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PREVENTING TRAFFICKING IN GIRLS AND YOUNG WOMEN FOR LABOR EXPLOITATION WITHIN CHINA (CP-TING)

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An independent final evaluation by a team of external consultants

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in June 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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LIST OF ABBREVIATIONS

ACFTU	All-China Federation of Trade Unions
ACWF	All-China Women's Federation
AP	Action Programme
COMMIT	Coordinated Mekong Ministerial Initiative against Trafficking
CP-TING	China Project to Preventing Trafficking in Girls and Young Women
CTA	Chief Technical Officer
DfID	UK Government Department for International Development
DSA	Daily Subsistence Allowance
GMS	Greater Mekong Sub-region
ICT	Information and communication technology
ILO	International Labor Organization
IPEC	ILO's International Programme on the Elimination of Child Labour
JNPO	Joint National Project Office
MP	Mini Programme
NPA	National Plan of Action on Combating Trafficking in Women and Children (2008-2012)
NPC	National People's Congress
NPC	National Project Coordinator
NSC	National Steering Committee
NWCCW	National Working Committee on Children and Women
PPC	Provincial Project Coordinator
PPO	Provincial Project Office
PSC	Provincial Steering Committee
PWCCW	Provincial Working Committee for Children and Women
SC	Service Contract
SP	Special Programme
SPA	Sub-regional Plan of Action
SYB	Start Your Business
TICW	Project to Combat Trafficking in Children and Women in the GMS
TOR	Terms of Reference
WF	Women's Federation

EXECUTIVE SUMMARY

Project Background

The “*China Project to Prevent Trafficking in Girls and Young Women for Labour Exploitation*” (“CP-TING”) seeks to contribute to the elimination of trafficking for labor exploitation of girls and young women in China. It is implemented by the International Labor Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC) in collaboration with the All-China Women’s Federation (ACWF), and financed by the United Kingdom’s Department for International Development (DfID). The project was launched in April 2004, and is scheduled to conclude in November 2008.

CP-TING covers five provinces in China, namely Henan, Anhui, Hunan, Jiangsu and Guangdong. The first three are major sources of out-migration while the last two are major destinations for in-migration. Lessons learned from TICW, a trafficking prevention project in the Mekong region, informed the design of CP-TING.

The project focused on the achievement of three major objectives: (1) mobilizing key stakeholders, promoting conceptual clarity and filling gaps in knowledge about trafficking, (2) developing direct assistance models to support at-risk communities, and (3) building stakeholder capacity and contributing to policy frameworks on trafficking.

Field work in China for this final evaluation was conducted from 23 May to 20 June 2008. The evaluation team visited Beijing, Guangzhou, Foshan, Hefei, Nanjing, Changzhou and Zhengzhou.

Project Design

The focus of the project on preventing trafficking for the purpose of labor exploitation has been highly relevant to China’s context. Many features of project design were confirmed by project practice. These features included the emphasis on preventing trafficking by addressing systemic environmental risk factors, linking the supply of and demand for migrant labor by working with both sending and receiving provinces, emphasizing participation by stakeholders, and a clear gender focus. The principle of putting “government at the center” was implemented successfully. However, rural migration in China is increasingly determined by market forces and takes place through informal channels, with the result that in some cases – such as with the promotion of formal migration channels – government-centric solutions proved difficult to implement in practice.

Project Implementation

Project implementation met with challenges, but was generally successful in overcoming them. Much valuable work was accomplished in the first two years of the project, but provincial offices were not adequately integrated into the management structure and management tools were perceived as too rigid. These factors led to delays in launching direct assistance interventions. A reorganization of the management structure was successful in empowering provincial offices, streamlining procedures and giving new impetus to implementation activities.

Steering Committees were especially successful at and below the provincial level. The open project framework – which allowed considerable scope for local initiative in the design of activities – added to management complexity but proved to be a powerful and successful tool

for adapting project strategies to local conditions and encouraging the full involvement of local partners. Much attention was devoted throughout to monitoring and evaluation; local partners reported that significant capacity was built as a result of training activities in this area. Nevertheless, monitoring remained challenging in practice.

Achievement of Objectives

Despite a broad scope and ambitious agenda, the project has largely achieved—and in some respects surpassed—the objectives set out in the project document. Some challenges remain, as they do in any project that seeks to be innovative and take reasonable risks. Systemic challenges were greatest in the area of developing the knowledge base. Direct assistance models constituted the signature achievement of the project. Valuable contributions were made to strengthening national and sub-national policy frameworks and implementation capacity to prevent trafficking. Project achievements and challenges are described in greater detail in the following subsections and in the body of the report.

Knowledge base, advocacy and mobilization

Government authorities and the Women's Federation displayed strong ownership of project objectives and activities. This was especially true at and below the provincial level. Local governments showed their support for the project with concrete financial commitments. A total of RMB 13,323,931 (US\$ 2.7 million) was contributed in counterpart funding (vs. \$6 million in international assistance). This is almost double the original target of RMB 7 million and well above the typical range of counterpart funding for UN projects in China.

