP funds could be diverted from the center to the pilots to strengthen them and enhance prospects for their sustainability.

Strengthen/Expand YEM Training

Training is at the heart of YEM effort. It pervades almost all ten outputs. Training effectiveness can enhance YEM impact significantly. The following will enhance YEM training impact:

YEM has not had the benefit of a professional training perspective. Training has been formulated by subject experts, e.g. labour law expert but there has been no training expert involvement to oversee training impact and effectiveness. YEM has encountered a number of training challenges that would have benefited from a professional trainer as for example, in TOT sessions, trainers are not comfortable incorporating health topics, particularly related to sexual and reproductive health into their training, and other contents that are perceived to be too technical. Many trainers were not familiar with the participatory training methodology. YEM would benefit from contracting a professional trainer with a mandate to review/monitor/advise the entire training effort.

Migrants, either by choice or by default, often make their way by starting their own business. Few have any experience or training on running their own business. YEM should expand its SIYB efforts both in its sending and receiving pilot sites so as to be able to provide more robust policy advice on this important topic.

Migrants face serious stress and anxiety. YEM's health pilot should include a more developed mental health component in collaboration with the Ministry of Health's announced pilot to offer free therapy to migrants.

Life Skills Training (LST) has proven to be important to the migrants. Migrants themselves are the best trainers because they have been through the migrant experience themselves. YEM should strive to recruit and train more migrants to be LST trainers in its second half.

YEM has important training experience to share with China's public education sector, e.g. the participatory approach to classroom education, including migrants in the formal education system, using university volunteers to augment the education system. A strategy should be developed for how this sharing should be pursued so that the formal education sector benefits from YEM experience.

Develop a YEM publicity strategy

YEM needs to gain more publicity for its many useful research findings and pilot experiences by developing a publicity strategy. This strategy would promote YEM successes in all pilot localities as well as on the national media. A standard media package would be developed for

use by all pilots in promoting the research and pilot experiences. Efforts would be made to engage local media to do programmes on the YEM pilots in their locality. YEM should refer to the MDGF Advocacy & Communications Strategy published by the MDGF Secretariat in New York.

Bring YEM activity together in its second half

Many of the separate YEM research initiatives and pilots feed into each other. There is an opportunity to enhance YEM impact in its second half by bringing these separate activities together. For example the health activity (Output 3.3) has conducted multi-stakeholder workshops in pilot sites (large participation of labor, education and other bureaus); as a result, several partnerships are in place: with the labor bureau in Cangzhou and in Xi'an (health promotion activities in vocational schools, training and employment centres and human resource markets), with TEDA Migrants Management Committee, Enterprises and Dormitories in Tianjin. In addition, the health partners have been invited to utilize the LST training in the health system: 9,200 copies of the 2.3 LST package (60 trainers' guides and 9,200 participants' handbooks) have been printed specifically for the 3.3 health partners in Tianjin, Cangzhou and Xi'an. These examples show how YEM has already begun to knit its activity together. This effort should be pursued and deepened in the second half of the programme.

Link with CDPF on the minority migration issue

YEM's sister JP the Culture and Development Partnership Framework (CDPF) is working with the minorities. Migration is an important issue for the minorities since it is estimated that over 50 percent of the young minority generation is migrating. Some YEM research and training would be of use to CDPF in its pilots. As well, YEM may be able to build on research to date by separating out the specific and different needs of minority migrants with a view to adjusting policy and practice to accommodate minority needs.

Review YEM budget for second-half

After YEM has reviewed and decided on recommendations in this report it should review the remaining budget with a view to making the necessary adjustments since some of the recommendations have budget implications. All options for adjusting the budget should be explored including an across-the-board cut in UN agency budgets to accommodate new activity; re-allocation of funding within a given UN agency; re-allocation from one UN agency to another UN agency; and, eliminating some planned activity to accommodate new activity. A final option, if necessary, would be to seek more funding from the Government of China and/or the donor community. Toward this end, YEM should petition the MDGF Secretariat in New York for additional funds given that some of the JPs did not materialize and there may be funds available for YEM to strengthen its efforts and enhance sustainability going forward by implementing some of the recommendations in this report.

2. Recommendations for the MDGF Secretariat

The following recommendations are of a broader nature with potential application to all MDGF current or future JPs:

A UN Analysis of its Joint Programming

Based on MDGF experience, the UN may wish to conduct an analysis of its different joint programming efforts, e.g. MDGF, UNAIDS, the Joint Programme to Promote Human Rights of Women and Girls, the Multi-Donor Trust Fund, etc. with a view to identifying their strengths and weaknesses in terms of impact and transaction costs and articulating a joint programming model that builds on this experience.

Strengthening JP Sustainability

MDGF policy currently calls for the JP to terminate at the three year point. In the consultant's opinion JP results will not be sustainable. It is understood that China MDGF JPs were quicker off the mark than those of other countries. Nonetheless, start-up activities such as establishing the JP office reduce the amount of time for actual JP implementation.

The scope and nature of change contemplated in the China JPs is such that it will take a generation or more to achieve. Therefore, stakeholders need to focus on sustainability going forward. Fortunately, much of the JP effort is undertaken by Chinese government and academic institutions. These institutions will then use the JP experience in their future effort. Everything possible should be done to make the JP's research, operational procedures, tools and techniques such as training manuals part of the permanent operations of these institutions. In this way, sustainability is enhanced.

China's JPs should give more emphasis to contracting and building capacity of local organizations. These organizations are permanent. Their involvement in the JP enhances sustainability.

As well, JP stakeholders should prepare a proposal for a second phase to be funded in part by the participating UN agencies, by government and through funds mobilization from selected bilateral donors such as the EU and DFID. A follow-on programme would not require as much funding as the JP because much of the research and technique will be in place. What is required is a small initiative to maintain the momentum of the current JP in its dialogue with government with respect to adjusting national policy to the needs of the migrants.

Improving the Joint Programme Mechanism

The Joint Programme mechanism is new and therefore naturally experiencing some difficulties. The following recommendations will help improve the mechanism

MDGF Secretariat is accountable

The MDGF Secretariat holds the funding and is therefore accountable for approving all MDGF JPs. In the opinion of the consultant, the Secretariat needs to play a stronger role in helping MDGF proponents to scale back their initiative. The Secretariat should approve all future MDGF prodocs and where warranted indicate options for cutting back the JP, e.g. reduce pilot sites, reduce number of UN and/or government participating agencies, reduce number of outputs, etc. but leave decisions about actual cuts up to JP management. But where it believes the JP too ambitious, it should insist on cutback of some kind before the JP goes ahead. Once implementation starts then the JP teams consisting of the NSC, the PMC and the JP team are accountable for implementation.

Re-visit MDGF Winning Proposals before start-up

The MDGF JP implementation team, once assembled, should be given the opportunity to re-visit the JP document. Where they conclude the JP is too ambitious they should table recommendations at the first Programme Management Committee meeting to reduce the scope or scale of the JP. The MDGF Secretariat should require this step as formal policy before any MDGF JP is officially launched. Often it is consultants who write the JP document who are not the same people tasked with implementing the JP. Thus the importance of giving the JP implementation team a buy-in to the JP by allowing them to adjust it at JP start-up to some degree.

One-UN Fund not separate UN agency funds

The logical solution to the complex finance and accounting arrangements whereby each participating UN agency holds its own money is to make the lead agency, in this case ILO or the JP team, the custodian of the funds. In this way all of the current complexity would be eliminated and the JP team can focus on implementation rather than complying with the complex reporting requirements of each participating UN agency. An added advantage of this proposal is that it would provide budget flexibility during implementation since funding could be increased or decreased to individual UN agencies as required. After all, UN agencies are quite capable of placing different donor monies into one pot inside their own agencies. They should be able to agree on this same principle for the MDGF.

Simplify reporting

Reporting requirements in the three MDGF JP's evaluated by this consultant are onerous to the point of interfering with implementation. One-UN should mean one reporting system and not a separate system for each UN agency. Participating UN agencies should agree with the government on a single reporting system so that JP administrators can focus on JP implementation as opposed to burying themselves in the various reporting requirements. The irony of current reporting arrangements is that they do not give a clear financial picture since there are differences in budget lines and formats among the UN agencies and much guesswork as to what monies should be allocated to which budget line. A single reporting system would be more accurate and more informative.

Clarify decision making

Currently there is no clear decision authority. The high-level Programme Management Committee affirms overall direction of the JP as proposed by the JP team at its periodic meetings but does not and should not involve itself in day-to-day management. CETTIC, on behalf of MOHRSS, the lead government agency, makes decisions for its own involvement in the JP but has no authority over participating ministries. Similarly neither the RCO nor the International Project Coordinator has authority over participating UN agencies. YEM decisions are ultimately taken in internal meetings inside each government and UN agency by default. With such a fragmented management framework there can be no accountability for overall performance of the JP.

If all funding went to the lead UN agency or to the PMO implementation team it would give that agency authority and accountability for JP results. The PMC would endorse the JP plan for the period ahead put forward by the lead UN agency on the JP implementation team after discussions with other participating UN and government agencies. Once approved by the PMC JP partners should have full authority to proceed for the period of the work plan. Unforeseen circumstances should be addressed by the Head of the lead UN agency in discussion with government and UN partners or, in exceptional circumstances, by a meeting with the Co-Chairs of the PMC who would have authority to decide between PMC meetings.

Prepare MDGF Management & Accountability framework

Current management arrangements lack a clear line of authority and accountability. MDGF implementation would be enhanced if a new operating model could be developed which provides for a more unified command. Such a command could be achieved, for example, by giving the lead UN agency the MDGF budget and holding it accountable for management decisions and JP results.

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1. Introduction

This mid-term evaluation was carried out in August-September 2010 by Bob Boase of Vancouver CANADA. The consultant would like to thank the MDGF Secretariat in New York for its abiding support and assistance, the China Employment Training Technical Instruction Center (CETTIC) of the Government of China for its organization of the entire mission especially the visits to Cangzhou and Tianjin, the UN organization in Beijing and finally the Youth Employment Migration (YEM) joint programme team for its frank and open discussions in helping the consultant to understand and analyze the programme.

Premises & Context for this evaluation

The premise for this evaluation was that YEM would be sufficiently underway at its midway point to assess its progress, draw conclusions and make recommendations for the remainder of the project. This was in fact the case.

The context for this evaluation is that MDGF policy calls for a mid-term evaluation of all of its projects lasting more than two years as a management tool for its global trust fund.

Objective of this Evaluation

All MDGF mid-term evaluations serve to improve implementation of joint programmes in their second half. They also generate knowledge, identify good practice and lessons learned that can be transferred to other programmes and contribute to the overall M&E system for the MDGF. Findings and recommendations from this evaluation will serve to inform the YEM Programme Management Committee, the National Steering Committee for China and the MDGF Secretariat in New York.

Methodology

The methodology for this mid-term evaluation is based on the Terms of Reference for this assignment contained in Annex A of this report. The methodology involved the following:

1.1.1. Desk Review

The consultant was emailed all relevant documents and reports on the project in his home country for reading and analysis along with a contextualized terms of reference from project management to guide the planning of the assignment.

1.1.2. Inception Report

Based on the above the consultant prepared an inception report as the guiding document for the conduct of this evaluation. See Annex C for the Inception Report. This report was read by key stakeholders and adjusted as necessary by the consultant before field-work began.

1.1.3. Selection of Tianjin and Cangzhou for the field visit

The project operates in five sending provinces and eight receiving cities. See Annex F for complete list of Pilot Sending and Receiving Sites, Partners & Outputs. In the limited time available these two sites were selected because they are the only joint sending & receiving sites for YEM, they have the largest number of programme interventions and they are close to Beijing so that travel time was held to a minimum.

The following is an overview of the migrant situation in Tianjin for the reader. Tianjin permanent resident population is 11.7 million of which the city household registration is 9.6 million. Since 2000, Tianjin has experienced increasing migration combined with lower growth of the native urban population. As a result, migrant population has become an

important part of the Tianjin population. A recent survey shows that Tianjin currently has about 2.5 million migrants; more than 50% have junior secondary school education, and 20% have primary school and high school education; most are engaged in manufacturing, construction and services including repair, technicians, catering, food, garment industries, car repair, clock and watch, electricians, porters, security guards, nannies, cooks, salespersons, barbers and drivers. Most are at the bottom of the work hierarchy and carry the city's most basic, tiring but important work for the operation and development of the city. Some migrants work many hours each day and 6 or 7 days a week for an average monthly income of 1,600 Yuan.

Cangzhou is YEM's core sending area in Hebei province. Hebei Province's population was 70 million in 2009. In 2005, the agricultural population was 53 million, accounting for 77%. Hebei Province has abundant labor resources, especially in the rural areas where the labor force is about 39 million, accounting for 57% of the population. Despite a large rural labor force, Hebei has little arable land and per capita income and the marginal productivity is very low. According to 2004 statistics, the surplus rural labor force is about seven million. As a result, large numbers of the rural population are surging into cities.

The migrant population in Hebei Province has the following characteristics: (1) most are from underdeveloped areas, are surplus labour with minimal income. However, due to poor transportation and limited information, not many migrate. (2) Migrants are mostly young, male and unmarried. (3) They have higher education than those who stay at home. They generally have junior or senior secondary school education and some even have vocational training. With their social connections mainly limited to relatives, fellow-workers and fellow provincials, they have little sense of identity with the city where they live and work. (4) Their social relationship is based on blood and village ties. (5) They work in construction, textiles and the services industry. Their trades include construction, textiles, garments, shoemaking and other labour-intensive industries as well as manual labour service industries with little or no skills required and little human capital investment. According to background papers prepared by YEM, migrant workers in manufacturing and construction account for 47.3% of the total migrant workers and migrant workers in the construction industry account for 32.7% of total migrant workers.

1.1.4. Work in China

The first three days was spent in Beijing in meetings organized around the project outputs with all contributors to a given output participating in the meeting whether from the government, academic institutions or the UN. Questionnaires were handed out at all these meetings and their results tabulated for additional feedback from stakeholders. See Annex G. for a Synopsis of Questionnaire Responses. The final two days of the first week was in Cangzhou County, Hebei Province to review work on the ground. The second week began in Tianjin where meetings with project stakeholders took place for three days. See Annex B for the list of stakeholders interviewed. The final two days of the mission back in Beijing were taken up with meetings with the two PMC Co-Chairs, the PMO staff and a debriefing/discussion with the YEM team. The consultant began drafting the final report in the field by loading in findings and conclusions in the evenings once the day's work was completed. The JP team kindly provided the consultant with:

- The joint programme goals; outputs and outcomes, contribution to the MDGs at the local and national levels and current stage of implementation.
- The joint programme's complexity, including its components, participants, geographical scope and socio-economic context.

- Discussions with the Project Team on the target areas; the time frame of the Joint Programme and its components and activities; existing/previous projects in the same field/target areas, including by the UN.
- The human and financial resources at the joint programme's disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).
- Changes in the programme during implementation and how the programme fits with China's Five Year Plan and its ten-year Poverty Reduction Strategy and with the United Nations Development Assistance Framework (UNDAF).

1.1.5. Report writing back in home country

Once back in his home country, the consultant completed the draft report and submitted it to the clients for comment and feedback before finalizing this report.

Limitations & Caveats of the evaluation

This evaluation was carried out with a very brief mission of only 10 working days. In the limited time available it was not possible to meet with all stakeholders nor was it possible to visit the many pilots where the project operates. Nonetheless, a field visit was made to Cangzhou in Hebei province a core YEM locality for sending migrants and Tianjin a core city for receiving migrants and the most active YEM locality.

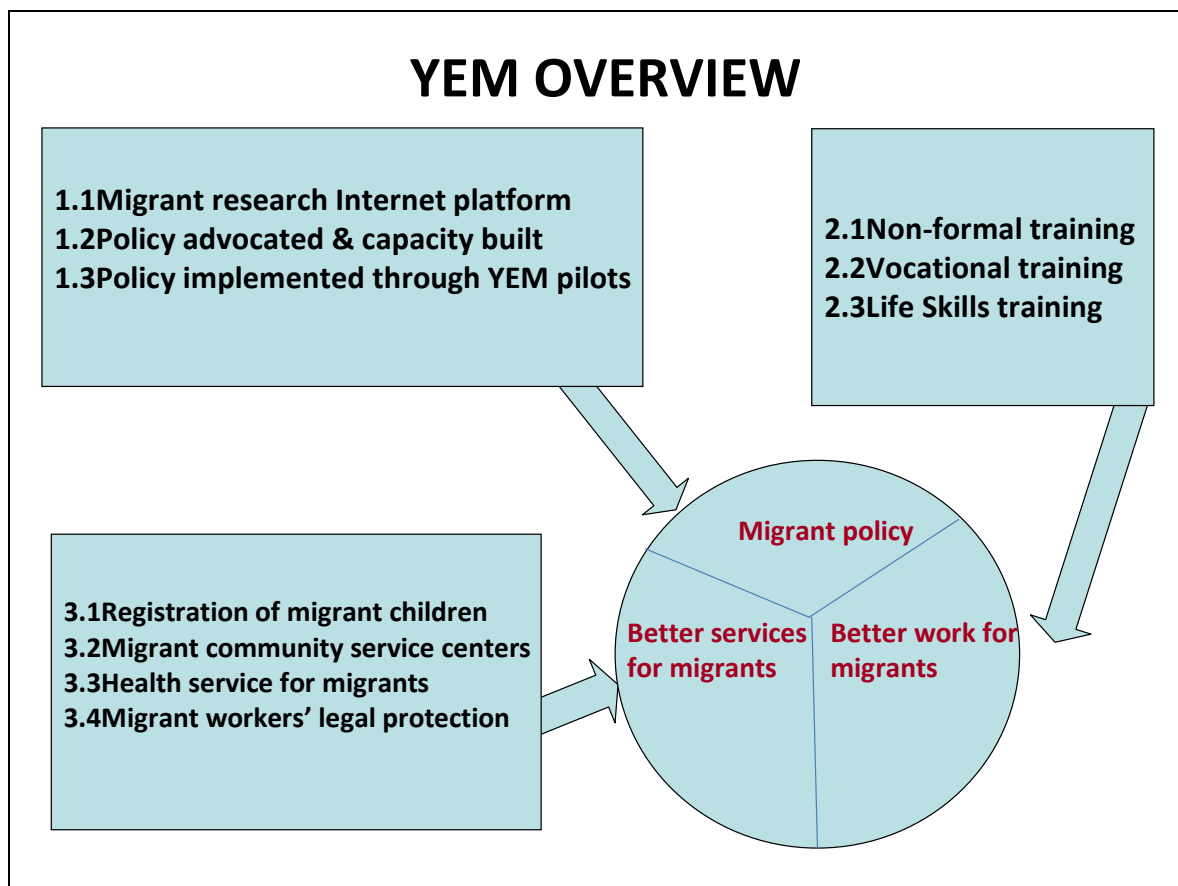
With these caveats, the evaluation is more qualitative than quantitative. Analysis and verification were limited because of time restrictions. For example, it was not possible to assess training effectiveness in the project.

