



---

## **China** **Improvement Plan**

**Thematic window:** Youth, Employment & Migration

**Programme Title:** Protecting and Promoting the Rights of  
China's Vulnerable Migrants

---

## YEM Improvement Plan for Mid-Term Evaluation Recommendations (PROPOSED RESPONSES)

### **Evaluation Recommendation No. 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.

#### **Response from the Joint Programme Management**

YEM addresses various issues concerning migrant workers. The policy advice could be developed by thematic sector, for example, health and employment, etc. The following points would contribute to the success of the JP policy advice:

- Clearly identify the audience, expert panel, and delivery means of the JP policy advice.
- The JP policy advice should be selective. Full consultations with national counterparts are essential in order to understand their needs and priorities. JP implementation should also be carefully reviewed to identify the achievements and policy recommendations which are the most coherent and relevant with the needs and priorities of the government of China.
- As a team, the JP collectively reviews and consolidates the policy advice proposed by various agencies for each output and provides an integrated statement of policy recommendations.
- According to the 3-year Results Framework, assessing/evaluating pilot activities, documenting good practices and lessons learned and then developing scaling-up plan and policy recommendations is an important task of YEM in the third year which is identified under each output. Development of integrated policy advice would be combined with these planned relevant activities in order to maximize the impacts.
- JP policy advice should be linked with Evaluation Recommendation no. 3 A National Conference.

During the process of developing Annual Work Plan for the third year of implementation, it is proposed that ILO and its counterparts CASS and CALSS take the leadership to develop the integrated migrant policy advice; and (2) a 3% across-the-board cut was proposed in order to raise funds necessary to support the development of policy advice and the national conference.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
1.1 Review the budget and develop year 3 AWP.	Quarter 4,2010	Full PMC		Ongoing
Develop the integrated policy advice.	Quarter 2, 3 and 4, 2011	Led by ILO, CASS and CALSS in collaboration with the other implementing partners.		
1.2 Disseminate	Quarter 4, 2011 –	Full PMC		

the policy advice.	quarter 1, 2012			
--------------------	-----------------	--	--	--

#### Evaluation Recommendation No. 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.

#### Response from the Joint Programme Management

The duration of three years is too short and a second phase will be meaningful to continue the YEM efforts and to test and further develop some new ideas initiated during the first phase. For some activities, implementing agencies and their counterparts already have plans to sustain or scale up the JP activities, for example, the research platform under output 1.1 and non-formal education under output 2.1. However, to extend the whole JP into a second phase is challenging and will depend on support from UN and the government of China.

The second phase of YEM, if any, should be selective and simplified, meet the needs of national partners, and also shall follow the common interest and priorities identified in the 12th National Five-year Plan of China and [United Nations Development Assistance Framework \(UNDAF\)](#) (2011-2015). A coordination mechanism will be needed to take care of the process.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
Consultations and discussions among participating partners.	Through out the remaining time of JP implementation.	Full PMC		

### Evaluation Recommendation No. 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.

#### Response from the Joint Programme Management

This recommendation should be linked with recommendation no. 1 on developing migrant policy advice to government. It is important to identify what kind of strategic information the JP could contribute to such an event. The national conference may also be combined with the JP closing ceremony or wrap up workshop.

According to the 3-year Results Framework, most JP outputs have planned activities to convene multi-stakeholder meetings and/or conferences at national, sub-national and local levels to share good practices, lessons learned and disseminate findings of surveys/results of piloted activities. The national workshop needs to be arranged in coordination with planned relevant activities in order to achieve sufficient impact at national level and also reach the grassroots levels and direct beneficiaries of the JP.

During the process of developing the Annual Work Plan for the third year of implementation, it is proposed that ILO and MoHRSS take the leadership in organizing the conference through PMO; and (2) a 3% across-the-board cut has been proposed in order to raise funds necessary to support the development of policy advice and the national conference.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
3.1 Review the budget and develop year 3 AWP.	Quarter 4,2010	Full PMC		Ongoing
3.2 Hold a national conference	Quarter 4, 2011 – quarter 1, 2012	PMC and PMO	Should be linked with the recommendation no. 1 policy advice.	
3.3 JP closing ceremony	Quarter 1 2012	Full PMC and PMO	May be combined with the national workshop if necessary to achieve greater impact.	

### Evaluation Recommendation No. 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.

#### **Response from the Joint Programme Management**

Putting more funding and decision-making down to local levels depends on the nature of activities. Maintaining the proper balance between ensuring maximum benefits to direct beneficiaries (migrant workers in this JP), effective JP management and the consolidation of policy advice drawn from the JP experience (as per recommendation no. 1) is important. Participating agencies will take this recommendation into account when planning for year 3.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
4.1.1 Allocate more funding and decision-making to county and community levels where applicable.	During AWP preparation and afterwards	All participating partners		

#### **Evaluation Recommendation No. 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.

#### **Response from the Joint Programme Management**

The recommendation makes more sense for certain activities than for others, for example, the training of trainers (TOT). Refresher TOT would be helpful to improve the capacity and skills of trainers, in particular the master trainers. However, the recruitment of trainers should be carefully controlled for the purpose of maximizing the sustainability of YEM training efforts.