Consistent and successful efforts were made to mobilize all branches of government around the trafficking prevention agenda. Good inter-departmental cooperation was observed at the local level. An important factor contributing to successful cooperation was that the provincial and local Steering Committees built on existing mechanisms. Inter-governmental cooperation was more difficult to establish between provinces and at the national level.

The project's activities in the area of enhancing conceptual understanding have successfully broadened the terms of the debate and brought new perspectives to bear on the subject of human trafficking. Various statements by senior officials indicate a growing acceptance of the Palermo definition of trafficking. The draft National Plan of Action, with input from CP-TING, reflects the need for prevention strategies as well as a multi-dimensional response to trafficking. Deep rooted linguistic and cultural factors continue to shape national perspectives on trafficking. The commonly used Chinese word for trafficking is strongly linked to the prevailing view of trafficking as consisting of the abduction and sale of women for forced marriage and infants for adoption. Use of the term "labor exploitation" remains sensitive in some quarters.

Surveys commissioned by the project provided useful insight into patterns of migration and trafficking. Migrants were young, they migrated because they wanted to improve their potential incomes, they found jobs through informal channels, had little contact with government organizations, and experienced significant violations of their legal rights. A media analysis looked at trafficking as depicted in major national and provincial newspapers. Unfortunately, the incidence of trafficking was not possible to measure directly. Trafficking for labor exploitation is methodologically difficult to measure in any country, especially given its clandestine nature. The political sensitivity of the subject in China exacerbated this challenge.

Direct assistance models

Five models of direct assistance for at-risk communities were implemented, namely Children's Forums, the Spring Rain campaign, life skills training, Women's Homes and partnering with employers. Children's Forums, Spring Rain and Women's Homes spanned both sending and receiving provinces, life skills training was conducted in sending provinces and collaboration with employers took place in receiving provinces.

Children's Forums consisted of a series of meetings between children and government officials, with the objectives of "giving voice" to children at risk of being trafficked and providing a platform for dialogue with decision makers on policy areas important to children and youth. The Spring Rain campaign employed a comprehensive communication strategy and mobilized volunteers to provide information to migrant girls and young women during Chinese Spring Festival; it was implemented in Guangdong province in 2006 and 2008, and in all project provinces in 2007. Life skills training consisted of a curriculum that prepared 13-15 year old teenagers for the personal and social challenges of city life, and more broadly, for the challenges of adolescence. Women's Homes served as community platforms on which information, training and referral services were provided to women and girls in rural areas and migrant women in urban areas. Partnering with employers worked through employers' associations to raise the awareness of women entrepreneurs and their women employees on trafficking prevention and labor rights; its broader objective was to promote a tripartite public-private partnership between employers, employees and local government.

These direct assistance models were ambitious in scope. The long distances and large populations of the nine rural counties and seven cities in which the models were implemented added to the complexity of the task. Project reorganization led to delays in launching direct assistance activities, which meant that time was limited. Despite these many challenges, direct assistance models were implemented with considerable efficiency and effectiveness.

Policy and Institutional Framework

Project activities exerted noteworthy influence on government policy towards trafficking at both the provincial and national levels. Provincial Steering Committees served as effective mechanisms for integrating trafficking prevention into policies drafted by provincial governments. There were significant policy developments in each province, with the project making direct contributions to many of them. At the national level, the project's primary policy impact lies in its contribution to the development of the National Plan of Action on Combating Trafficking in Women and Children (NPA), which went into effect on 1 January 2008. The Joint National Project Office (JNPO), responsible for managing the project at the national level, provided detailed comments on four successive drafts. While the final version does not adopt the international definition of trafficking for labor exploitation as embodied in the Palermo Protocol, it makes reference to the labor dimension of trafficking and to the importance of prevention strategies to address systemic causes of trafficking.

Institutional capacity was built at all levels, but especially at the provincial level. Intensive training activities were conducted for PPOs and local partners. Learning also took place by doing. This combination of theory and practice resulted in a better understanding of the design, management, monitoring and evaluation of development projects. Underlying the success of capacity building efforts has been the project's process-based and participatory approaches, and the strong ownership that these have enabled.

Mid-term Evaluation

A mid-term evaluation was conducted in November 2006, on the cusp of the project's transition from the first to the second phase. There was wide consensus on the recommendations of the mid-term, and they therefore stand as a useful benchmark against which to measure project progress. Most of the major recommendations have been successfully addressed in the two years since the mid-term.

Communications between the JNPO and PPO improved markedly. Project procedures were successfully streamlined, while preserving their integrity. Good cooperation existed with international partners, though arguably more could have been done. Life skills training was introduced to a few urban schools, but was not extended throughout all project provinces. It is recommended that the latter challenge is taken up by a successor project. Unfortunately, project research proved difficult to disseminate widely. Great efforts were dedicated to training, and yielded good results, but capacity building exercises were constrained somewhat by the difficulty of recruiting local experts. Some useful linkages did develop between provinces, although this was an area where some of the hypotheses of the project document and mid-term were not fully confirmed by practice. Although the National Steering Committee proved difficult to revitalize, this did not prevent the JNPO from making valuable input into the National Plan of Action

Conclusions and Recommendations

The challenges and opportunities of very large scale have been a significant feature of the CP-TING project. In retrospect, the practical consequences of the vast geographic, demographic and socio-economic scope of the project may have been underestimated during project design. Sustainability of interventions and the achievement of critical mass become more challenging when resources are spread thinly across a wide area. A potential successor project could consider a more limited geographical scope, especially to the extent that it focuses on direct assistance activities.