It was challenging for the consultant to foresee project results and sustainability prospects at the midway point. Nonetheless, thanks to the many excellent project informants, the consultant gained a fulsome appreciation of the project intervention and is confident in this report's conclusions and recommendations.

2. Description of the Development Intervention

The three year MDGF US\$6.6 million Youth Employment Migration (YEM) began February 11, 2009. YEM is premised on the fundamental contribution of the migrant to China's transformation and therefore the logic in providing them with basic public goods and services as their legitimate right. Migrants are at the heart of China's transformation. To the degree they are provided with their legitimate rights and services, they will make an even greater contribution to the country's development. In this sense, provision of goods and services to migrants should be viewed as an investment and not as a cost to the state.

The chart below summarizes YEM. The circle contains YEM's three outcomes, viz. 1. Improved policy frameworks and policy implementation, with full stakeholder participation. 2. Better access to decent work for vulnerable young people promoted through pre-employment education and training. 3. Rights of vulnerable young migrants protected through improved access to social and labour protection. Each outcome is supported by three or four, in the case of Better Public Services, outputs. From this overview, one can see that YEM has taken a comprehensive approach toward improving the migrant's overall situation.



YEM Budget Summary (US \$)				
UN Agency	Approved Joint Programme Budget	Amount Transferred to date	Budget Committed to date	Disbursement to date
ILO:	1,696,823	1,276,724	1,263,120	654,361
UNDP:	1,482,960	1,010,205	840,190	609,335
UNESCO:	1,089,667	812,333	722,271	513,539
UNFPA:	494,929	395,419	355,473	210,825
UNICEF:	1,080,629	856,915	856,915	519,734
UNIFEM:	331,358	223,459	190,644	166,944
WHO:	423,634	344,540	270,540	208,040
Total:	6,600,000	4,919,595	4,499,153	2,882,778

The chart above shows YEM budget with funds transferred, committed and disbursed by UN agency to date. YEM is on track with well over half the total budget committed at the half-way point. ILO and UNDP, with the two largest budgets are somewhat behind in their disbursement at 38% and 41% at YEM's midway point.

To date YEM has generated an impressive volume of activity as follows:

- More than 120 workshops
- More than 20 experts and consultants completed their TORs
- More than 20 pieces of research completed
- More than 300,000 direct beneficiaries
- More than 30 products
- 44 training sessions
- 7 Joint Programme level events (all partners involved), including the launching ceremony, PMC meetings and general coordination meetings

The chart below shows the ten YEM outputs, pilot sending and receiving sites and the UN and National partners for each. Each of these partnerships involved investment of time to nurture, to write TORs and to contract in the case of academic institutions – an impressive array of partnerships developed in only 18 months. See Annex D for list of YEM partners.

YEM Outputs by Location and Partners							
Output	Pilot Sending Sites	UN Agencies	National Counterparts	Pilot Receiving Sites	UN Agencies	National Counterparts	
Output 1.1: National migration policy informed by platform for migration research information exchange.	National	ILO UNFPA	CASS CALSS				
	Hefei, Anhui	UNIFEM	ACWF	Tianjin Changsha, Hunan	UNIFEM	ACWF	
Output 1.2: Policy advocated, awareness raised and capacity built between and amongst government, civil society and young people at national and local levels.	Cangzhou, Hebei	UNESCO	DRC, CAEA	Tianjin	UNESCO UNIFEM UNDP	DRC, CAEA ACWF NDRC, MOCA	
	Jiaozuo, Henan	UNESCO	DRC, CAEA	Changsha, Hunan	UNDP UNIFEM	NDRC, MOCA ACWF	
	Shangqiu, Henan	UNESCO	DRC, CAEA	Hangzhou, Zhejiang	UNESCO UNDP	DRC, CAEA MOCA	
				Chongqing	UNDP	NDRC	
	Output 1.3: Policy implementation strengthened through piloting of models and the participation of migrants in policy dialogue.	Jiaozuo, Henan	UNESCO	DRC, CAEA	Tianjin	UNIFEM UNDP	ACWF NDRC, MOCA
					Changsha, Hunan	UNIFEM UNDP	ACWF NDRC, MOCA
Shangqiu, Henan		UNESCO	DRC, CAEA	Hangzhou, Zhejiang	UNDP ILO	MOCA MOHRSS	
				Chongqing	UNDP	NDRC	
Output 2.1: Access to non-formal education for migrants to prevent premature entry into the labor force improved.	Cangzhou, Hebei	UNICEF	CAST	Tianjin	UNICEF	CAST	
	Yongshou, Shaanxi	UNICEF	CAST		UNV	CYVA	
	Sangzhi, Hunan	UNICEF	CAST	Changsha, Hunan	UNICEF	CAST	
	Pingjiang, Hunan	UNICEF	CAST	Xi'an, Shaanxi	UNICEF	CAST	
Output 2.2: Access to vocational training for migrants and young people in rural areas improved to prevent premature entry to the labor force and increase self-employment opportunities.	Cangzhou, Hebei	UNESCO	DRC, CAEA	Tianjin	UNESCO	CAEA	
		ILO	MOHRSS		ILO, UNIDO	MOHRSS	
	Xinyang, Henan	UNESCO	CAEA	Changsha, Hunan	UNESCO	CAEA	
	Yueyang, Hunan	UNESCO	CAEA	Hangzhou, Zhejiang	UNESCO	CAEA	
	Chenzhou, Hunan	UNESCO	CAEA				
Output 2.3: Safe migration information and life-skills training for young people strengthened.	Cangzhou, Hebei	UNESCO	CAEA	Tianjin	UNESCO UNFPA	CAEA CFPA	
		UNICEF	ACWF				
	Xinyang, Henan	UNESCO	CAEA	Changsha, Hunan	UNESCO ILO	CAEA MOHRSS	
						UNIFEM	ACWF
	Hefei, Anhui	UNIFEM	ACWF	Hangzhou, Zhejiang	UNESCO	CAEA	
	Yueyang, Hunan	UNESCO	CAEA		UNICEF	ACWF	
	Chenzhou, Hunan	UNESCO	CAEA				
Output 3.1: Registration of migrant children promoted.	Cangzhou, Hebei	UNICEF	NWCCW	Tianjin	UNICEF	NWCCW	
				Hangzhou, Zhejiang	UNICEF	NWCCW	
				Changzhou, Jiangsu	UNICEF	NWCCW	
				Zhongshan, Guangdong	UNICEF	NWCCW	
Output 3.2:	Cangzhou, Hebei	UNESCO	CAEA	Tianjin	UNESCO	CAEA	

Community centers enhanced in providing comprehensive gender responsive learning opportunities, information and referral services.	Hefei, Anhui	UNIFEM	ACWF		UNICEF	ACWF
	Xinyang, Henan	UNESCO	CAEA	Changsha, Hunan	UNESCO	CAEA
	Yueyang, Hunan	UNESCO	CAEA	Hangzhou, Zhejiang	UNESCO	CAEA
	Chenzhou, Hunan	UNESCO	CAEA			
Output 3.3: Design and testing of health promotion model to promote use of appropriate health services by migrant youth.	Cangzhou, Hebei	UNFPA	MoH, PKU	Tianjin	UNFPA, WHO	MoH, PKU
	Zhashui, Shaanxi	WHO	MoH, PKU	Xi'an, Shaanxi	UNFPA, WHO	MOH, PKU
Output 3.4: Implementation and enforcement of existing legislation for migrant workers strengthened and safe migration enhanced.	Hefei, Anhui Province	UNIFEM	ACWF	Tianjin	UNESCO	DRC, CAEA
					ILO, UNIDO	MOHRSS
					UNIFEM	ACWF
				Hangzhou, Zhejiang	UNESCO	DRC, CAEA
					ILO	MOHRSS
				Changsha, Hunan	ILO	MOHRSS
					UNIFEM	ACWF
				Xi'an, Shaanxi	ILO	MOHRSS
Shenzhen, Guangdong	ILO	MOHRSS				

Description of the Theory of Change of the Programme

China's migrant workforce of 225 million, often described as "floating population", represents the largest movement of people in modern history. In the Chinese Government's 11th Five-Year Plan for 2006-2010, internal migration was embraced as essential to the national development strategy. Framed with the right measures, migration can drive urbanization, increase rural incomes, restructure the economy, and level urban-rural and regional disparities. But maximizing the benefits of internal migration while mitigating its adverse effects is a difficult balancing act in a country of large dimensions.

China's youth population is around 200 million or more than 20% of the planet's total. The number of those aged 15 to 29 years reaches 320 million. The poorest strata of these are found in China's rural areas, and they strive for earning 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 towns and cities. In China, the challenges faced by migrants and by young people therefore are inextricably intertwined.

Many migrants can only obtain jobs that are manual and menial – and in some cases exploitative. Some spend long hours in dangerous work and live in squalid housing, and their vulnerability is compounded by social exclusion and a lack of access to social protection.

The most vulnerable are out-of-school youth and young migrants with low education and 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 heightened risk of rights violations.

China's vision of building a harmonious xiaokang (well-off, moderately prosperous) society places 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 has 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 human capital, 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.

YEM will strengthen institutional capacities to develop and implement migrant-sensitive laws and policies by bringing together good practices and exploring innovative solutions, building on the UN Country Team's experience. Right-based interventions will increase the social and labor protection of those who are in most need of support and yet also the hardest to reach. Models will be developed to support the most vulnerable: young labor market entrants from the rural areas, and assist the government in developing the capacities to provide young migrants and potential migrants with better access to quality education, skills training, social services and rights protection mechanisms. The models will be fed into and benefit from a strengthened knowledge base on migration, extensive advocacy and institutional capacity building, as well as improved coordination between key stakeholders – not only government, but all levels of civil society and the migrants themselves. YEM pilots to reduce negative impacts of migration resulting from social exclusion of rural migrants in the cities and from leaving children behind in the rural areas will be developed and tested.

YEM brings together nine UN agencies. This initiative will build on the platform created by the Theme Group on Poverty and Inequality and has provided the impetus for the development of a common strategy to addressing the needs of the most vulnerable migrant workers. It provides an unprecedented opportunity to ensure that the response to the largest movement of people in modern times is rights-based, poverty-focused, and fully informed by international good practice. The Joint Programme will emphasize a results-based approach with sustainable and replicable outcomes, a number of which are clearly innovative in the Chinese context.

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 225 million migrants, this programme will have a substantial influence on global MDG indicators. Many of the interventions that prove effective can be adapted to address youth employment and labor migration challenges worldwide.

In fact, YEM is working to change attitudes and understanding of three key target groups as shown below:

YEM IS ABOUT CHANGING ATTITUDES AND AWARENESS

**URBAN CITIZENS – FROM DISDAIN TO APPRECIATION OF THE
MIGRANT CONTRIBUTION TO THE COUNTRY**

**MIGRANTS – FROM LOW SELF ESTEEM TO PRIDE AND SELF-
CONFIDENCE TO ASK FOR THEIR RIGHTS**

**OFFICIALDOM – FROM IGNORING OR DIRECTING THE MIGRANT TO
SERVING THE MIGRANT**

3. Level of Analysis: Evaluation Criteria & Evaluation Questions

This evaluation enquired into the project design, its overall relevance and degree of ownership, its efficiency and effectiveness and finally its sustainability. See Annex A Section 4 for the list of questions that this evaluation addressed. The questions were formulated by the MDGF Secretariat in New York and contextualized by the JP team in China and by this consultant. These questions were highly relevant and helpful to the consultant in the conduct of this evaluation. Indeed, answering these questions forms the substance of this report. Subsequent sections of this report deal with the evaluation's findings, lessons learned and recommendations.

4. Findings, remarks and lessons learnt

The findings of the consultant are described below. They illustrate impressive early results for a project that really only has a little more than a year of implementation.

The Big Picture

Migrants are the backbone of China's transformation

China is currently experiencing the largest migration in human history with over two-hundred million rural people having migrated to urban centers where they take on unskilled and low-skilled work that has been an important contributor to China's impressive economic development and in the process, migrants have worked their way out of poverty. So migration has been one of the most powerful levers in China's poverty reduction success. 300 million more migrants are projected over the next twenty years. Migration will remain a critical issue in China's development going forward.

YEM Policy

China's migrants make an essential contribution to China's transformation. Government policy with regard to migrants is still in the formative stage – thus YEM's Outcome 1 on this front is timely and potentially important. Policy for migrants needs to be developed for the following subjects: employment services, wages and earnings, education and training, social security, health, housing, family and children of migrant workers and the protection of rights.

YEM made its research platform operational in July. The platform makes all YEM research and papers on migrants to date accessible on websites. The platform will become part of the Chinese Academy of Social Science (CASS) Centre for Migration Research thus ensuring its continuing usage beyond the JP.

The National Development & Reform Council (NDRC) and the Ministry of Civil Affairs (MOCA) research on promotion of social inclusion of migrant workers and their families, engaging stakeholders, especially the migrants themselves, with policy recommendations and partly reflected in relevant national policies and plans. Policy frameworks such as Civil Society Organization (CSO) engagement and social inclusion measurement indicators are being developed, which will positively impact migrants' lives once adopted and implemented.

The All China Women's Federation (ACWF) and Beijing University Women's Law Studies & Legal Aid Centre with support from CAEA, UNIFEM and UNESCO surveyed three thousand domestic workers to better understand their unique situation and needs. Recommendations have been made for subsidized vocational training, a job information system for migrant workers, the inclusion of migrants and their children in the urban social security system and a new law to govern domestic work and protect domestic workers' labor rights.

All of the above is an impressive contribution to the ongoing development of law and public services tailored to the unique needs of the migrant, especially China's ten million women domestic migrant workers.

Better Work for Migrants

Better work for migrants is YEM's Outcome 2. YEM has already made good progress on this front. The following are examples of achievements for each of the three outputs under this Outcome:

(2.1) Visit to Huixiang Vocational School in Tianjin showcased excellent tutoring of school's migrant students by university volunteers selected and trained by CYVA with enhanced joint government-UN partnership. UNV and CICETE provided technical inputs into the baseline survey and training manual.

(2.2) International standard labour research on migrants has been completed in Tianjin and Cangzhou under the guidance of ILO and UNIDO with contributions from UNESCO & CAEA. The research describes the skill and educational gaps of migrants that must be closed for them to be competitive in the current labour market.

(2.3) Life Skills Training (LST) to form part of the School-based Curriculum in Cangzhou's 10 pilot schools; Cangzhou supplied pilot teachers, classrooms & teaching equipment; LST planned in non-programme sites in Tianjin in 2011

Migrant Access to Social and Labour Services

YEM's third outcome is Migrant Access to Social and Labour Services. The following are examples of achievements for each of the four outputs under this Outcome:

(3.1) YEM's Standard Operating procedure (SOP) for registering migrant children convinced Changzhou to integrate SOP into the migrant population information management system resulting in a decision to build a new kindergarten and primary school

(3.2) Community Centers started providing services in an integrated manner, e.g. vocational & life skills training, training for domestic workers, legal counseling, rights protection, childcare information, health services and recreational and cultural activities

(3.3) YEM migrant youth-friendly services promoted in community health centres in Tianjin, Xian and Cangzhou sites have improved accessibility and quality of health information and services for migrant youth, in particular the confidential nature of outreach activities (health education, counseling, free medical check ups) in working, living places and vocational schools in Tianjin, Xi'an and Cangzhou; YEM experience is to be shared with other cities through the national healthy city program; Tianjin vice mayor to chair high-level policy forum in Tianjin planned for early 2011 to showcase YEM migrant health interventions as an important component of the Healthy City Certification Process

(3.4) UNIFEM report argues for adoption of special laws targeting domestic work at national & local levels – the goal is to establish a regulation on the management of domestic service Industry by the State Council and local governments.

YEM and the One-UN

MDGF is a lever toward the One-UN concept, i.e. working toward the UN behaving in a more corporate manner. It is logical that transaction costs are high given the novelty, the number of participating institutions and the general level of complexity of these projects. Noteworthy is that transaction costs are just as high within government as they are in the UN since both institutions are heavily involved in internal coordination of effort. Nonetheless YEM has made concerted joint efforts in its research, missions and training to bring together the efforts of participating UN agencies. For example, two joint trips were conducted by UNICEF (output 2.3), UNESCO (output 3.2) and the partners of both agencies in order to explore and identify pilot sites, undertake discussions, identify needs, strengths and

weaknesses, as well as opportunities. Agencies are sharing drafts of their product/report with and inviting comments from other agencies within or outside their output. Finally, output level working group meetings are open to non-implementing agencies to share experience and provide synergies among the different outputs.

YEM Coverage

This project is focused on China's estimated 225 million migrants and the projected 300 million more migrants over the next twenty years. Every successful migrant means a person has lifted him/herself and immediate family out of poverty. Thus the importance of this project if it can show the way to a more effective/sensitive/supportive policy environment toward the migrants. In terms of geographic coverage YEM operates in five migrant 'sending' provinces and eight 'receiving' cities.

Unforeseen Implications of the MDGF Concept

It was perhaps not possible at the outset to foresee some of the consequences of the MDGF concept described below.

- MDGF is a high profile initiative to work as One-UN. Agencies want to be part of the effort, regardless of whether their technical expertise is indispensable or fits in a given initiative. It is not simple to exclude a UN agency if they want to be part of a project. On the contrary, the tendency is 'the more UN agencies the better' – in the case of YEM nine agencies. While in theory the RC is in charge of MDGF project formulation, in reality it is difficult to be authoritative with the heads of UN agencies. Of course, the purpose of Joint Programmes is to bring the perspective of different UN agencies to bear on an issue such as migration. At the same time, there must be a balance between the number of UN agencies and the burden of constructively incorporating their individual contributions. With nine UN agencies, YEM is testing the limits of UN coordination.
- MDGF does not operate in a vacuum; there are many related government and donor projects for any given MDGF JP. The Chinese government is paying great attention to the needs of the migrant and is experimenting on its own with migrant policies and practices outside YEM. A report in the People's Daily dated September 6, 2010 states, 'The Ministry of Health will offer free psychological counseling to at least 80 percent of migrant workers in 65 counties and cities as part of a pilot project that kicks off this year. The psychological intervention aims to help migrant workers better adapt to their work environment and help ease the pressure of urban life, according to the ministry.' Donors as well have related efforts outside YEM. UNICEF and its national partner have been working on migrant child registration since 2003 and will continue doing so after YEM. All of the above means that JPs must be aware of related donor and government activity and be flexible to adjust the JP accordingly so as not to duplicate effort while at the same time take advantage of this related activity.