The most important contribution of YEM training efforts would be the high quality training packages, such as the LST package, which have been developed based on the expertise and experiences of numerous UN and national agencies and experts, and also been tested and improved throughout the JP implementation. In this sense, a training expert may be helpful to review and improve the training materials.

The agencies that conduct training activities should seek to implement the recommendation and will strengthen where possible.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
4.2.1 Strengthen YEM training activities in line with recommendation	ongoing	All participating partners that conduct training activities		

#### **Evaluation Recommendation No. 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.

#### **Response from the Joint Programme Management**

The JP agrees that a standard media package is important, in particular as YEM moves into the last year of implementation where a priority of work is to share the JP achievements and experiences.

Publicity is already happening in practice through involvement of the mass media and the existing three websites (YEM web presence on the UN China web-site, YEM web presence in Chinese, YEM migration information exchange platform) on which continual efforts will be made.

Publicity does not rely only on the mass media. National partners should have the ownership and responsibility to advocate YEM through their own publicity channels. In addition, for each YEM event, involvement of the media will be strongly encouraged.

A standard media package, easily usable by media, would contribute to unifying and standardizing existing publicity efforts. However, no budget to support the development of a publicity package was planned in the 3-year Results Framework. The form and content of such a publicity package would depend on the availability and amount of funds that could be raised for this purpose.

The JP will review the budget for possible funds supporting JP publicity.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
4.3.1 Review the budget for possible funds to support JP publicity.	Quarter 4, 2010	PMC		On-going
4.3.2 Strengthen unified and coordinated JP publicity.	Quarter 1, 2, 3 and 4, 2011	PMC with facilitation and coordination by the PMO		

#### **Evaluation Recommendation No. 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.

#### **Response from the Joint Programme Management**

The JP agrees with the recommendation. There are already lots of joint efforts going on, for example, the development, design and printing of life skills training materials.

The JP will be able to see even stronger joint efforts in year 3. The development of integrated policy advice and national conference call for stronger collaboration and coordination.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status

#### **Evaluation Recommendation No. 4.5: Link with CDPF on the minority migration issue**

YEM's sister JP the Culture and Development Partnership Framework (CDPF) is working with minorities. Migration is an important issue for 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.

#### **Response from the Joint Programme Management**

The JP has already shared the recommendation with CDPF for their consideration and also to explore possible synergies.

Participating partners of YEM, in particular agencies working for both YEM and CDPF, will review the YEM and CDPF activities for synergies and possibilities to work together.

YEM training activities, for example LST, may contribute to CDPF. YEM will be open to share with CDPF any products in the list of publications. The list of publications and draft LST package have already been shared.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
4.5.1 The recommendation shared with CDPF for their consideration and also to explore possible synergies.	ongoing	PMO		YEM has shared its list of products and draft LST materials, including the trainers' guide and migrants handbook, with CDPF.
4.5.2 Seek the possibility to include some minority trainers into the ToT sessions under YEM.	During the process of developing AWP for year 3.	Responsible UN and national partners of training activities.		

#### **Evaluation Recommendation No. 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.

#### **Response from the Joint Programme Management**

The JP team is making every effort to raise funds within the approved budget to implement the MTE recommendations. All the participating partners have taken the opportunity in developing the Annual Work Plan (AWP) for year 3 to review the budget and make reallocations, where possible. Also, a 3% reduction across agencies on the total planned year 3 budget has been proposed to support the MTE recommendation no. 1 on developing national policy advice and no. 3 on holding a national conference. Nonetheless, extra funding is necessary to achieve the expected scale and impact of the national conference provided in the MTE report.

In line with recommendation no. 5, the JP wishes to explore the possibility of petitioning for additional MDGF funding. This would make possible implementation of MTE recommendations for which sufficient funds cannot be found within the approved budget, as well as to further develop successful interventions. For example, providing a life skills training TOT for ethnic minority trainers would not only strengthen the JP's response to recommendation No. 4.5, but would also create synergies between two MDGF projects – YEM and CDPF .

Therefore, it would be highly appreciated if the MDGF Secretariat could provide information regarding any additional funds that may be available to strengthen ongoing joint programmes and, if such funds are available, how to prepare the request so that the JP team could follow up in a timely and proper way.

Key actions	Time frame	Person responsible	Follow-up	
			Comments	Status
5.1 Review the budget for year 3.	December 2010 – January 2011.	Full PMC and NSC.		Ongoing