JP Management

Senior government and UN officials, particularly the two PMC Co-Chairs are deeply committed to this project. The Programme Management Office (PMO) was strengthened by CETTIC's provision of four additional staff and is doing excellent work in coordinating the overall YEM effort.

At the same time considerable challenges remain in the joint programming mechanism. There is no line of authority in this project. The PMC is a deliberative body overseeing the project but committees cannot and should not be involved in day-to-day management. On the

Chinese side CETTIC has no line-authority over the other ministries involved in the JP. On the UN side, the RC is technically in charge of YEM but again, this person has no formal authority over the nine participating UN agencies. There are two full-time national and international coordinators for the project but here again, these individuals have no line-management authority. The fact that JPs have no clear line of authority and draw more on skilful coordination than authoritative management lies in the nature of JPs involving numerous UN and government ministries. An important feature of JPs is to strengthen inter-agency coordination but there are limits to the efficiency and effectiveness of this approach.

In the final analysis, 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. When there is no unity of command, accountability is limited to the good will and peer pressure of each participating agency. In short, management arrangements for the three MDGF JPs evaluated by this consultant are far from ideal in terms of the management principle of unity of command. YEM management has come up with additional creative mechanisms such as regular inter-agency and output meetings, lead agencies for each output and an internal project communications strategy but this adds to the management and administrative burden. It is the dedication and spirit of cooperation among participants that is responsible for success of these projects in spite of a diffused and complex management structure. There is no solution to this dilemma short of a complete re-organization of the UN which so far has not been undertaken. But if the UN is serious about a more cohesive and effective contribution to development it will need to undergo a complete re-organization of its business along the lines of how countries organize their embassies in a given country, i.e. an ambassador who is in charge of all matters for his/her country. An interim arrangement going forward would be to give the entire budget and contract to the lead UN agency. This would then give it the power to direct sister UN agencies insofar as the JP is concerned.

An overly ambitious project?

For a thirty-six month effort, YEM 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 and national partners work simultaneously on several YEM outputs with multiple partners. Officially there are 122 activities under YEM's ten outputs but in fact more activities as partners break down one activity into smaller activities or add activities to address a changing context, reach established targets and maximize sustainability.

Coordination is very demanding in terms of frequency, quantity and commitment of considerable YEM resources. Coordination must take place among UN organizations, among the 120 Chinese partners, between UN and Chinese partners, between national and local partners on the Chinese side and finally between some of the localities, e.g. Tianjin and Cangzhou as core receiving and sending sites. Different procedures and managing practices of UN agencies and national counterparts add to the coordination complexity. Different pilot localities are demonstrating 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 only involved in a single YEM output. Finally, lead UN agencies for JP outputs find it difficult to coordinate as a result of different focus areas, working procedures and financial rules of various participating agencies.

Reporting is burdensome. The MDGF reporting template keeps changing demanding more information not included either in the original M&E plan or at the initial stage of JP implementation. UN partners have difficulties to report based on their existing database and information sources. Finally, each partner has its own internal reporting requirements which adds to the reporting burden.

Part of the challenge for the MDGF is its competitive bidding for MDGF JPs. Competition leads to proponents promising great achievement in order to win the bid. MDGF JPs are approved on the basis of a concept note which does not detail the JP in terms of numbers of beneficiaries and number of pilot sites. In principle, MDGF provides for an inception workshop to re-visit the project document but it is understood that this project only had a protocol PMC meeting, which simply endorsed the project document without discussion. In retrospect, the project would have been better to have been more focused and modest in its scope and scale so as to fit something practical into its available thirty-six months. The danger of overly ambitious development interventions is that they risk losing the confidence not only of the target group, in this case the migrants, but also the executing agencies of the government and the UN. It would be regrettable if this were to be the outcome.

Sustainability

YEM holds good prospects for sustainability for the following reasons:

- embedded in existing government programmes and organizations;
- in direct support of China's Five Year Plan and its ten year poverty reduction strategy;
- migrants have proven their endurance, resourcefulness and tenacity so that changes inspired by YEM will be pursued and institutionalized by the migrants;
- YEM has demonstrated several new research, training and service methodologies that are already being taken up by the government, particularly life skills training, which is critical to migrant success in the city;
- The new 2011- 2015 UNDAF has embedded migrants in its priorities;
- Many YEM pilot localities have been putting their own resources in the form of funding, equipment and human resources, which demonstrates a genuine commitment to the JP, e.g. Hunan Provincial Government allocated 300,000 Yuan to support the five pilot community centers;
- Some YEM localities have been replicating the pilots, e.g. in Tianjin, replication by district youth leagues inspired by the pilot volunteer mentoring project implemented by UNV, CICETE and CYVA have been observed in Hong Qiao District, Bei Chen District and He Dong District; Under the youth league system across the Country, inspired by this pilot project, a national migrants care programme has been initiated and carried out by CYVA;
- At the national level NDRC, MOHRSS, MOCA and MOE are taking note of YEM products and methodology;
- Participating UN agencies are building YEM into their future plans and funding, e.g. UNICEF registration of migrant children & non-formal education for rural youth;
- YEM has done an exceptional job in documenting and publishing high quality reports in Chinese and English of its research and practices with a numbering system for easy reference and branding them with the same cover page all of which enhances project

impact and sustainability. See Annex E for a list of YEM's 43 publications including baseline studies, policy documents and training materials;

- CETTIC supplied 4 additional PMO staff to strengthen YEM coordination; this addition has greatly strengthened YEM execution along with the prospects for sustainability.

Gender

One of the overarching goals of this project is linked to MDG 3 to empower women. YEM has instituted the practice of gender breakdown in all its research so that differences can be identified. YEM training tends to have more young women than men migrants because young men find it easier to get work so migrant women are strongly represented in YEM training. Finally, output 3.4 a UNIFEM report argues for adoption of special laws targeting domestic work at national & local levels, which is almost 100 percent carried out by women – the goal is to establish a regulation on the management of domestic service Industry by the State Council.

Women are well represented on the Beijing JP team. The Director of ILO Office for China and Mongolia as the PMC Co-Chair on UN side and Deputy Project Director in CETTIC are women as is the international Programme Coordinator and the PMO in CETTIC is majority women while the ministries and UN YEM teams have strong and in some cases dominant representation from women.

JP Training

Training is a critical activity in almost all YEM outputs. There was not time to conduct an evaluation of training but indications are that there is room for improvement. The UN and Chinese partners are all experienced in the subject matter of the training. While there are a few professional trainers involved in YEM it is not clear that there is a professional training perspective attached to all YEM training. It is one thing to know the subject matter whether it is labour rights or labour contracts. It is another thing to know how to design the training so that it has impact.

Ownership

Ownership is strong on all fronts in this project starting with the Government of China. YEM fully supports China's current Five-Year-Plan and its Poverty Reduction Strategy and is providing important analysis, pilot examples and lessons learned for the development of China's 12th Five-Year-Plan and its 2011-2020 Poverty Reduction Strategy.

Ownership extends beyond the ten participating government ministries and agencies. Seventeen Chinese research and academic institutions and thirteen NGO/civil society organizations are participating in YEM to bring their experience to bear in helping to formulate more effective policy for migrants.

Meetings with local officials in Cangzhou and Tianjin involved in this project showed a strong understanding and commitment toward YEM. Meetings with the nine participating UN agencies in Beijing demonstrated a strong commitment, indeed, a priority for this project in their portfolios. More important, the UN in China has embedded migration into its 2011-2015 UNDAF. YEM was instrumental in raising the profile and focus of the UN on the migrants going forward.

Most important, migrants in the localities visited, demonstrated an interest and involvement in YEM. In conclusion, ownership is a large part of YEM's impressive success to date.

YEM Challenges

As with all JPs YEM faces its own challenges as follows:

- With over 120 partners including ministries, the UN family, local governments and civil society organizations, the task of coordination in YEM is daunting and enormous amounts of time and resources are devoted to the task, much more than was envisaged in the project document. It is not an exaggeration to say that the number one, two and three challenges of YEM are: coordination, coordination and coordination;
- Migration in the current context and scale is still a relatively new phenomenon in China; the migrant by definition is on the move, all of which makes migrants a difficult target group to reach, to study and to document; it is particularly challenging to reach the most vulnerable due to their mobility and lack of connection to the formal system. YEM has employed special approaches, for example, using employment centres and youth camps, as well as distributing questionnaires and advocacy materials in places frequented by vulnerable youth, for example, village markets and railway stations.
- Government policy and practice with respect to migrants is advancing quickly so YEM must keep pace with the change and remain flexible so as not to duplicate effort while taking advantage of emerging government migrant policy and practice;
- YEM's sheer complexity is a challenge in itself, e.g. Output 2.3 Life Skills Training for Migrants (LST) involves six UN & six Chinese organizations delivering LST to five different target groups – new training content and new training methodology, TOT - all wrapped together in this single output. This is a project in itself yet in YEM it is only one of ten outputs;
- Pilot site selection has sometimes been problematic because the UN and Ministries have different pilot preferences due to their differing traditions and practices;
- The lack of policy for migrants makes YEM implementation difficult, e.g. there is no policy requiring registration of migrant children;
- Formal education is the priority of national and local governments in China as it is in all countries. Therefore YEM's non-formal education of migrants has a challenge in gaining the attention and commitment of the formal education system;
- Effective international consultants are a challenge because of the unique and complex nature of China and the language issue. The result is sometimes a dubious contribution or at least delays caused by the document translation;
- Community centers where YEM is working are funded by local governments and are meant for local residents. It is challenging to expand their functions to serve the migrants;
- There are many good practices and experience in providing community-based services for migrants on the ground according to the situational analysis conducted under OP3.2. These practices however need to be institutionalized and scaled up.

Questionnaire Results from Evaluation

Questionnaires were handed out to all group meetings in Beijing, Cangzhou and Tianjin and were circulated to the other pilot sites by email. The results are tabulated in Annex G Synopsis of Questionnaire responses from Project Stakeholders. The forty eight responses

demonstrate a strong commitment to and understanding of the JP. Many of the findings and recommendations in this report are based on the comments and suggestions by stakeholders in this questionnaire. Of particular note is the need for the JP to continue if sustainability is to be assured; the need for more and better training; the significant transaction costs; and the many early success stories.

5. Recommendations

Based on the findings in the previous section of the report recommendations have been broken down into those meant to improve this Youth Employment and Migration Joint Programme going forward and those meant for the MDGF Secretariat in New York.

Recommendations for YEM

5.1.1. Migrant Policy Advice to Government

The strategic purpose of YEM is to provide migrant policy advice to the Government of China. The YEM team needs to devote time and effort to this task in the second half. This means meetings to discuss, distil and clarify the policy messages YEM wants to make to the government. This should become a formal activity with a budget and plan in YEM's second half. Each of YEM's ten outputs needs to be analyzed for its policy implications and then written up. Finally a short twenty-page maximum integrated statement of YEM's policy recommendations to government should be prepared with annexes elaborating on individual policy recommendations.

5.1.2. A Phase Two for YEM

National policy change in all countries is a long-term ten to twenty year process. In the evaluator's opinion, YEM will not be able to make its full contribution to migration policy in thirty-six months. A more sustained period of policy analysis to support the Government of China is required. YEM effort needs to continue for at least an additional five years if it is to have its full impact in supporting the migrant policy change process.

Phase Two cannot be funded by MDGF. This means that the YEM team will have to solicit funding from other sources including the Government of China, participating UN agencies and perhaps some bilateral donors. It is suggested that YEM devote time and effort now to the design of a Phase Two so that funding can be arranged in a timely fashion to follow immediately upon completion of the current JP. Phase Two should not require as much funding since the basic project infrastructure and baseline studies have been completed by YEM.

5.1.3. A National Conference

YEM will have important achievements and lessons learned in the fields of migrant policy, employment and services. These achievements should be shared more broadly in China. One way of doing so is to hold a national conference at the JP's conclusion to showcase achievements, techniques and lessons learned. A national conference will enhance the identity and self-esteem of the migrants in the nation's affairs. It will also gain traction for more attention and resources to be devoted to migrants. The conference might be held in Tianjin, the JP's core receiving area, to focus attention directly on YEM's full range of receiving area pilots. YEM pilots, success stories and lessons learned need to be documented over the next 18 months so that they can be showcased in the conference.

5.1.4. Additional Suggestions for YEM to consider

In the course of this assignment the consultant observed a number of potential adjustments that the YEM team may be interested to explore as follows:

5.1.4.1. Position YEM closer to the migrants

This JP is centralized at the national level. Development experience shows that grass roots projects are most effective when located close to the target group, in this case the migrants.

This means that the JP might have been better structured if it was located in the provincial or even the county seats with funding and management at this level. When projects are too remote from the target group, transaction costs increase and the management is too removed from the local reality. It is not too late to put more funding and decision-making down at the city/county level. Now that the research is complete and the pilots underway more JP funds could be diverted from the center to the pilots to strengthen them and enhance prospects for their sustainability.

5.1.4.2. Strengthen/Expand YEM Training

Training is at the heart of YEM effort. It pervades almost all ten outputs. Training effectiveness can enhance YEM impact significantly. The following will enhance YEM training impact:

- YEM has not had the benefit of a professional training perspective. Training has been formulated by subject experts, e.g. labour law expert but there has been no training expert involvement to oversee training impact and effectiveness. YEM has encountered a number of training challenges that would have benefited from a professional trainer as for example, in TOT sessions, trainers are not comfortable incorporating health topics, particularly related to sexual and reproductive health into their training, and other contents that are perceived to be too technical. Many trainers were not familiar with the participatory training methodology. YEM would benefit from contracting a professional trainer with a mandate to review/monitor/advise the entire training effort.
- Migrants, either by choice or by default, often make their way by starting their own business. Few have any experience or training on running their own business. YEM should expand its SIYB efforts both in its sending and receiving pilot sites so as to be able to provide more robust policy advice on this important topic.
- Migrants face serious stress and anxiety. YEM's health pilot should include a more developed mental health component in collaboration with the Ministry of Health's announced pilot to offer free therapy to migrants.
- Life Skills Training (LST) has proven to be important to the migrants. Migrants themselves are the best trainers because they have been through the migrant experience themselves. YEM should strive to recruit and train more migrants to be LST trainers in its second half.
- YEM has important training experience to share with China's public education sector, e.g. the participatory approach to classroom education, including migrants in the formal education system, using university volunteers to augment the education system. A strategy should be developed for how this sharing should be pursued so that the formal education sector benefits from YEM experience.

5.1.4.3. Develop a YEM publicity strategy

YEM needs to gain more publicity for its many useful research findings and pilot experiences by developing a publicity strategy. This strategy would promote YEM successes in all pilot localities as well as on the national media. A standard media package would be developed for use by all pilots in promoting the research and pilot experiences. Efforts would be made to engage local media to do programmes on the YEM pilots in their locality. YEM should refer to the MDGF Advocacy & Communications Strategy published by the MDGF Secretariat in New York.

5.1.4.4. Bring YEM activity together in its second half

Many of the separate YEM research initiatives and pilots feed into each other. There is an opportunity to enhance YEM impact in its second half by bringing these separate activities together. For example the health activity (Output 3.3) has conducted multi-stakeholder workshops in pilot sites (large participation of labor, education and other bureaus); as a result, several partnerships are in place: with the labor bureau in Cangzhou and in Xi'an (health promotion activities in vocational schools, training and employment centres and human resource markets), with TEDA Migrants Management Committee, Enterprises and Dormitories in Tianjin. In addition, the health partners have been invited to utilize the LST training in the health system: 9,200 copies of the 2.3 LST package (60 trainers' guides and 9,200 participants' handbooks) have been printed specifically for the 3.3 health partners in Tianjin, Cangzhou and Xi'an. These examples show how YEM has already begun to knit its activity together. This effort should be pursued and deepened in the second half of the programme.

5.1.4.5. Link with CDPF on the minority migration issue

YEM's sister JP the Culture and Development Partnership Framework (CDPF) is working with the minorities. Migration is an important issue for the minorities since it is estimated that over 50 percent of the young minority generation is migrating. Some YEM research and training would be of use to CDPF in its pilots. As well, YEM may be able to build on research to date by separating out the specific and different needs of minority migrants with a view to adjusting policy and practice to accommodate minority needs.

5.1.5. Review YEM budget for second-half

After YEM has reviewed and decided on recommendations in this report it should review the remaining budget with a view to making the necessary adjustments since some of the recommendations have budget implications. All options for adjusting the budget should be explored including an across-the-board cut in UN agency budgets to accommodate new activity; re-allocation of funding within a given UN agency; re-allocation from one UN agency to another UN agency; and, eliminating some planned activity to accommodate new activity. A final option, if necessary, would be to seek more funding from the Government of China and/or the donor community. Toward this end, YEM should petition the MDGF Secretariat in New York for additional funds given that some of the JPs did not materialize and there may be funds available for YEM to strengthen its efforts and enhance sustainability going forward by implementing some of the recommendations in this report.

Recommendations for the MDGF Secretariat

The following recommendations are of a broader nature with potential application to all MDGF current or future JPs:

5.1.1. A UN Analysis of its Joint Programming

Based on MDGF experience, the UN may wish to conduct an analysis of its different joint programming efforts, e.g. MDGF, UNAIDS, the Joint Programme to Promote Human Rights of Women and Girls, the Multi-Donor Trust Fund, etc. with a view to identifying their strengths and weaknesses in terms of impact and transaction costs and articulating a joint programming model that builds on this experience.

5.1.2. Strengthening JP Sustainability

MDGF policy currently calls for the JP to terminate at the three year point. In the consultant's opinion JP results will not be sustainable. It is understood that China MDGF JPs were quicker

off the mark than those of other countries. Nonetheless, start-up activities such as establishing the JP office reduce the amount of time for actual JP implementation.

The scope and nature of change contemplated in the China JPs is such that it will take a generation or more to achieve. Therefore, stakeholders need to focus on sustainability going forward. Fortunately, much of the JP effort is undertaken by Chinese government and academic institutions. These institutions will then use the JP experience in their future effort. Everything possible should be done to make the JP's research, operational procedures, tools and techniques such as training manuals part of the permanent operations of these institutions. In this way, sustainability is enhanced.

China's JPs should give more emphasis to contracting and building capacity of local organizations. These organizations are permanent. Their involvement in the JP enhances sustainability.

As well, JP stakeholders should prepare a proposal for a second phase to be funded in part by the participating UN agencies, by government and through funds mobilization from selected bilateral donors such as the EU and DFID. A follow-on programme would not require as much funding as the JP because much of the research and technique will be in place. What is required is a small initiative to maintain the momentum of the current JP in its dialogue with government with respect to adjusting national policy to the needs of the migrants.

5.1.1. Improving the Joint Programme Mechanism

The Joint Programme mechanism is new and therefore naturally experiencing some difficulties. The following recommendations will help improve the mechanism

5.1.1.1. MDGF Secretariat is accountable

The MDGF Secretariat holds the funding and is therefore accountable for approving all MDGF JPs. In the opinion of the consultant, the Secretariat needs to play a stronger role in helping MDGF proponents to scale back their initiative. The Secretariat should approve all future MDGF prodocs and where warranted indicate options for cutting back the JP, e.g. reduce pilot sites, reduce number of UN and/or government participating agencies, reduce number of outputs, etc. but leave decisions about actual cuts up to JP management. But where it believes the JP too ambitious, it should insist on cutback of some kind before the JP goes ahead. Once implementation starts then the JP teams consisting of the NSC, the PMC and the JP team are accountable for implementation.

5.1.1.2. Re-visit MDGF Winning Proposals before start-up

The MDGF JP implementation team, once assembled, should be given the opportunity to re-visit the JP document. Where they conclude the JP is too ambitious they should table recommendations at the first Programme Management Committee meeting to reduce the scope or scale of the JP. The MDGF Secretariat should require this step as formal policy before any MDGF JP is officially launched. Often it is consultants who write the JP document who are not the same people tasked with implementing the JP. Thus the importance of giving the JP implementation team a buy-in to the JP by allowing them to adjust it at JP start-up to some degree.

5.1.1.3. One-UN Fund not separate UN agency funds

The logical solution to the complex finance and accounting arrangements whereby each participating UN agency holds its own money is to make the lead agency, in this case ILO or the JP team, the custodian of the funds. In this way all of the current complexity would be eliminated and the JP team can focus on implementation rather than complying with the

complex reporting requirements of each participating UN agency. An added advantage of this proposal is that it would provide budget flexibility during implementation since funding could be increased or decreased to individual UN agencies as required. After all, UN agencies are quite capable of placing different donor monies into one pot inside their own agencies. They should be able to agree on this same principle for the MDGF.

5.1.1.4. Simplify reporting

Reporting requirements in the three MDGF JP's evaluated by this consultant are onerous to the point of interfering with implementation. One-UN should mean one reporting system and not a separate system for each UN agency. Participating UN agencies should agree with the government on a single reporting system so that JP administrators can focus on JP implementation as opposed to burying themselves in the various reporting requirements. The irony of current reporting arrangements is that they do not give a clear financial picture since there are differences in budget lines and formats among the UN agencies and much guesswork as to what monies should be allocated to which budget line. A single reporting system would be more accurate and more informative.

5.1.1.5. Clarify decision making

Currently there is no clear decision authority. The high-level Programme Management Committee affirms overall direction of the JP as proposed by the JP team at its periodic meetings but does not and should not involve itself in day-to-day management. CETTIC, on behalf of MOHRSS, the lead government agency, makes decisions for its own involvement in the JP but has no authority over participating ministries. Similarly neither the RCO nor the International Project Coordinator has authority over participating UN agencies. YEM decisions are ultimately taken in internal meetings inside each government and UN agency by default. With such a fragmented management framework there can be no accountability for overall performance of the JP.

If all funding went to the lead UN agency or to the PMO implementation team it would give that agency authority and accountability for JP results. The PMC would endorse the JP plan for the period ahead put forward by the lead UN agency on the JP implementation team after discussions with other participating UN and government agencies. Once approved by the PMC JP partners should have full authority to proceed for the period of the work plan. Unforeseen circumstances should be addressed by the Head of the lead UN agency in discussion with government and UN partners or, in exceptional circumstances, by a meeting with the Co-Chairs of the PMC who would have authority to decide between PMC meetings.

5.1.1.6. Prepare MDGF Management & Accountability framework

Current management arrangements lack a clear line of authority and accountability. MDGF implementation would be enhanced if a new operating model could be developed which provides for a more unified command. Such a command could be achieved, for example, by giving the lead UN agency the MDGF budget and holding it accountable for management decisions and JP results.

ANNEX A. Terms of Reference for this Assignment

General Context: The MDGF and the Youth Employment and Migration (YEM) Thematic Window

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million, with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG Achievement Fund (MDGF) supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

The MDGF operates through the 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 currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

The 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, including 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, certain similar underlying characteristics can be identified 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 enacts 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 create their own enterprise.

Improving the situation of migrants is also an important outcome in this window, often pursued in conjunction with the employment opportunity outcome.

The beneficiaries of the YEM Joint Programme are diverse. Virtually all joint programs 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 directly target the youth, either directly (e.g. trainings) 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 for their ability to transfer skills necessary for employment.

- **Describe the China YEM joint programme**

China's migrant workforce of 150 million, often described as "floating population", represents the largest movement of people in modern history. The joint programme on Protecting and Promoting the Rights of China's Vulnerable Young Migrants will strengthen the institutional capacities to effectively develop and implement the laws and policies. Gender-sensitive and right-based interventions will increase the social and labor protection of those who are in most need of support and yet also the hardest to reach. Models will be developed to support the most vulnerable: young labor market entrants from the rural areas, and assist the government in developing the capacities to provide young migrants and potential migrants with better access to quality education, skills training, social services and rights protection mechanisms. For more information please refer to the Programme Documents.

The joint programme brings together 9 UN agencies and their more than 20 respective national counterparts, including government ministries, research institutions and civil society organizations. Implementation commenced since February 12 2009, and will last three years. The joint programme is currently in its second year.

The Joint Programme has three outcomes with ten outputs.

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.

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

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

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

Outcome 2: Better access to decent work for vulnerable young people promoted through pre-employment education and training. The outputs under this outcome focus on reducing the vulnerability of young people to poor working conditions before or as they enter the labour market. They are concerned both with in-school and out-of-school youth in order to cover the complete range of youth needs in sending areas.

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

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.

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

Outcome 3: Rights of vulnerable young migrants protected through improved access to social and labour protection. The outputs under this outcome will safeguard the rights of at risk groups by improving their accessibility to social services and legal protection.

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

Output 3.2: Community centres enhanced in providing comprehensive gender responsive learning opportunities, information and referral services. This is innovative, but also very challenging. The risk that the expected comprehensive services don't come together has to be avoided.

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

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

The Joint Programme contributes to: UNDAF Outcome 1: Social and economic policies are developed and improved to be more scientifically based and human centred for sustainable and equitable growth, and Outcome 2: Enhanced capacities and mechanisms for participation, co-ordination, monitoring and evaluation for effective policy implementation in the social sectors.

The Joint Programme contributes to MDG 1: Eradicate extreme poverty and hunger. Target 1.B: Achieve full and productive employment and decent work for all, including women and young people, and also to Goal 3: Promote gender equality and empower women. Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015. The Joint Programme also contributes to MDG 2: Achieve universal primary education; MDG 3: Promote gender equality and empower women; MDG 4/5 Reduce child mortality/Improve maternal health and MDG 6: Combat HIV/AIDS and other diseases.

2. OVERALL GOAL OF THE EVALUATION

One of the roles of the Secretariat is to monitor and evaluate the MDGF. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that all joint programmes lasting longer than two years will be subject to a mid-term evaluation.

Mid-term evaluations are formative in nature and seek **to generate knowledge, identifying best practices and lessons learned and improve implementation of the programmes during their remaining implementation**. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

3. SCOPE OF THE EVALUATION AND SPECIFIC GOALS

The mid-term evaluation will use an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of 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 approximately three months.

The unit of analysis or object of study for this mid-term evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This mid-term evaluation has the following **specific objectives**:

1. To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the **Millennium Development Goals**, and find out the extend of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
3. To identify the programme's **degree of effectiveness** among its participants, its contribution to the objectives of the Youth Employment and Migration **thematic window**, and the Millennium Development Goals at the local and/or country level.

4. EVALUATION QUESTIONS, LEVELS AND CRITERIA

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the Millennium Development Goals and the policies of associates and donors.**
 - a) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme?
 - b) Does the Joint Programme take into account the particularities and specific interests of women, minorities and ethnic groups in the areas of intervention?
 - c) To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme envisage, to respond to obstacles that may arise from the political and socio-cultural context?
 - d) Are the monitoring indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
 - e) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?
- **Ownership in the design: national social actors' effective exercise of leadership in the development interventions**
 - a) To what extent do the intervention objectives and strategies of the Joint Programme respond to national and regional plans?
 - b) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention?

Process level

- **Efficiency: The extent to which the resources/inputs (funds, time etc.) have been turned into results**

- a) How well does the joint programme's management model – that is, its tools, financial resources, human resources, technical resources, organizational structure, information flows and management decision-making – contribute to generating the expected outputs and outcomes?
- b) To what extent are the participating agencies coordinating with each other and with the government and civil society? Is there a methodology underpinning the work and internal communications that contributes to the joint implementation?
- c) Are there efficient mechanisms for coordination that prevent counterparts and beneficiaries from becoming overloaded?
- d) Does the pace of implementing programme outputs ensure the completeness of the joint programme's results? How do the different components of the joint programme interrelate?
- e) Are work methodologies, financial tools etc. shared among agencies and among joint programmes?
- f) Have more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural context identified?
- g) How conducive are current UN agency procedures to joint programming? How can existing bottlenecks be overcome and procedures further harmonized?
- h) What are the added transaction costs of the YEM joint programme management mechanism during the different stages of the project (project design, start of the project, implementation, monitoring and evaluation)?

Ownership in the process: National social actors' effective exercise of leadership in the development interventions

- i) To what extent have the target population and the participants taken ownership of the programme, assuming an active role in it?
- j) To what extent have national public/private resources and/or counterparts been mobilized to contribute to the programme's goals and impacts?

Results level

- Efficacy: Extent to which the objectives of the development intervention have been met or are expected to be met, taking into account their relative importance.

- k) Is the programme making progress towards achieving the stipulated results?
 - a. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at the local and national levels?
 - b. To what extent is the programme contributing to the goals set by the thematic window, and in what ways?
- l) Is the stipulated timeline of outputs being met? What factors are contributing to progress or delay in the achievement of the outputs and outcomes?
- m) Do the outputs produced meet the required high quality?
- n) Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to measure progress in the achievement of the envisaged results?
- o) Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to measure progress in the achievement of the envisaged results?
- p) Is the programme providing coverage to beneficiaries as planned?
- q) In what way has the programme come up with innovative measures for problem-solving?

- r) Have any good practices, success stories, or transferable examples been identified?
- s) In what ways has the joint programme contributed to the issue of fair youth employment?
- t) In what ways has the joint programme contributed to the issue of internal and/or external migration?
- u) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?
- v) To what extent and in what way is the joint programme contributing to progress towards the Millennium Development Goals in the country?
- w) To what extent and in which ways are the joint programmes helping make progress towards United Nations reform? One UN
- x) How have the principles for aid effectiveness (ownership, alignment, managing for development results and mutual accountability) been developed in the joint programmes?
- y) To what extent is the joint programme helping to influence the country's public policy framework?
- z) During the analysis of the evaluation, what lessons have been learned, and what best practices can be transferred to other programmes or countries?
- aa) How does the YEM JP management mechanism contribute to increase the impact of the programme? What is the added value of the joint working mechanism compared to a one agency programme? What are the products and/or added outputs of the programme in relation to the Joint working style promoted in the Joint programmes?

Sustainability: The probability that the benefits of the intervention will continue in the long term.

- a) Are the necessary premises occurring to ensure the sustainability of the impacts of the joint programme?

At local and national level:

- i. Is the programme supported by national and/or local institutions?
 - ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?
 - iii. Have operating capacities been created and/or reinforced in national and local partners?
 - iv. Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?
 - v. Is the duration of the programme sufficient to ensure a cycle that will ensure the sustainability of the interventions?
 - vi. Have networks or network institutions been created or strengthened to carry out the roles that the joint programme is performing?
- b) To what extent are the visions and actions of partners consistent with or different from those of the joint programme?
 - c) In what ways can governance of the joint programme be improved so as to increase the chances of achieving sustainability in the future?

5. METHODOLOGICAL APPROACH

The mid-term evaluation will use an international consultant, appointed by MDG-F, as the Evaluator to conduct the evaluation and a locally hired consultant who will support the

Evaluator by providing information about local context such as institutions, protocol, traditions, etc. and assist with translation of key meetings/ interviews during the mission as needed. It is the sole responsibility of the Evaluator to deliver the inception, draft final and final reports.

The Evaluator will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR, the availability of resources and the priorities of stakeholders. In all cases, the Evaluator is expected to analyse all relevant information sources, such as annual reports, programme documents, internal review reports, programme files, strategic country development documents and any other documents that may provide evidence on which to form opinions. The Evaluator is also expected to use interviews as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the inception report and the final evaluation report, and should contain, at a minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

6. EVALUATION DELIVERABLES

The Evaluator is responsible for submitting the following deliverables to the Secretariat of the MDGF:

☞ **Inception Report** (to be submitted within seven days of the submission of all programme documentation to the Evaluator)

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The inception report will propose an initial theory of change to the joint programme that will be used for comparative purposes during the evaluation and will serve as an initial point of agreement and understanding between the Evaluator and the evaluation managers. The Evaluator will also share the inception report with the evaluation reference group to seek their comments and suggestions.

☞ **Draft Final Report** (to be submitted within 10 days of completion of the field visit)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The MDGF Secretariat will share the draft final report with the evaluation reference group to seek their comments and suggestions.

☞ **Final Evaluation Report** (to be submitted within seven days of receipt of the draft final report with comments)

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings,

conclusions and recommendations. The MDGF Secretariat will send the final report to the evaluation reference group. This report will contain the following sections at a minimum:

1. Cover Page
2. Introduction
 - Background, goal and methodological approach
 - Purpose of the evaluation
 - Methodology used in the evaluation
 - Constraints and limitations on the study conducted
3. Description of interventions carried out
 - Initial concept
 - Detailed description of its development: description of the hypothesis of change in the programme.
4. Levels of Analysis: Evaluation criteria and questions
5. Conclusions and lessons learned (prioritized, structured and clear)
6. Recommendations
7. Annexes

7. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The mid-term evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the Evaluator and the reference group of the Joint Programme in connection with the findings and/or recommendations. The Evaluator must corroborate all assertions, and note any disagreement with them.
- **Integrity.** The Evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The Evaluator should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, the Evaluator must report these immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used by the Evaluator to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The Evaluator will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the Evaluator shall respect the intellectual property rights of the institutions and communities that are under review.

• **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

8. ROLES OF ACTORS IN THE EVALUATION

The main actors in the mid-term evaluation are the Secretariat of the MDGF, the Programme Management Office of the joint programme and the Programme Management Committee. The Programme Management Office, PMC Co-Chairs, MofCom and RC Office will serve as the evaluation reference group. The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents (Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

The Secretariat of the MDGF shall manage the mid-term evaluation in its role as proponent of the evaluation, fulfilling the mandate to conduct and finance the mid-term evaluation. As manager of the mid-term evaluation, the Secretariat will be responsible for ensuring that the evaluation process is conducted as stipulated; promoting and leading the evaluation design; coordinating and monitoring progress and development in the evaluation study and the quality of the process. It shall also support the country in the main task of disseminating evaluation findings and recommendations.

9. TIMELINE FOR THE EVALUATION PROCESS

A. Design phase (15 days total)

1. The Secretariat shall send the generic TOR for mid-term evaluation of China's CCPF to the reference group. The reference group is then to adapt these to the concrete situation of the joint programme in China, using the lowest common denominator that is shared by all, for purposes of data aggregation and the provision of evidence for the rest of the MDGF levels of analysis (country, thematic window and MDGF).

This activity requires a dialogue between the Secretariat and the reference group of the evaluation. This dialogue should be aimed at rounding out and modifying some of the questions and dimensions of the study that the generic TOR do not cover, or which are inadequate or irrelevant to the joint programme.

2. The MDGF Secretariat will send the finalized, contextualized TOR to the Evaluator it has chosen .

3. From this point on, the Portfolio Manager is responsible for managing the execution of the evaluation, with three main functions: to facilitate the work of the Evaluator, to serve as interlocutor between the parties (Evaluator, reference group in the country, etc.), and to review the deliverables that are produced.

B. Execution phase of the evaluation study (55-58 days total)

Desk study (15 days total)

1. The Portfolio Manager will brief the Evaluator (**1 day**). He/she will hand over a checklist of activities and documents to review, and explain the evaluation process. Discussion will take place over what the evaluation should entail.
2. The Evaluator will review the documents according to the standard list (see TOR annexes; programme document, financial, monitoring reports etc.).
3. The Evaluator will submit the inception report to the MDGF Secretariat; the report will include the findings from the document review and will specify how the evaluation will be conducted. The Evaluator will share the inception report with the evaluation reference group for comments and suggestions (**within seven days of delivery of all programme documentation to the consultant**).
4. The focal points for the evaluation (PMC Co-Chairs) and the Evaluator will prepare an agenda to conduct the field visit of the evaluation. (Interview with programme participants, stakeholders, focus groups, etc) (**Within seven days of delivery of the desk study report**).

Field visit (9-12 days)

1. In-country, the Evaluator will observe and contrast the preliminary conclusions reached through the study of the document review. The planned agenda will be carried out. To accomplish this, the Secretariat's Portfolio Manager may need to facilitate the Evaluator's visit by means of phone calls and emails to the reference group.
2. The Evaluator will be responsible for conducting a debriefing with the key actors he or she has interacted with.

Final Report (31 days total)

1. The Evaluator will deliver a draft final report, which the Secretariat's Portfolio Manager shall be responsible for sharing with the evaluation reference group (**within 10 days of the completion of the field visit**).
2. The evaluation reference group may ask that data or facts that it believes are incorrect be changed, as long as it provides data or evidence that supports its request. The Evaluator will have the final say over whether to accept or reject such changes. For the sake of evaluation quality, the Secretariat's Portfolio Manager can and should intervene so that erroneous data, and opinions based on erroneous data or not based on evidence, are changed (**within 14 days of delivery of the draft final report**).

The evaluation reference group may also comment on the value judgements contained in the report, but these do not affect the Evaluator's freedom to express the conclusions and

recommendations he or she deems appropriate, based on the evidence and criteria established.

3. The Secretariat's Portfolio Manager shall assess the quality of the final version of the evaluation report presented, using the criteria stipulated in the annex to this TOR **(within seven days of delivery of the draft final report)**.
4. Upon receipt of input from the reference group, the Evaluator shall decide which input to incorporate and which to omit. The Secretariat's Portfolio Manager shall review the final copy of the report, and this phase will conclude with the delivery of this report by the MDGF Secretariat to the evaluation reference group **(within seven days of delivery of the draft final report with comments)**.
5. **Phase of incorporating recommendations and improvement plan (within 21 days of delivery of the final report):**
 1. The Secretariat's Portfolio Manager, as representative of the Secretariat, shall engage in a dialogue with the reference group to establish an improvement plan that includes recommendations from the evaluation.
 2. The Secretariat's Portfolio Manager will hold a dialogue with the reference group to develop a simple plan to disseminate and report the results to the various interested parties.

10. ANNEXES

a) Document Review

MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- YEM Thematic Window TORs
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

Specific Documents for Joint Programme

Other in-country documents or information

- Evaluations, assessments or internal reports conducted by the joint programme
- Relevant documents or reports on the Millennium Development Goals at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One

b) File for the Joint Programme Improvement Plan

After the interim evaluation is complete, the phase of incorporating its recommendations shall begin. This file is to be used as the basis for establishing an improvement plan for the joint programme, which will bring together all the recommendations, actions to be carried out by programme management.

Evaluation Recommendation No. 1				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
1.1			Comments	Status
1.2				
Evaluation Recommendation No. 2				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
2.1			Comments	Status
2.2				
Evaluation Recommendation No. 3				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
3.1			Comments	Status
3.2				

ANNEX B. List of Stakeholders Interviewed

Date	Name	Organization	Position	Venue
	Meetings in Beijing			
23 Aug, 2010 Morning Meeting to discuss Output 1	Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator	UNDP
	Ms. Jennifer Powell	ILO	Consultant	
	Mr. Yu Hua	UNDP	Programme Manager	
	Ms. Hou Xin'an	UNDP	Team Leader, Social and Eco. Dev.	
	Ms. Zhang Su	UNESCO	Programme Assistant	
	Ms. Li Ying	UNESCO	Programme Assistant	
	Ms. Hao Yang	UNIFEM	Programme Coordinator	
	Ms. Xiao Liangliang	UNFPA	National Programme Assistant	
	Ms. Zhang Yali	UNICEF	Programme Officer	
	Mr. Cheng Jie	CASS	Ph.D	
	Mr. Hu Yongjian	CASS	Ph.D	
	Mr. Jiang Yu	CETTIC	Deputy Division Chief	
	Ms. Li Huaying	CICETE	Deputy Division Chief	
	Mr. Wang Jiabing	DRC	Programme Officer	
	Mr. Wang Shihao	MOCA	Consultant	
	Mr. Chen Lei	NDRC	Deputy Chief	
Ms. Zhang Jingya	NWCCW	Programme Officer		

	Ms. Dong Yi	PMO	Joint Programme Coordinator		
	Ms. Zhang Yali	UNICEF	Programme Officer		
23 Aug, 2010 Afternoon 14:00-15:00 Meeting to discuss Output 2.1	Ms. Lata Menon	UNICEF	Education Section Chief	UNICEF	
	Ms. Wang Guangyu	UNICEF	Education Officer		
	Ms. Zhang Xiaodan	UNV	Country Operations Assistant		
	Ms. Li Miao	UNV	Coordinator		
	Mr. Ji Shizhi	CAST	Programme Officer		
	Ms. Chen Chang	CICETE	Programme Officer		
	Ms. Dong Yi	PMO	Joint Programme Coordinator		
15:00-16:30 Meeting to discuss Output 3.1	Ms. Lisa Bow	UNICEF	Chief of POA-PCR		
	Ms. Zhang Yali	UNICEF	Programme Officer		
	Ms. Zhang Jingya	NWCCW	Programme Officer		
	Ms. Dong Yi	PMO	Joint Programme Coordinator		
24 Aug, 2010 Morning Meeting to discuss Output 3.4	Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator		ILO
	Ms. Jennifer Powell	ILO	Consultant		
	Ms. Zhang Su	UNESCO	Programme Assistant		
	Ms. Li Ying	UNESCO	Programme Assistant		
	Ms. Hao Yang	UNIFEM	Programme Coordinator		
	Ms. Hou Zengyan	MOHRSS	Assistant Researcher		
	Mr. Liu Genghua	PMO	National Programme Coordinator		
	Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator		

	Ms. Jennifer Powell	ILO	Consultant	
14:30-16:00 UNRCO Mtg.	Mr. Pablo Barrera	UNRCO	Coordination Specialist	UNDP
25 Aug, 2010 Morning 8:30-10:15 Meeting to discuss Output 2.3	Mr. Min Bista	UNESCO	Programme Special for Education	ILO
	Ms. He Pei	UNESCO	National Programme Officer	
	Mr. Manuel Couffignal	UNFPA	Programme Officer	
	Ms. Xiao Liangliang	UNFPA	National Programme Assistant	
	Ms. Huang Jinxia	UNICEF	Project Officer	
	Ms. Yoon Jeong Na	UNICEF	Programme Officer, Child Protection	
	Ms. Hao Yang	UNIFEM	Programme Coordinator	
	Ms. He Jing	WHO	Programme Officer	
	Ms. Zhang Ying	ACWF	Programme Officer	
	Ms. Ren Pei	ACWF	Programme Assistant	
	Ms. Li Min	CAEA	Director of Secretariat Office	
	Mr. Jiang Yu	CETTIC	Deputy Division Chief	
	Mr. Zhang Jikuan	TJFPA	Secretary	
	Ms. Wang Rui	TJFPA	Programme officer	
	Ms. Dong Yi	PMO	Joint Programme Coordinator	
Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator		
Ms. Jennifer Powell	ILO	Consultant		
10:30-12:15	Ms. Huang Jinxia	UNICEF	Project Officer	ILO

Meeting to discuss Output 3.2	Ms. Yoon Jeong Na	UNICEF	Programme Officer, Child Protection	
	Mr. Min Bista	UNESCO	Programme Special for Education	
	Ms. He Pei	UNESCO	National Programme Officer	
	Ms. Hao Yang	UNIFEM	Programme Coordinator	
	Ms. Zhang Ying	ACWF	Programme Officer	
	Ms. Ren Pei	ACWF	Programme Assistant	
	Ms. Li Min	CAEA	Director of Secretariat Office	
	Mr. Jiang Yu	CETTIC	Deputy Division Chief	
	Ms. Dong Yi	PMO	Joint Programme Coordinator	
25 Aug, 2010 Afternoon Meeting to discuss Output 3.3	Mr. Manuel Couffignal	UNFPA	Programme Officer	WHO
	Dr. Mukundan Pillay	WHO	Team Leader, Building Healthy Communities	
	Dr. Cris Tunon	WHO	Senior Programme Management Officer	
	Ms. He Jing	WHO	Programme Officer	
	Ms. Nicola Scott	WHO	Programme Officer	
	Mr. Li Yubo	China Health Education Center	Deputy Division Director	
	Ms. Ning Yan	China Health Education Center	Staff	
	Ms. Chang Chun	Peking University	Professor	
	Ms. Ji Ying	Peking University	Professor	
Ms. Wang Jing	Cang County Government	Vice Governor		
Visit to Cangzhou, Hebei Province Core Sending Area				

26 Aug, 2010 Morning Meeting to discuss Output 2.2 and 3.2	Mr. Xie Guodong	CAEA	Vice Chairman	Cang County Vocational Training Center
	Ms. Li Min	CAEA	Director of Secretariat Office	
	Ms. Wang Ying	China Open University	Researcher	
	Mr. Min Bista	UNESCO	Programme Specialist	
	Ms. He Pei	UNESCO	National Programme Officer	
	Mr. Liu Yansheng	Technical and Vocational Education and Adult Education Division of Hebei Provincial Education Department	Deputy Director	
	Ms. Wang Jing	Cang County Government	Vice Governor	
	Mr. Han Maohua	Cangzhou Education Bureau	Deputy Director	
	Mr. Yang Kuizhi	Cangzhou TV University	President	
	Mr. Li Gengsheng	Cangzhou Center of Disease Control	Division Director	
Mr. Zhou Guokun	Cang County Center of Disease Control	Director		
Afternoon Meeting to discuss Output 3.3	Ms. Teng Xiaohua	Cang County Center of Disease Control	Division Director	Cang County Center of Disease Control
	Mr. Pang Jianming	Cang County Center of Disease Control	Staff	
	Mr. Liu Zhiquan	Dusheng Town Health Clinic, Cang County	Head	
	Mr. Zhang Jinxing	Cang County Health Bureau	Director	
	Mr. Zhang Yan	Cangzhou Daily	Correspondent	

	Ms. Dong Liangliang	Cang County TV Station	Journalist	
	Mr. Dong Ruifeng	Cangzhou Employment Service Bureau (ESB)	Director General	
	Mr. Zhang Jingjian	Cangzhou ESB	Deputy Director General	
27 Aug, 2010	Mr. Kong Wei	Cangzhou ESB	Staff	LST training pilot site
Morning	Ms. Lu Jingfang	Cangzhou Women's Federation	Deputy Chairman	
Meeting to discuss Output 2.3	Mr. Zong Chunshan	Beijing Teenager Law and Psychological Counseling Service Center	Director	
	Visit to Tianjin, Core Receiving Area			Kangcui Community Service Center, TEDA, Tianjin
	Mr. Wu Peng	Urban Management Bureau, TEDA, Tianjin	Director General	
30 Aug, 2010	Ms. Wang An Bo	Urban Management Bureau, TEDA, Tianjin	Division Director for Community Division	
Morning	Ms. Dong Lili	The Flinders University in Australia	Ph.D	
9:00-10:10	Ms. Xu Jing	TEDA Kangtai Community Service Center	Deputy Director of Project	
Meeting to discuss Output 1.3	Mr. Wang Shihao	MOCA	Consultant	
	Ms. Zong Qinghua	Shining Stone Community Action	Director	
	Mr. Li Xu	Shining Stone Community Action	Project Assistant	
10:20-11:15	Mr. Wang Ruiqing	Shining Stone Community	Director of Publishing and Distribution	Cuiheng Community

Meeting to discuss Output 1.3		Action		Service Center, TEDA, Tianjin
	Mr. Wu Peng	Urban Management Bureau, TEDA, Tianjin	Director General	
	Ms. Wang An Bo	Urban Management Bureau, TEDA, Tianjin	Division Director for Community Division	
	Ms. Liu Hongxia	TEDA Cuiheng Community Service Center	Secretary of the Party, Director of Community Committee	
	Ms. Qian Kun	TEDA Community Service Center	Director	
11:30-12:00 Meeting to discuss Output 3.2	Ms. Luo Qiaohui	Tianjin Normal University	Volunteer	Yingbingyuan Community, Tianjin
	Ms. Yuan Xiangzhe	Tianjin Women's Federation	Director of Rights Department	
	Ms. Zuo Zhijing	Tianjin Women's Federation	Staff in Rights Department	
	Ms. Gong Rundan	Tanggu District Women's Federation	Chairman	
	Ms. Liu Naiping	Tanggu District Women's Federation	Vice Chairman	
	Mr. Li Cunyu	Tanggu District Hangzhoudao Community	Vice secretary of the Party	
	Ms. Zhao Xingkun	Tanggu District Hangzhoudao Community	Chairman of women's federation	
Afternoon 14:00-14:40 Meeting to discuss Output	Mr. Manuel Couffignal	UNFPA	Programme Officer	TEDA Hospital
	Ms. Xiao Liangliang	UNFPA	National Programme Assistant	
	Ms. Tian Huiguang	Tianjin Health Bureau	Deputy Director General	
	Ms. Zhang Fuxia	Tianjin Health Bureau	Division Director for Women and	

3.3			Children Division	
	Ms. Liu Gongshu	Tianjin Women and Children Health Center	Director of Project Office	
	Ms. Leng Junhong	Tianjin Women and Children Health Center	Staff	
	Mr. Liu Lansheng	TEDA Hospital	Chief	
	Mr. Zhang Liqun	TEDA Culture, Education and Health Bureau	Director General	
	Mr. Liu Yinhu	TEDA Hospital	Director of Community Department	
14:40-15:30 Meeting to discuss Output 3.3	Mr. Liu Fumin	TEDA Construction Group Binhai Division, Tianjiang Apartment	Director of General Office	Sunny Rain Hotel, TEDA, Tianjin
	Ms. Wang Jing	TEDA Construction Group Binhai Division, Tianjiang Apartment	Staff for General Office	
16:40-17:00 Tour in Tianjiang Apartment Health Corner (Output 3.3)	Mr. Han Yongzai	Tianjiang Community Health Service Center	Director	Tianjiang Apartment Health Corner, TEDA, Tianjin
	Ms. Chen Wenhui	Beichen District Government, Tianjin	Vice Governor	
17:00-17:30 Tour in Tianjiang Community Health Center (Output 3.3)	Ms. Liu Xin	Tianjin Education Committee	Deputy Director	Tianjiang Community Health Service Center, TEDA, Tianjin

31 Aug, 2010 Morning 9:00-9:30 Meeting to discuss Output 3.2	Mr. Min Bista	UNESCO	Programme Special for Education	Yixingfu Town, Tianjin
	Mr. Xie Guodong	CAEA	Vice Chairman	
	Mr. Wang Yutao	Tianjin Labor and Social Security Technical School	Headmaster	
	Mr. Gou Donghai	Tianjin Labor and Social Security Technical School	Vice Headmaster	
9:40-11:30 Meeting with headmaster of Tianjin Labor and Social Security Technical School (Output 3.2)	Mr. Min Bista	UNESCO	Programme Special for Education	Tianjin Labor and Social Security Technical School
	Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator	
	Ms. Jennifer Powell	ILO	Consultant	
	Ms. Pan Wei	ILO	Programme Officer	
	Ms. Liu Chunhong	Tianjin Labor and Social Security Bureau	Division Director, Legal Division	
	Mr. Zhao Lei	Tianjin Labor and Social Security Bureau	Staff	
	Ms. Yu Xuefeng	Tianjin Labor and Social Security Bureau	Deputy Division Director of Training Division	
	Ms. Wang Ying	CETTIC	Programme Officer	
	Mr. Sun Weiye	Tianjin University of Technology	Professor	
Afternoon Meeting to discuss Output 2.2	Mr. Min Bista	UNESCO	Programme Specialist for Education	Zhongtian Human Resource Market, Tianjin
	Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator	
	Ms. Jennifer Powell	ILO	Consultant	
	Ms. Pan Wei	ILO	Programme Officer	

	Ms. Liu Chunhong	Tianjin Labor and Social Security Bureau	Division Director of Legal Division	
	Mr. Zhao Lei	Tianjin Labor and Social Security Bureau	Staff	
	Ms. Wang Ying	CETTIC	Programme Officer	
	Ms. Li Min	CAEA	Director of Secretariat Office	
	Mr. Sun Weiye	Tianjin University of Technology	Professor	
1 Sep, 2010 Afternoon Meeting to discuss Output 2.1	Ms. Henny Ngu	UNV	Programme Manager	
	Ms. Li Miao	UNV	Coordinator	
	Mr. Liu Jun	CICETE	Division Director of International Personnel Exchange & Cooperation Division	Huixiang Vocational School, Tianjin
	Ms. Chen Chang	CICETE	Programme Officer	
	Mr. Liao Ken	Central Youth League	Division Director of Programme Planning Division	
	Mr. Guo Huayong	Central Youth League	Deputy Division Director of Programme Planning Division	
	Ms. Cheng Siyao	Central Youth League	Programme Officer	
	Mr. Li Qiang	Nankai District Youth League, Tianjin	General Secretary	
	Mr. Li Kang	Nankai University Youth League	Deputy General Secretary	
	Mr. Meng Jie	Nankai University Youth Volunteer Association	President	
Mr. Lan Feng	Nankai District Education	Deputy Party Secretary		

		Bureau		
	Mr. Yu Jianxin	Huixiang Vocational School	Principal	
	Ms. Wang Peilan	Huixiang Vocational School	Executive Principal	
	Ms. Zhang Lizhi	Huixiang Vocational School	Executive Principal	
	Final Meetings Back in Beijing			
2 Sept, 2010 Afternoon Meeting to discuss YEM	Ms. Ann Herbert	ILO	Director, ILO Office for China and Mongolia Co-Chair, YEM PMC	
	Ms. Yuan Shuwei	CETTIC	National Programme Deputy Director	
2 Sep, 2010 Afternoon Meeting with PMO staff	Ms. Dong Yi	PMO	Joint Programme Coordinator	CETTIC
	Mr. Liu Genghua	PMO	National Programme Coordinator	
	Ms. Li Bin	PMO	Programme Coordination Assistant	
	Ms. Qian Xiaoyan	MOHRSS	Division Director	
	Ms. Wang Ying	CETTIC	Programme Officer	
3 Sep, 2010 Afternoon Debriefing meeting	Mr. Deng Baoshan	ILO	MDG-F Programme Coordinator	
	Mr. Yu Hua	UNDP	Programme Manager	
	Ms. Jennifer Powell	ILO	Consultant	
	Mr. Manuel Couffignal	UNFPA	Programme Officer	
	Ms. Hao Yang	UNIFEM	Programme Coordinator	
	Ms. He Pei	UNESCO	National Programme Officer	
	Ms. He Jing	WHO	Programme Officer	
	Ms. Huang Jinxia	UNICEF	Programme Officer	

Ms. Yoon Jeong Na	UNICEF	Programme Officer, Child Protection
Ms. Du Cuihong	UNICEF	Programme Officer
Ms. Henny Ngu	UNV	Programme Manager
Ms. Li Miao	UNV	Coordinator
Ms. Lou Ledan	UNV	Intern
Ms. Yan Yan	UNV	Intern
Mr. Wang Shihao	MOCA	Consultant
Ms. Zhang Jingya	NWCCW	Programme Officer
Ms. Zhang Ying	ACWF	Programme Officer
Ms. Ren Pei	ACWF	Programme Assistant
Ms. Wang Dandan	ACWF	Programme Assistant
Ms. Chen Chang	CICETE	Programme Officer
Mr. Guo Huayong	Central Youth League	Deputy Division Director of Programme Planning
Ms. Cheng Siyao	Central Youth League	Programme Officer
Mr. Xie Guodong	CAEA	Vice Chairman
Mr. Jiang Jingyi	CAST	Programme Officer
Mr. Ji Shizhi	CAST	Programme Officer
Mr. Wang Jiabing	DRC	Programme Officer
Mr. Jiang Yu	CETTIC	Deputy Chief
Ms. Ji Ying	Peking University	Professor

	Ms. Teng Xiaohua	Cang County Center of Disease Control	Division Director	
	Ms. Leng Junhong	Tianjin Women and Children Health Center	Staff	
	Dr. Ding Baoguo	CNFS	Programme Coordinator	
	Mr. Han Zhichao	CNFS	Assistant	
	Mr. Joern Geisselmann	CDPF	Programme Coordinator	
	Ms. Dong Yi	PMO	JPC	
	Mr. Liu Genghua	PMO	NPC	
	Ms. Li Bin	PMO	Coordination Assistant	

ANNEX C. Inception Report of the consultant

INCEPTION REPORT FOR MDGF CHINA YOUTH EMPLOYMENT & MIGRATION (YEM) MID-TERM EVALUATION MISSION

Prepared by Bob Boase, Consultant for this mission

August 2010

Vancouver CANADA

Background

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 currently approved 128 joint programmes in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs. These initiatives are now being evaluated at their mid-term with a view to assessing progress and making recommendations for improving impact in the remainder of the projects.

MDGF's Youth Employment and Migration (YEM) 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 enacts 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 create 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 the YEM Joint Programme are diverse. Virtually all joint programs 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 for building their capacity to transfer skills necessary for employment.

The MDGF initiative to be evaluated is the Protecting and Promoting the Rights of China's Vulnerable Young Migrants (YEM). It started February 12, 2009 and will continue until February 2012 and is at its half-way point at the time of this mid-term evaluation.

China's migrant workforce of 150 million, often described as "floating population", represents the largest movement of people in modern history. YEM 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 is also referred to as the Joint Programme because it involves twenty-six Chinese government agencies and academic institutions and nine UN agencies as follows in alphabetic order:

- All-China Federation of Trade Unions (ACFTU)
- All-China Lawyers Association (ACLA)
- All-China Women's Federation (ACWF)
- All-China Youth Federation (ACYF)
- Beijing University Center for Women's Law Studies and Legal Services
- Chinese Academy of Social Sciences (CASS)
- China Adult Education Association (CAEA)
- China Association for Science and Technology (CAST)
- China Enterprise Confederation (CEC)
- China Family Planning Association (CFPA)
- China International Center for Economic and Technical Exchange (CICETE)
- China National Institute of Education Research (CNIER)
- China Young Volunteers Association (CYVA)
- Development Research Center of the State Council (DRC)
- International Labour Organization (ILO)
- Ministry of Civil Affairs (MCA)
- Ministry of Commerce (MOFCOM)
- Ministry of Health (MOH)
- Ministry of Human Resources and Social Security (MOHRSS)
- Ministry of Public Security (MPS)
- National Bureau of Statistics (NBS)

- National Population & Family Planning Commission (NPFPC)
- National Development and Reform Commission (NDRC)
- National Working Committee for Children and Women (NWCCW)
- State Administration for Industry and Commerce (SAIC)
- State Council Inter-Ministerial Committee on Migrant Workers
- Tsinghua University
- United Nations Development Programme (UNDP)
- United Nations Education, Science and Cultural Organization (UNESCO)
- United Nations Children's Fund (UNICEF),
- United Nations Development Fund for Women (UNIFEM)
- United Nations Industrial Development Organization (UNIDO)
- United Nations Population Fund (UNFPA)
- United Nations Volunteers (UNV)
- World Health Organization (WHO)

YEM has a budget of \$7.6 million - \$6.6 million MDGF funding and \$1 million in-kind funding from the Chinese government.

The YEM outcomes and their linkages with the UNDAF outcomes are as follows:

UNDAF Outcomes:

1. Social and economic policies are developed and improved to be more scientifically based and human centered for sustainable and equitable growth.
2. Enhanced capacities and mechanisms for participation, coordination, monitoring and evaluation for effective policy implementation in the social sectors.

Joint Programme Outcomes and Outputs:

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

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

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

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

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.

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.

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

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.

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

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

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

MDGs Addressed by YEM:

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

Purpose and objectives of this Evaluation

The purpose of this mid-term evaluation is to make suggestions for improved implementation in the second half of the programme. The evaluation will also generate knowledge, identifying best practices and lessons learned that could be transferred to other programmes. The evaluation's conclusions and recommendations will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the MDGF Secretariat in New York.

The evaluation objectives are:

- To review the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the **Millennium Development Goals**, and determine the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
- To understand how the joint programme operates and assess the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the One UN framework.
- To identify the programme's degree of effectiveness among its participants, its contribution to the objectives of the Youth, Employment and Migration thematic window, and the Millennium Development Goals at the local and/or country level.

- To identify and recommend measures to be taken that would improve the implementation of the programme and achievement of results in its second half of programme implementation.

Lines of Enquiry for this Evaluation

The following questions will be pursued for project design, implementation and sustainability:

Project Design

Project design will be addressed under the headings of ‘Relevance’ and ‘Ownership.’

Relevance: The extent to which the objectives of the development intervention are coherent with regards to the beneficiaries’ problems, the needs of the country, the global priorities and the other partners and donors.

- f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme document?
- g) Does the Joint Programme take into account the particularities and specific interests of women and youth in the areas of intervention?
- h) To what extent has the intervention strategy been adapted to the geographic areas of intervention in which it is being implemented? What actions does the programme envisage, to respond to obstacles that may arise from the political and socio-cultural background? What are the limitations which the project faces regarding adaptation of the existing project document?
- i) Are the follow-up indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
- j) Is the Joint Programme the best answer to solve the socio-economic needs of the targeted population? Does it cover and reach intended beneficiaries?
- k) To what extent has the MDGF Secretariat contributed to a better formulation of programmes
- l) To what extent has the program taken advantage of existing initiatives and built upon them?
- m) To what extent was the project affected by previous UN programmes (legacy) unrelated to the project? How has the project capitalized on other projects of the agencies involved?
- n) To what extent does the vision outlined in the document for protecting/supporting young migrants fit within the context of globalization and the vast changes the country is undergoing?
- o) Relationship/duplication/synergy of the Joint Programme with work of other donors and Chinese government programmes
- p) Have all the required types of expertise been identified to assist with implementation?

Ownership: The extent to which project stakeholders play a leadership role and are responsible for and committed to the Joint Programme.

- c) To what extent are the objectives and intervention strategies of the joint programme aligned to the National, Regional or local development strategies?

- d) To what extent have the opinion and interests of national, local authorities, citizens and young migrants been taken into account in designing the development intervention?
- e) To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place?
- f) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts? What are the limitations to their involvement?
- g) What are the expectations of the counterparts when participating in the Joint Programme and to what extent can these expectations be answered?
- h) How is the Joint Programme perceived by stakeholders, partners, beneficiaries?

Process

Efficiency: The extent to which resources/inputs (financial, human, infrastructure) have been transformed into outputs

- bb) To what extent does the management structure of the joint programme (organizational structure, information flows, decision making, etc) contribute to or detract from outputs and outcomes?
- cc) Are there effective and efficient coordination mechanisms in place among donors, government, civil society organizations and the target population to avoid overlaps, confusion and work overloads of partners and participants?
- dd) Are different implementation speeds in the joint programmes a problem for delivering results?
- ee) Are the different working methodologies, financial policies and practices, etc among United Nations agencies and the Joint Programme posing problems for the Joint Programme team?
- ff) Are agency specific administrative and financial mechanisms adequate to support the project outcomes? If not, to what extent and how are each UN Agency adapting these mechanism to the specificity of the Joint Program and what margin do they have at the country level to do so?
- gg) The involvement/coordination of the nine UN agencies and the twenty-six ministries and research and academic institutions of China;
- hh) The management structure for the project. - Is this complex structure working effectively and what can be done to make it more effective/efficient?
- ii) The detailed one-by-one contracting of individuals and organizations to help implement the Joint Programme which creates a lot of administration for project management. Can anything be done to simplify or streamline this, e.g. contracting of an executing agency to take on a cluster of related activity or components of the Joint Programme?
- jj) The relation of resources/effort spent on inputs versus outputs in the Joint Programme.
- kk) Can anything be done to put more resources directly toward the grass roots?
- ll) Is the project workload evenly distributed and if not what can be done about it?
- mm) Does the structure and nature of the PMC provide for timely decision-making and guidance for the programme to react to needs from the field?
- nn) Besides the PMC, are there day-to-day decision making mechanisms? If not, does this pose a challenge to the Joint Programme implementation?

- oo) What good practices and lessons learned would be useful for other joint programmes or other countries?

Results

Effectiveness: the extent to which Joint Programme objectives have been achieved

- a) Is the programme progressing towards the stated outcomes?
 - a. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at local and national level?
 - b. To what extent and in what ways is the joint programme contributing to the objectives set by the thematic window?
- b) Is the programme on schedule? What factors are contributing to progress or delay in the achievement of the products and results?
- c) Does the programme have follow-up mechanisms to measure project progress in the achievement of the envisaged results?
- d) Is the project providing coverage of the participating population as planned in the Joint Programme document?
- e) Does management have a formal way of dealing with/solving programme problems?
- f) Are outputs of the needed quality?
- g) In what ways has the Joint Programme contributed to the issue of fair youth employment?
- h) In what ways has the Joint Programme contributed to the issue of internal migration?
- i) To what extent has the programme contributed innovative solutions to solve problems?
- j) Have good practices or lessons learnt been identified and documented?
- k) To what extent has the Joint Programme contributed to provide visibility and prioritized public policy of the country?
- l) To what extent and what type of effects is the Joint Programme producing in men, women and other categories of beneficiaries? (Rural versus urban population, etc)
- m) What good practices or successful experiences or transferable examples have been identified?
- n) In what way has the Joint Programme contributed to putting YEM on the public agenda? To what extent has it helped to build up and/or bolster communication and cooperation among civil society organizations and decision-makers? Has an effective communications strategy been developed?
- o) Are work methodologies, financial tools etc. shared among agencies and among joint programmes?
- p) Have more efficient and appropriate measures been adopted to respond to the young migrant political and socio-cultural context?
- q) How conducive are current UN agency procedures to Joint Programming? How can existing bottlenecks be overcome and procedures further harmonized?
- r) What are the added transaction costs of the YEM Joint Programme management mechanism during the different stages of the project (project design, start of the project, implementation, monitoring and evaluation)?
- s) To what extent and in which ways is the Joint Programmes helping make progress towards United Nations reform? One-UN
- t) How have the principles for aid effectiveness (ownership, alignment, managing for development results and mutual accountability) been developed in YEM?

- u) How does the Joint Programme management mechanism contribute to increase the impact of the programme? What is the added value of the joint working mechanism compared to a one-agency programme? What are the products and/or added outputs of the programme in relation to the joint working style promoted in the Joint Programme?

Sustainability: The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

- a) Are conditions and premises for sustainability of the joint programme taking place?
- Is the programme supported by national and/or local institutions?
 - Are these institutions showing interest, technical capacity and leadership commitment to keep working with the programme and to repeat it?
 - Have operating capacities been created and/or reinforced in national partners?
 - Do the partners have sufficient financial capacity to maintain the benefits produced by the programme?
 - Is the duration of the programme sufficient to ensure sustainability of the intervention?
 - Have networks or network institutions been created or strengthened to carry out the roles that the joint programme is performing?
- d) To what extent are the visions and actions of the partners consistent or divergent with regard to the joint programme?
- e) In what ways can the governance of the Joint Programme be improved so that it has greater likelihood of achieving sustainability?
- f) To what extent has the programme gained knowledge from other MDGF projects on an information exchange basis for best practices or lessons learned?
- g) What are the costs and benefits of the Joint Programme with regards to the One-UN objective?

Methodology

The methodology for this mid-term evaluation involves the following:

Desk Review

The consultant has been sent all relevant documents and reports on the project in his home country for reading and analysis along with a contextualized terms of reference to guide the planning of the assignment. He has had email exchanges with the International Joint Programme Coordinator to plan the mission and the itinerary.

Inception Report

The consultant has prepared this inception report as the guiding document for the conduct of this evaluation. This report will be read by key stakeholders and adjusted as necessary by the consultant before field work begins on site.

Work in the field

Work in the field will be primarily interviews with key informants for this Joint Programme starting in Beijing for the first few days then shifting to Cangzhou, Hebei Province to review work in a 'sending' locality, then to Tianjin, which is a 'receiving' locality to review project work. Finally, the consultant will return to Beijing to debrief stakeholders.

It should be noted that project management and the MDGF Secretariat in New York decided, due to time limitations of this evaluation, to visit only one of the nine pilot 'sending' and one of the eight 'receiving' localities. The two sites were selected because of their comprehensive project coverage and their proximity to Beijing.

In Beijing, the Joint Programme will organize a series of meetings around the project's outcomes and outputs. UN, Chinese Government, Chinese Academic institutions and Civil Society Organizations involved in the project output in question will attend the meeting. The focus of these meetings will be on the work done to date, success stories and lessons learned. The consultant will have an opportunity to pose questions and to explore issues relevant to the objectives of this evaluation. Sufficient time will be reserved for each meeting ranging 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 will take place at venues convenient for participants and the consultant and in conference rooms sufficient to accommodate all participants. It is understood that meetings will range from six to fifteen participants depending on the project output and how many parties are involved in that output. Computer projector and screen will be available for those making presentations. All of this will be organized by the International and National Joint Programme Coordinators.

The following questionnaire will be passed out at each meeting to allow participants to provide additional feedback to the consultant. Replies will be anonymous so that participants feel free to make their comments and contribution.

QUESTIONNAIRE FOR BEIJING AND RELEVANT CANGZHOU & TIANJIN MEETING PARTICIPANTS

(to be translated into Chinese and available in English & Chinese at the meetings)

Output Number, e.g. 1.2

1. What is the best thing about this project? e.g. working with young migrants, helping to change public policy with regard to young migrants, etc.
2. If you could change something for the second half of this project to make it more effective or efficient what would it be?
3. Do you have any success story to describe about the project? e.g. a new policy being developed as a result of the project, a MCH story, an education story, etc.
4. Can you give a lesson learned in the project based on your own experience? e.g. implementation takes longer than anticipated.
5. Additional comment or suggestion:

In Cangzhou, meetings will take place with a range of stakeholders including an Life Skills Training centre, a pilot community centre, a skills upgrading training pilot and pilot centre of disease control. Where possible/desirable there may be some focus group sessions in the field to share perceptions and discuss the Joint Programme as a group.

In Tianjin, meetings will take place with a range of stakeholders including a skills upgrading training pilot, a Civil Society Organization engagement site, a community health service centre and a pilot for migrant children.

The consultant will begin drafting the final report in the field by loading in findings and conclusions in the evenings once the day's work is completed. The consultant will share his observations and conclusions with key informants as he goes along to clear up any misunderstandings and to build ownership in the report's ultimate recommendations. The Joint Programme team has provided/will provide the consultant with:

- The Joint Programme goals, outputs and outcomes, contribution to the MDGs at the local and national levels, duration and current stage of implementation.
- The Joint Programme's scale of complexity, including its components, targeted participants (direct and indirect), geographical scope (regions) and the socio-economic context in which it operates.
- Discussions with the Project Team on the context of the target areas (level of economic activity, existing capacities of available partners) ; their populations (population of labor force, number of migrant workers, etc.); the time frame of the Joint Programme with regards to the above mentioned; the existing/previous projects undertaken in the same field/target areas, including by the UN.
- The human and financial resources that the Joint Programme has at its disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).
- Changes in the programme since implementation began, and how the programme fits in with the priorities of the UNDAF and the National Development Strategies.

Report of the findings

Once the consultant returns to his home country, he will complete a draft report and submit for comments and feedback before finalizing the report.

Draft Work Agenda/Itinerary for this consultancy in China

The itinerary is being worked on and finalized at the time of writing of this inception report. A final version will be distributed by the Joint Programme Coordinator once available.

Proposed itinerary for mid-term evaluation

Date	Time	Activity	Venue
Beijing			
August 22 Sunday	PM	Arrival in Beijing	
August 23 Monday	AM	Meeting with Outcome 1	UNDP
	PM	Meeting with Outputs 2.1 & 3.1	UNICEF
August 24 Tuesday	AM	Meeting with Output 3.4	ILO
	PM	Meeting with UNRCO representative	UNDP
August 25 Wednesday	AM	Meeting with Output 2.3	ILO
		Meeting with Output 3.2	ILO
	PM	Meeting with Output 3.3	WHO
Cangzhou			
August 25 Wednesday	PM	Arrival in Cangzhou	
August 26 Thursday	AM	Visit a pilot community center (output 3.2)	Cang County
	PM	Visit Cang County Center of Disease Control and listen to the introduction on	

		pilot site and activities conducted (Output 3.3) Visit Cang County Labor and Employment Bureau Training Center	
August 27 Friday	AM	Visit a LST training pilot and have an interview with students	Cangzhou City
	PM	Visit another LST TOT session and meet with expert and participants	Cangzhou City
	PM	Back to Beijing	
Beijing			
Weekend		Break	
Tianjin			
August 30 Monday	AM	Arrival in Tianjin	
	AM	Visit two pilot CSO engagement sites (output 1.3) (Observe activities in Kangcui Community Center and Cuiheng Community Club, and also communicate with participants, community residents and representatives of local partners.)	TEDA
		Visit the Home for migrant women and children (Output 3.2)	TEDA
PM	Visit a community health service center (output 3.3) (Tour in the pilot center; communicate with staff and clients; observe peer education activities.)	TEDA	
August 31 Tuesday	AM	Visit a pilot community center (output 3.2)	Beichen District
	PM	Visit Tianjin Social Security Technicians Colleague and Zhongtian Human Resource Market	Downtown
		Output 2.2 meeting	
September 1 Wednesday	AM	OPEN	
	PM	Visit a pilot for migrant children mentoring activities and meet students (output 2.1)	Nankai District

		(Meet volunteers in Nankai University; observe volunteers mentoring migrant children activities in Huixiang Vocational School and communicate with participants)	
Beijing			
September 1 Wednesday	PM	Back to Beijing	
September 2 Thursday	AM	Visit PMO and meet PMC Co-Chairs	CETTIC
	PM	Meeting with PMC Co-Chairs and PMO staff	CETTIC
September 3 Friday	AM	Prepare debriefing meeting	
	PM	Debriefing meeting	National Convention Center
September 6 Saturday		Return to Canada	

ANNEX D List of YEM Partners

UN Organizations

1. International Labour Organization (ILO)
2. United Nations Children Organization (UNICEF)
3. United Nations Development Fund for Women (UNIFEM)
4. United Nations Development Programme (UNDP)
5. United Nations Educational, Scientific & Cultural Organization (UNESCO)
6. United Nations Industrial Development Organization (UNIDO) – subcontracted by ILO
7. United Nations Population Fund (UNFPA)
8. United Nations Volunteers (UNV) – subcontracted by UNDP
9. World Health Organization (WHO)

Ministries & National Commissions, Committees, Councils & Bureaux:

1. Ministry of Human Resources and Social Security (MOHRSS)
2. Ministry of Health (MOH)
3. Ministry of Civil Affairs (MOCA)
4. National Development and Reform Commission (NDRC)
5. Ministry of Public Security (MPS)
6. National Population & Family Planning Commission (NPFPC)
7. National Working Committee for Children and Women (NWCCW)
8. State Administration for Industry and Commerce (SAIC)
9. State Council Inter-Ministerial Committee on Migrant Workers
10. National Bureau of Statistics (NBS)

Universities and Research Institute:

11. Chinese Academy of Social Sciences (CASS)
12. China Academy of Labour and Social Security (CALSS)
13. Institute for International Labour and Information Studies (IILIS)
14. Beijing Teenager Law and Psychological Counseling Service Center
15. Peking University Center for Women's Law Studies and Legal Services
16. Peking University
17. China Central Radio & TV University
18. Shanghai University
19. Tsinghua University
20. Nankai University
21. Jilin University
22. Zhejiang University
23. Zhejiang Industrial and Commercial University
24. Hunan Normal University
25. Zhejiang Provincial Community Research Institute
26. Central China Normal University
27. Development Research Center of the State Council (DRC)

NGOs and CSOs

28. China Adult Education Association (CAEA)
29. All China Women's Federation (ACWF)
30. All-China Youth Federation (ACYF)
31. All-China Federation of Trade Unions (ACFTU)
32. China Enterprise Confederation (CEC)
33. China Young Volunteers Association (CYVA)
34. China Association for Science and Technology (CAST)
35. China Family Planning Association (CFPA)
36. China International Center for Economic and Technical Exchange (CICETE)
37. All-China Lawyers Association (ACLA)
38. Population Service International
39. Shining Stone Community Action
40. James Yen Mass Education Development Center

Tianjin:

41. Tianjin Education Commission
42. Tianjin Human Resource and Social Security Bureau
43. Tianjin Women's Federation
44. Tianjin Education Bureau
45. Tianjin Radio & TV University
46. Tianjin Women and Children Health Center
47. TEDA District Management Committee
48. Tianjin Family Planning Association
49. Tianjin Public Security Bureau
50. Tianjin Department of Development and Reform Commission
51. Tianjin Civil Affairs Bureau
52. Tianjin Industrial and Commercial Administration
53. Tanggu District Xiangyang Street Community Service Volunteers Association
54. Department of Urban Administration in Tianjin
55. Working Committee on Children and Women of Tianjin
56. Tianjin Young Volunteer Association

Cangzhou:

57. Cangzhou Women's Federation
58. Cangzhou Education bureau
59. Cangzhou Health Bureau
60. Cangzhou Radio & TV University
61. Qing County Government
62. Cangzhou Employment Service Bureau
63. Cangzhou Center for Disease Control
64. Working Committee on Children and Women of Cangzhou, Hebei Province

Zhejiang Province:

65. Hangzhou Radio & TV University
66. Policy Study Office of Hangzhou Municipal Government
67. Hangzhou Department of Development and Reform Commission

68. Hangzhou Life Quality Study and Assessment Centre
69. Hangzhou Labour and Social Security Bureau
70. Hangzhou Industrial and Commercial Administration
71. Hangzhou Health Bureau
72. Hangzhou Education Bureau
73. Hangzhou Legal Aid Center
74. Hangzhou Civil Affairs Bureau
75. Hangzhou Women's Federation
76. Hangzhou Construction Commission
77. Hangzhou Finance Bureau
78. Hangzhou Statistics Bureau
79. Hangzhou Public Security Bureau
80. Hangzhou Population and Family Planning Commission
81. Hangzhou Center of Disease Control
82. Linli Community
83. Jiulian Community
84. Department of Urban Administration in Hangzhou

Hunan Province:

85. Hunan Provincial Education Department
86. Hunan Provincial Youth Federation
87. Chenzhou Education Bureau
88. Changsha Education Bureau
89. Yueyang Education Bureau
90. Department of Urban Administration in Changsha
91. Hunan Radio &TV University, including Radio & TV universities in Changsha, Chenzhou and Yueyang
92. Changsha Department of Development and Reform Commission
93. Changsha Finance Bureau
94. Changsha Health Bureau
95. Changsha Statistics Bureau
96. Changsha Public Security Bureau
97. Changsha Population and Family Planning Commission
98. Changsha Justice Bureau
99. Changsha Human Resource and Social Security Bureau
100. Changsha Industrial and Commercial Administration
101. Changsha Civil Affairs Bureau
102. Hunan Women's Federation
103. Changsha Community Service Promotion Center

Henan Province:

104. Henan Xinyang Education Bureau
105. Henan Radio &TV University

Shaanxi Province

106. Shaanxi Health Department
107. Shaanxi Health Education Institute

- 108. Xincheng District Center of Disease Control
- 109. Zhashui County Health Bureau,
- 110. Zhashui Center of Disease Control
- 111. Health Education Network (NGO)

Hubei Province

- 112. Hubei Women's Federation
- 113. domestic service companies
- 114. private design companies

Anhui Province

- 115. Anhui Women's Federation

Guangdong Province

- 116. Working Committee on Children and Women of Zhongshan,
Guangdong Province

Jiangsu Province

- 117. Working Committee on Children and Women of Changzhou, Jiangsu
Province

Chongqing

- 118. Chongqing Education Bureau
- 119. Chongqing Municipal Human Resource and Social Security Bureau
- 120. Chongqing Health Bureau
- 121. Chongqing Public Security Bureau
- 122. Chongqing Department of Development and Reform Commission
- 123. Chongqing Municipal Civil Affairs Bureau
- 124. Chongqing Industrial and Commercial Administration

ANNEX E List of YEM publications as of September 2010

Name of publication	Responsible agencies		Type of publication ¹	Coverage ² (if applicable)	Language ³	(Expected) Date of publication	Category ⁴
	UN	National					
Year 1							
1. Report of desk review and stakeholder consultation for the identification of research gaps and expectations for the Research Platform	ILO UNFPA	CASS	Baseline study	N/A	Chinese and English (executive summary only)	April 2010	Migration
2. Report of a comprehensive policies review on youth migration, existing employment policies, information and data on migrants and migration, based on the research and operational work conducted by local, provincial and national government agencies implemented by	ILO	CALSS	Baseline study	N/A	Chinese	October 2010	Migration and employment
3. The Migration Trend and the Status of Rights Protection of Domestic Workers	UNIFEM	ACWF	Baseline study	Tianjin, Hefei of Province and Changsha of Hunan Province	English and Chinese	Feb.2010	Migration and employment (focus on domestic workers)
4. Report of study on the feasibility of an inter-provincial coordination mechanism for registering migrant and left-behind children	UNICEF	NWCCW	Baseline study	Changzhou of Jiangsu Province	Chinese		Migration
5. Social inclusion for young migrants - studies in Tianjin, Hangzhou and Changsha	UNDP	MOCA, Nankai	Baseline study	Tanggu District of Tianjin, Kaifu District	Chinese	Q1, 2010	Migration

¹ The type of publication, e.g. research report (quantitative/qualitative), baseline study, policy recommendations, training manual or guidelines.

² The names of the provinces (or counties in cases where not all pilot sites in one province were covered) where the survey was conducted.

³ Languages in which the publication has been or will be published (incl. minority languages).

⁴ The category or development field of the publication (health, environment, Climate Change, Food Security, Migrants, Education., etc..)

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		University, Zhejiang University, Hunan Normal University		of Changsha in Hunan Province and Hangzhou of Zhejiang Province			
6. Hangzhou Baseline Survey Report among female migrants engaged in low-end service industry	UNESCO	DRC	Baseline study	Hangzhou in Zhejiang Province	Chinese	Q2, 2010	Migrants
7. Report of survey on migrant workers' rights in high risk industries.	UNESCO	DRC	Baseline study	Hangzhou in Zhejiang Province, Tianjin, Jiaozuo in Henan Province, and Cangzhou in Hebei Province	English and Chinese	Q2, 2010	Migrants
8. 3 reports of systematic studies at macro level on the migration trend, the existing services and gaps, through reviewing existing policies, initiatives and research results as well as field assessment undertaken in Hangzhou of Zhejiang Province, Changsha of Hunan Province and Chongqing.	UNDP	NDRC	Baseline study	Hangzhou of Zhejiang Province, Changsha of Hunan Province and Chongqing	Chinese	Q3, 2010	Migrants
9. Collection of good practices of promoting rural labour force transfer.	ILO	MOHRSS	Guidelines	N/A	English and Chinese	August 2010	Migration and employment
10. Work Pattern Manual for Migrant Employment of Rural Labor Force	ILO	MOHRSS	Guidelines	N/A	Chinese	August 2010	Migration and employment
11. Leaflet for young migrants – Safe Migration	ILO	MOHRSS	Guidelines	N/A	Chinese	August 2010	Migration
12. Report of baseline survey on the needs of out-of-school children to identify the most vulnerable groups. (Including Report of baseline survey on the needs of informal	UNICEF	CAST	Baseline study	Tianjin, Hunan, Shaanxi and Hebei Provinces	English and Chinese	Q2, 2010	Migration and education

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education among young females.)							
13. Draft flexible manual	UNICEF	CAST	Training material	N/A	Chinese	Q4, 2010	Migration and education
14. Report of baseline survey to analyze the situation and needs of training of in-school migrant children and to assess the availability and capacity of university volunteer.	UNV	CICETE TYVA	Baseline study	Tianjin	English and Chinese	Q2, 2010	Migration and education
15. Training Manual for University Volunteer Tutors	UNV	TYVA	Training material	Tianjin	Chinese	Q2, 2010	Training and Education
16. Policy Recommendations on Improving Skills Level and Employability of Potential Young Migrants through Education	UNESCO	CAEA, The Open University of China	Policy recommendations	Hebei, Henan, Hunan provinces, Tianjin and Hangzhou in Zhejiang Province	English and Chinese	Q3, 2010	Migration and education
17. Report of study to define key sectors for absorbing rural and migrant youth as employees and as potential entrepreneurs.	UNIDO	Tianjin and Cangzhou Labour Bureau	Baseline study	Tianjin and Cangzhou in Hebei Province	Chinese and English	October 2010	Migration and employment
18. Report of study to evaluate labour demand and skills requirements in receiving areas.	UNIDO	Tianjin and Cangzhou Labour Bureau	Baseline study	Tianjin and Cangzhou in Hebei Province	Chinese and English	October 2010	Migration and employment
19. Report of assessment of education and skills levels of rural and migrant youth in sending areas	ILO	Tianjin and Cangzhou Labour Bureau	Baseline study	Tianjin and Cangzhou in Hebei Province	Chinese and English	October 2010	Migration, training and employment
20. Report of assessment of training needs of migrants and rural youth in Tianjin and Cangzhou.	ILO	Tianjin and Cangzhou Labour Bureau	Baseline study	Tianjin and Cangzhou in Hebei Province	Chinese and English	October 2010	Migration and employment
21. Comprehensive life skills training package: trainers' guide and supplementary materials	ILO UNESCO UNFPA UNICEF UNIFEM	MOHRSS, CFPA, CAEA, ACYF, MOH	Training materials	N/A	Chinese	Version 1: September 2010	Life skills and safe migration

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	WHO						
22. Life skills handbook for youth migrants.	ILO UNESCO UNFPA UNICEF UNIFEM WHO	MOHRSS, CFPA, CAEA, ACYF, MOH	IEC / Informatio n, Education and Communica tion material	N/A	Chinese	Version 1: September 2010	Life skills and safe migration
23. The Standard Operation Procedure on Registration of Migrant Children	UNICEF	NWCCW	Guidelines	Wuxi in Jiangsu Province	Chinese		Migrants
24. Report of review of existing community based service for young migrants.	UNESCO	CAEA	Baseline study	Hebei, Henan, Hunan provinces, Tianjin and Hangzhou in Zhejiang Province	English and Chinese	July 2010	Migrants and community service
25. Standard Operational Procedures on Providing Community-based Services for Migrants	UNESCO	CAEA, The Open University of China	Guidelines	Hebei, Henan, Hunan provinces, Tianjin and Hangzhou in Zhejiang Province	Chinese	Q3, 2010	Migrants and community service
26. Baseline survey on existing health services for the migrant youth	WHO	PKU	Baseline study	TEDA in, Tianjin, Xincheng district and Zhashui county of Shaanxi Province	English and Chinese	April 2010	Migrants and health
27. Baseline survey on awareness of health risks among youth migrants in Tianjin, Cangzhou and Xi'an	UNFPA	PKU	Baseline study	Tianjin, Cangzhou of Hebei Province and Xi'an of Shaanxi Province	English and Chinese	Working version: April 2010	Migrants and health
28. Training package on health promotion and social marketing	UNFPA	Population Services International (PSI), PKU	Training materials	N/A	Chinese.	January 2010	Migrants and health

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29. Study on China's Labour Inspection System – Hubei, Zhejiang and Guandong	ILO	MOHRSS	Baseline study	Hubei, Zhejiang and Guandong and Provinces	English and Chinese	N/A	Labour inspection
30. Delivering the new Labour Law: A survey of the implementation of the <i>Labour Contract Law</i> in selected sectors	ILO	MOHRSS	Baseline study	Guangzhou, Zhongshan and Foshan in Guangdong Province, Jinan and Jining in Shandong Province	Chinese	N/A	Labour contract law
31. Trainer's Manual and Participant Handbook for Labour Inspection Training	ILO	MOHRSS	Training material	N/A	Chinese	N/A	Labor inspection
32. Tianjin Baseline Survey Report among female migrants engaged in low-end service industry	UNESCO	Tsinghua University	Baseline study	Tianjin	English and Chinese	Q2, 2010	Migrants
33. Hangzhou Baseline Survey Report among female migrants engaged in low-end service industry	UNESCO	Tsinghua University	Baseline study	Hangzhou in Zhejiang Province	English and Chinese	Q2, 2010	Migrants
34. Research on the Legal Problems in Domestic Service and Solutions	UNIFEM	ACWF	Research	Tianjin, Hefei of Anhui Province and Changsha of Hunan Province	Chinese	Feb. 2010	Migrants
Year 2							
35. Training package on peer education intervention	UNFPA	PSI	Training materials	N/A	Chinese	July 2010	Migrants and health
36. Training package on provision of friendly services to youth migrants	UNFPA	China Center for RH Technical Instruction and Training	Training materials	N/A	Chinese	July 21010	Migrants and health
37. Advocacy Toolkit for increasing health awareness and utilization of health services by youth migrants	UNFPA		Advocacy material	N/A	Chinese and English	Q4, 2010	Migrants and health
38. Reproductive health booklet: the community health centre is fuel for your health	UNFPA		IEC material	N/A	Chinese	August 2010	Migrants and health

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39. PRA tools / programme for raising awareness on social inclusion for and rights of migrants	UNDP	MOCA	Training material	All pilot sites	Chinese	Q3, 2010	Social inclusion for migrants
40. General Implementation Framework and Guideline for Delivery Mechanisms between CSOs, Social Workers and Gov't	UNDP	MOCA	Policy framework	All pilot sites	Chinese	Q3, 2010	Social inclusion for migrants
41. Framework for CSO Capacity Building	UNDP	MOCA	Training material	All pilot sites	Chinese	Q3, 2010	Social inclusion for migrants
42. Policy Report on Situations, Trends, Policy Gaps and Recommendations (based on three field studies, desk reviews as well as local and national level participatory consultations)	UNDP	NDRC	Policy report	China	Chinese	Q4, 2010	Rights and interests of migrants
43. Performance Measurement System on Urban Areas' Social Inclusion for Migrants (draft)	UNDP	NDRC	Policy framework	China	Chinese	Q4, 2010	Rights and interests of migrants

ANNEX F Pilot Sending and Receiving Sites, Partners & Outputs

YEM Activity Mapping-----Pilot Sending Sites					
Pilot Sending Sites		Introduction	UN Agencies	National Counterparts	Output
Hebei Province	Cangzhou Joint Sending Area	Total Population: 6,770,000 Rural population: 5,440,000 Surplus rural labor: 1,504,000 More than 560,000 farmers were transited to urban areas (2008). Dongguang county and Qing county have orderly organized 8000 migrant workers to Tianjin and Beijing. 37837 migrant workers returned to hometown in the early time of 2009. The local government adopted a series of measures to promote reemployment and business establishment.	ILO	MoHRSS	2.2
			UNESCO	CAEA	1.2, 2.2, 2.3, 3.2
			UNICEF	CAST, ACWF	2.1, 2.3
			UNICEF	NWCCW	3.1
			UNFPA	MoH, PKU	3.3
Shaanxi Province	Zhashui County	Total population: 160,000 Migrant workers going outside: 40,000-50,000 Medical service institutions: 2 tertiary county hospitals; 1 MCH center; 16 township health service centers; 133 village clinics. Previous experiences in conducting health promotion activities and support from local civil society are available.	WHO	MoH, PKU	3.3
	Yongshou County	Total population: 195,000 by the end of 2007 Agricultural population: 168,000 Migrant workers going outside: approximately	UNICEF	CAST	2.1

		60,000			
Henan Province	Jiaozuo	Total population: 3,580,000 Number of middle schools: 293 Number of secondary vocational schools: 16	UNESCO	DRC, CAEA	1.2, 1.3
	Shangqiu	Total population: 8,283,600 by the end of 2008 Migrant workers going outside: 1,280,000 Main target areas of migrant workers: 1. Southeast coast, such as Shanghai, Guangzhou; 2. Beijing; and 3: Zhengzhou Number of colleges and universities: 6 (63,400 students) Number of secondary vocational schools: 68 (80,500 students) Number of middle schools: 474 (729,200 students)	UNESCO	DRC, CAEA	1.2, 1.3
	Xinyang		UNESCO	CAEA	2.2, 2.3, 3.2
Hunan Province	Yueyang		UNESCO	CAEA	2.2, 2.3, 3.2
	Chenzhou		UNESCO	CAEA	2.2, 2.3, 3.2
	Sangzhi County	Total population: 434,000 (2008) Agricultural population: 87.7% of total population Migrant workers going outside: over 100,000	UNICEF	CAST	2.1
	Pingjiang County	Total population: 1,000,000 Migrant workers going outside: approximately 200,000	UNICEF	CAST	2.1

Anhui Province	Hefei City	Strong capacity and willingness of local women's federation to implement the joint program. Sound foundation of domestic services. Many local women migrate to cities to be engaged in domestic services.	UNIFEM	ACWF	1.2,1.3,2.3 , 3.2
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YEM Activity Mapping----Pilot Receiving Sites

Pilot Receiving Sites	Introduction	UN Agencies	National Counterparts	Outputs
Tianjin Joint Receiving Area	Resident Population: 9,591,000 by the end of 2007 Migrant workers flowing into Tianjin: 1,690,000 with an increase of approximately 60,000 – 80,000 80% of the construction workers are young migrants; migrant workers are mainly from Shandong, Gansu and Hebei province; the medical insurance system for migrant workers has been established since 2006; the number and level of the secondary vocational schools are in the front rank of China.	ILO/UNIDO	MOHRSS	2.2, 3.4
		UNDP	NDRC, MOCA	1.2, 1.3
		UNESCO	DRC, CAEA	1.2, 2.2, 2.3, 3.2, 3.4
		UNICEF	CAST, ACWF	2.1, 2.3
			NWCCW	3.1
		UNIDO	MOHRSS	2.2
		UNIFEM	ACWF	1.2, 1.3, 2.3, 3.2
		UNV	CYVA	2.1
UNFPA, WHO	MoH, PKU, CFPA	2.3, 3.3		
Xi'an, Shaanxi Province	Total resident population: 8,305,400 by the end of 2007 There are more than 0.8 million migrant workers and nearly 40000 return –hometown migrant workers in Xi'an city. Xi'an government has been providing the free training and retraining for them since February	UNICEF	CAST	2.1, 3.2
		ILO	MOHRSS	3.2, 3.4

	<p>this year. The Department of Labor and SS is trying to establish an community platform of employment services and social security for the migrant workers.</p>			
	<p>Xincheng District Permanent population: 552, 613 by the end of 2008 Floating population: 166, 557 Medical services: 5 tertiary hospitals; 9 district-level hospitals; 9 community health service centers; 300 public or private health facilities. The access and utilization by the young migrants is very limited. Previous experience in conducting health promotion activities available.</p>	UNFPA, WHO	MoH, PKU	3.32
Changsha, Hunan Province	Resident Population: approximately, 6,465,000 Distinctive as both receiving area and sending area. Nearly 94000 migrant workers returned to Changsha area until the February 15th. 82.3% of them are young people (Age 16-40). Over 50,000 migrant children are studying in the primary and middle schools in Changsha. Other advantages: 1. Strong capacity of local women’s federation, advantages of institutional networking and willingness to implement the joint program; 2. Sound foundation of domestic services; and 3. Strong implementation capacity of domestic agencies affiliated with WF	UNICEF	CAST	2.1
		UNIFEM	ACWF	1.2, 1.3, 2.3, 3.2
		UNESCO	CAEA	2.2, 2.3, 3.2
		UNDP	NDRC, MOCA	1.2, 1.3
		ILO	MOHRSS	2.3, 3.4
Hangzhou, Zhejiang Province	Resident population: 6,291,400 Migrant workers in Hangzhou city: 2,930,000	UNESCO	DRC, CAEA	1.2, 2.2, 2.3, 3.2, 3.4

		The migrant workers have been brought into the basic medical insurance and endowment insurance system. Hangzhou government planned that the local vocational training institutes would offer skill training for 49000 migrant workers this year. A large number of migrant workers, with existing good experiences in social inclusion work.	ILO	MOHRSS	1.3, 3.4
			UNICEF	NWCCW	3.1
			UNDP	MOCA	1.2, 1.3
Guangdong Province	Shenzhen	Resident Population: over 12,000,000 More than 6 million migrant workers are living in Shenzhen city; most of them work in the joint-venture enterprises; the medical insurance system has covered 5.81 million migrant workers until January of this year; Shenzhen government has enacted a complete local regulation for protecting the rights of migrant workers in 2006	ILO, UNIDO	MOHRSS	3.4
	Zhongshan	Resident population: Approximately 1,400,000 (2007) Non-resident population: Over 1,300,000	UNICEF	NWCCW	3.1
Chongqing		Total registered population: 32,350,000 (by the end of 2007) Population of migrants received: 742,000 Population of migrants going outside Chongqing: 4,682,000 Other advantages: 1. The only municipality directly under the central government in West China. 2. The national experimental zone for urban-rural coordinated development and reform. 3. A municipality composed of both metropolitan and large rural area. 4. Distinctive as both receiving area and sending	UNDP	NDRC	1.2, 1.3

	area.			
Changzhou, Jiangsu Province	Resident population: 3,574,000 (2007) Non-resident population: 1,493,000 Migrants residing in Changzhou more than one year: 519,000	UNICEF	NWCCW	3.1

ANNEX G Synopsis of Questionnaire responses from Project Stakeholders

Synopsis of Questionnaire responses from Project Stakeholders

This questionnaire was handed out at all meetings with stakeholders in Beijing, Tianjin and Cangzhou, and also sent out through emails to stakeholders in Xi'an and in Zhashui county. The responses illustrate a high degree of commitment to this project along with many ideas and suggestions for its improvement in the second half. Numbers at the end of comments indicate the number of respondents who made this comment or suggestion.

Question 1

What is the best thing about this project? e.g. working with the young migrants, helping to change public policy with regard to young migrants, etc.

1. Designated target group: large number of young migrants floating among rural and urban areas, the young migrants related issues are hot issues in China currently, however, they are excluded from some social services, and this joint program benefits the most vulnerable group in the society. This program shares the same theme with a government program implemented nation wide.- 8
2. Awareness-raising of government on vulnerable young migrants, promote protection of migrant workers and change the attitude of government towards young migrants to achieve equity for migrants with their fellow urban citizens in access of services and citizenship.- 7
3. Jointness and multi-sector synergy: all UN agencies and their counterparts are working very closely and jointly, the opportunity to have tripartite dialogue, thereby share the lessons learned by all agencies. – 6
4. Help young migrants realize the importance of physical and mental health, acquire capacity for self-help and problem solving, and promote healthy behaviour, so as to promote social and economic development. - 4
5. Provide a platform for migrant workers to acquire information and policies on how to protect their rights and access social services.- 2
6. The opportunity to collect and share existing policies and research among academic institutions and policy makers, thus strengthening methodologies, data sets & recommendations – 2
7. Design and utilization of comprehensive Life Skill Training package by different agencies and in different channels.- 2
8. The establishment of a floating children database, which does not contained in existing official statistics, enables long term and comprehensive services for floating children in large scope, which is important for reducing disparity between rural and urban areas and building a harmonious society. The database could also be used to monitor whether local governments are providing social services for migrant children.- 2
9. Sharing research enables implementing partners to ensure that key issues such as age and sex disaggregation are incorporated into future research. Strengthening research will

- enable the outcomes to be incorporated into and/or inform the development of policy.
10. The joint program maximizes each agency's specialty.
 11. The program has a comprehensive plan, and effective measures have been adapted.
 12. The opportunity to improve the operations of Public Employment Service (PESs). Traditionally young migrants do not as readily access them, and prefer to use services offered by private operations.
 13. Provide opportunity to address gaps in skill levels of rural youth and young migrant job seekers.
 14. Mainstream Life Skill Training into formal education system.
 15. Help form innovative way of training and fill in the gap of traditional training materials.
 16. Development of training material for easy replication (targeted for children of migrant workers).
 17. To work directly with young migrants from 13 to 19 years of age.
 18. Cut down the spread of infectious diseases among migrants; ensure family safety and social stability.
 19. To identify key industries for young migrant employment, the demanding vocational and technical skills by the enterprises, situation and willingness of employment and self-employment among young migrants, and their potential need. It also provides information on future technical skills development, training model and policy recommendations.

Question 2

If you could change something for the second half of this project to make it more effective or efficient what would it be?

1. Conduct substantial multi-sector synergy in all aspects, including national counterparts and UN agencies, national counterparts, PMO and localities, sending and receiving areas; timely feedback by implementing staff would help in adjusting implementation. - 10
2. Involve governments at all levels in the program and issue relevant policy. - 4
3. The publications or reports of each output should be shared by all participants, which will benefit implementation of a second phase. - 4
4. The budget should be flexible in accordance with local implementation, now it is too rigid. Set up a joint budget for joint activities. - 4
5. Increase frequency and scope of peer education and youth friendly services, and the emphasis of health education should be put on disease prevention. - 3
6. Highlight the role of the CSOs in implementation; engagement of more CSOs would be very important. - 2
7. With limited program budget, program should fulfill all outcomes based on the existing research and interviews, reduce additional survey and interview, and cut meetings with relevant stakeholders. Also, cut down activities which would not be sustainable in the future, support and explore activities with long term influence, and discuss them with policy makers. - 2
8. Mobilize more agencies to provide services to young migrants and strengthen collaboration with the mass media.
9. Better planning before implementing activities, for example, advocacy materials should be adequate and sufficient before advocacy campaign.
10. Improve the dialogue between government service providers and migrants to better understand the needs of migrants, widely inform migrants of the new approach of

- government, of inclusive service for migrants.
11. Increase innovative approach in pilot sites according to the real situation of the locality.
 12. Closer cooperation between CASS and MOHRSS would allow output 1.1 to be more effective in impacting upon policy development, and it is hoped that future joint research will achieve this. For the products developed to date under this output, CASS has demonstrated a stronger commitment to the work and its delivery.
 13. CEC and ACFTU feel as though the project is focused on MOHRSS and they are not equal partners, which has impacted on their enthusiasm and commitment towards the project. CEC and ACFTU need to have a more prominent role and budget, and be involved from an earlier stage in the project. This is unfortunate as ACFTU in particular is very experienced in the development of similar training.
 14. Coordination of the ILO output has been very resource intensive. If a single program officer with expertise in training had been appointed to work on this output full-time it may have been implemented more effectively.
 15. Initiate an ongoing policy dialogue during the JP. Compile annual analysis of new policies and research, identify the trends and gaps.
 16. The floating children registration information could be shared by police department, education department, health department and family planning committee. Make full utilization of database in research and analysis; improve social inclusion of floating children, so that the children could feel the warm welcome of the receiving areas.
 17. Various approaches should be used in implementation to promote communication between health facilities and young migrants, such as a telephone interview.
 18. Timely reporting on activities and budget breakdown.
 19. To contribute time to capacity building of volunteer associations in universities and government agencies. To strengthen training and mentoring of volunteers who participate in the project.
 20. Speed up implementation in the second half, thus the number of trainees of different trainings would increase.
 21. Demonstrate the effectiveness and form clear scale-up strategy to be agreed by government. Explore the long-distance education channel to strengthen the database and expand coverage.
 22. Provision of technical expertise at an earlier stage may have allowed greater focus on the most vulnerable youth, including those most likely to prematurely enter the labor market (although this is a very sensitive issue in China and research teams were reluctant to address it directly).
 23. CETTIC has not had the capacity or the resources to prioritize Output 3.2 sufficiently. *Community centers enhanced in providing comprehensive gender responsive learning opportunities, information and referral services.* In YEM's first half, MOHRSS is not enthusiastic about working in community centers selected by CAEA perhaps because they were not sufficiently involved in the selection of community centers.
 24. Capacity and resources of counterparts have hindered the extent to which recommendations are implemented. CETTIC was reluctant to accept suggestions from ILO technical officers from regional office (recommended more participatory approach to training for Public Employment Services, and better use of case studies).
 25. Strengthen trainings for peer education trainers and staff in community health station to build their capacity.
 26. High level forum is under preparation with the mayor invited to the opening ceremony; this event would be a good advocacy means for the program.
 27. Increase budget to develop computer software for left-over children registration, so as to promote policy implementation. Two reasons: 1) Cangzhou is a major sending area with

large number of young migrants seeking job in other localities, the registration of left-over children is more significant. 2) It is more difficult to conduct registration in receiving area. Also more seminars with participants from Tianjin and Cangzhou would be useful to discuss the development of software. As in Changzhou and Zhongshan, more funds are required to provide services and advocacy, so as to improve social awareness.

Question 3

Do you have any success story to describe about the project? e.g. a new policy being developed as a result of the project, a MCH story, an education story, etc.

1. In some enterprises employing young migrants, there is good training, as well as peer education trainers. This JP could incorporate peer education into enterprises training mechanism. - 4
2. The project promoted a multi-sector orientation and gained attention and financial input from governments. - 4
3. Some potential migrants' and migrant workers' awareness on protecting their rights and accessing social services have been increased. They were willing to seek help from counseling centers established by this program. - 4
4. Policy recommendations by national counterparts have been reflected in national and local policies, the participatory policy consultation approach has been taken by national counterparts and will be employed in the future. - 3
5. Multi-sector agencies synergize to conduct health education for migrants, some first grade hospitals provide free consultation services for migrants. - 3
6. The project provides a channel for cooperation between community health station and floating population management office to share information in health education and advocate health knowledge through the office's website. - 2
7. The research findings indicated the updated information of domestic workers, the law and policies gaps and policy recommendations. - 2
8. YEM's youth friendly services helps implementation of project, as the services meet the need of young migrants. - 2
9. Vivid health training materials enable the expansion of health knowledge. - 2
10. Health consultation room for floating population is set up in township health station and village health center to provide services.
11. Peer education with the involvement of floating population as the trainer has achieved good impact and received recognition by the young migrants.
12. Training materials developed under output 1.3 overlap with work priorities of MOHRSS, and are therefore likely to be scaled up. It is a shame that CETTIC was not willing to work harder to strengthen the materials given the expertise available to them.
13. Output 2.2 is a good example of capacity building for government counterparts. The Tianjin Labor Bureau has not previously conducted research of this nature and size before and has learned a lot from the process.
14. Communication issues have been a big challenge. The project managers from ILO and UNIDO work in English, whereas the research teams work in Chinese, and all communication must go through CETTIC/PMO. However, after it was mutually agreed to "re-do" the research, ILO and UNIDO requested bi-lingual university academics be added to the research teams (appointment of Prof. Sun).
15. Through the pilot training in one rural school in Cang County, the city education

- administration was convinced to expand it to 10 schools in five counties and incorporate Life Skill Training into the local curriculum.
16. Changed both the academic performance and emotional development of target students after one semester of volunteer mentoring, for example: a boy of 16 in the art group had no interest in his study and school life, but he asked the volunteer to mentor him in math after several weeks of volunteer mentoring.
 17. There are some useful exploration and efforts in informal education for migrants' children.
 18. In Zhashui County, Shaanxi province, the labor bureau incorporates health training into employment training for young migrants. The television and radio bureau develops and broadcasts TV series on health protection issues for young migrants two times a week.
 19. The Vocational Education Center in Cang County conducted a large scale Health Knowledge Competition, which promotes health knowledge advocacy and multi-sector collaboration and coordination.
 20. While the high level of "working jointly" has caused delays, the outcomes are strong due to the level of inputs.
 21. Pilot local community is playing the role of improving access of services for migrants and increases the awareness of local government to include migrants in their services.
 22. At the launch of the web-based research platform, a number of organizations gave presentations about their work related to migrants. There was a lot of discussion and debate about some issues. It is hoped that these issues raised will be the focus of regular online forums and newsletters under the platform.
 23. Returned migrants were covered by the project, their experience was used by the pre-departure migrants.
 24. The research of "Migrants are difficult to find job while enterprises are difficult to recruit employees" has gained recognition through this JP.
 25. The peer education TOT training and young friendly services center training have been successful in awareness raising, with the result of quality peer education training plan and young friendly services plan.
 26. Some NGOs are encouraged to provide services for young migrants.
 27. Through YEM's child registration, the local government in Zhongshan city, Guangdong province emphasized the protection of migrant's children and conducted a set of activities, such as volunteers were organized to provide mentoring on life, study and mental issues, family education lectures in migrants children schools.

Question 4

Can you give a lesson learned in the project based on your own experience?

1. More specific target/focus and longer period of program would be better: the program should be readjusted to the reality of localities; a longer duration of preparation, implementation and evaluation is needed. - 8
2. Need to find out more synergies. The time consuming coordination in local level is insufficient to promote services and rights protection for migrants, and it is an obstacle to maintaining the JP schedule. - 5
3. The sustainability of the activities after the program. The governments of various levels should provide necessary support. - 5
4. Key person from the related governmental agencies should have a better understanding of the project. Policy making is an important support for program implementation. To

- institutionalize good practices of program and mainstream into the regular work would benefit the sustainability of the program. - 3
5. To conduct necessary training on overall objective and requirements of the joint program among implementing staff, so that the staff could be more motivated and orientated. - 2
 6. The program should identify the real need of target school and students. More field visits in pilot sites or communities are needed to communicate with target group and conduct advocacy, and to train more peer education trainers, so as to expand program. - 2
 7. While the first half of the project focused on many joint activities, the second half of the project will focus on local implementation by individual counterparts. This is slightly inconsistent with the objectives of the output (joint pool of trainers). However, joint implementation of training is too difficult.
 8. There are issues related to cooperation between departments in MOHRSS. Particular departments have ownership of the YEM project, which makes other relevant and technically strong departments more reluctant to be involved. Levels of participation and commitment from technical departments has fluctuated in the first half of the project. It makes coordination from the point of view of the ILO very difficult.
 9. There are varying levels of commitment to the project, and implementing recommendations from the research. MOHRSS fought hard to be involved in output 1.1, but then failed to conduct new research (recycling findings from previous projects).
 10. Output 3.2 *Community centers enhanced in providing comprehensive gender responsive learning opportunities, information and referral services* is too ambitious; it is recommended the objective be scaled back to make it more achievable and effective.
 11. Copyrights of the publications.
 12. No budget for joint activities.
 13. It would be easier to organize and rationalize health interventions in sending areas, and governments could play a more active role. While the population situation in receiving areas is complex, and it is better to initiate interventions through industry association than through policy making mechanism.
 14. Due to mobility, it is difficult to maintain stable peer education trainers.
 15. As the capacity of trainers of peer education is different, peer education could be conducted in different ways: small group work (4-5 members) or classroom teaching.
 16. The capacity of the counterparts to conduct research was very low. ILO and UNIDO have provided extensive support (very resource intensive output). As the research had to be “re-done”, we learned that we would have to continue being very involved to ensure quality outcomes.
 17. There are some concerns about the capacity of the Tianjin labor bureau to develop and implement recommendations. As they are a local bureau they may not be able to advocate for policy changes at a national level.
 18. Although pilot project is implemented mainly at grass-root level, it is crucial to involve higher level education administration in all planning to ensure policy influence and sustainability.
 19. With regard to Output 2.1 *Access to non-formal education for migrants to prevent premature entry into the labor force improved*, YEM partners have different funding arrangements, which are not clear at the outset and this leads to going over budget. For example, local government agencies normally provide an indicative budget figure that often ends up going over budget.
 20. To make full utilization of existing information resources to establish floating children information management system touching relevant departments and counties, to realize dynamic management of floating children information in the whole city.
 21. The role and responsibility of executive agencies and implementing agencies should be

further articulated.

Question 5

Additional comments or suggests

1. To improve the coordination and collaboration between UN agencies and government counterparts. To set up program coordination facility in each pilot site, and to promote communication between different stakeholders in the same pilot site.- 6
2. To strengthen information sharing and communication between pilot sites.- 4
3. To simplify implementation procedures and reporting burden. - 4.
4. To expand good practice in other provinces and cities, and integrate them into long term policies.-3
5. To increase program budget.- 3
6. To allocate the budget in a more timely manner and in the full amount in the budget.- 2
7. To provide uniform computer software for technical assistance in implementation.
8. To incorporate joint program into the Women and Children Development Plan in China.
9. In order to offer more opportunities for participants to work in a joint way, it is better to provide an internal or public website of the joint program.
10. To revise training materials for trainers after tests, so as to meet the capabilities of different trainers.
11. To evaluate better experience sharing between receiving and sending areas for formulating a comprehensive protection for migrants.