A positive focus and title may be more conducive to encouraging the involvement and participation of national stakeholders in a successor project. "Safe migration" emerged during project implementation as a message that national stakeholders could easily rally around. However, the CP-TING project was about much more than safe migration, as it also provided support for implementation of ILO Convention No. 182 on Worst Forms of Child Labor and Convention No. 138 on Minimum Age.

Participatory and process-based approaches were highly innovative in their context and are likely to represent a salient feature of the project's legacy. These approaches were especially effective in building capacity of Women's Federation and partner personnel. The excellent work of the project in this area deserves to be actively inherited by further efforts that focus more directly on working with at-risk communities.

There are many compelling arguments for the project's focus on women and girls, but a good case can also be made for a gender neutral approach to trafficking. Received cultural perspectives and national laws on trafficking of women for forced marriage and children for adoption imply that trafficking is primarily a problem for girls and young women, but clearly, boys and young men are also victims. A successor project may wish to revisit these issues.

Government has a central role of in trafficking prevention. This role includes promoting trafficking prevention and raising public awareness, addressing the supply and demand of trafficked labor, assisting victims of trafficking, dealing with fraudulent recruitment agencies,

registering legitimate agencies and encouraging completion of education. At the same time, it is also necessary to recognize that labor migration in China is increasingly motivated by market forces and takes place overwhelmingly through community-based channels. A successor project should seek to work more actively through market-based mechanisms and engage more directly with informal migrant institutions.

Monitoring and evaluation were strongly emphasized throughout the project, and substantial local capacity was built in these areas. Despite strong efforts, it remained difficult to establish causal connections between numbers of beneficiaries served and impact in terms of trafficking prevention. Authorities were reluctant to authorize the collection of data that they feared could be misused to show them in a negative light. A successor project should consider a positivist objective capable of empirical verification and fully accepted by all stakeholders.

The project's management structure became more flexible and localized over time, and this evolution promoted the project's core values of participation and process, as well as grassroots innovation and impact. At both the national and provincial levels, the project was managed by full-time, dedicated national staff. The clear accountability and strong ownership this enabled was a major factor contributing to the project's success.

Interagency cooperation and ownership was especially strong at the sub-national level. Counterpart funding – an indicator of local ownership – was provided almost entirely at and below the provincial level. Cooperation across provincial boundaries and at the national level was more elusive. While there are no simple means of effecting cooperation, a successor project would benefit greatly from closer ties with other national ministries and organizations, especially the Ministries of Labor and Education, and the ACFTU.

The project made very successful use of the media to mobilize government, public opinion and migrant girls and young women. A media strategy designed with the assistance of a media consultant promoted pro-active cooperation with media partners and successfully integrated traditional mass mobilization methods with modern marketing techniques. Informational campaigns went beyond conventional leaflets and brochures to include functional items designed to be retained such as playing cards, bags and calendars; these achieved wide currency and achieved near-iconic status. A successor project should take advantage of the great potential of the internet and mobile telephony to empower migrant workers. China has the world's largest communities of both internet and cell phone users. The available evidence indicates that the internet is already widely used by large segments of the urban migrant community, and is increasingly becoming accessible in rural areas. The real opportunity for a successor project to leverage ICT, however, is not simply in providing access to data but in stimulating the growth of peer-to-peer migrant networks.

Despite remaining challenges, project activities resulted in significant progress towards a broader conceptual understanding of trafficking that takes into account the labor dimension. Conceptual understanding is best considered an ongoing process, but the available evidence suggests that Chinese perspectives on human trafficking are indeed converging with international ones, and that the CP-TING project has helped them along this course.

The scope of outreach has been vast. Direct assistance models were implemented in nine rural counties in the project's three sending provinces and seven cities in the two receiving provinces. Almost three million persons benefited in some form from project activities. If we exclude the large numbers of people exposed to the project's IEC campaigns and those who found jobs with project assistance, we are left with a still very substantial group of approximately 100,000 people who benefited intensively from the CP-TING project.

Each direct assistance model had different characteristics and thus faces different issues in terms of sustainability. As of the evaluation mission (June 2008), discussions between the JNPO and local partners were continuing, and it was too early to tell whether the project's five major direct assistance models would continue in their present form. Four reasons can be cited for the uncertain sustainability of direct assistance models. First, some models, such as Children's Forums, were not intended to be sustained or replicated in the specific form in which they were implemented by the project. Their value lies in demonstrating the feasibility of their approach. Second, implementation began approximately a year behind schedule, so direct assistance models had only two years instead of three to achieve sustainability before project support terminated. Third, experience suggests that complex, process-based models such as Women's Homes typically require a gestation period of more than one project cycle to achieve sustainability. Finally, the scale of activities was vast; in the trade-off between breadth and depth, project stakeholders chose breadth.

While Children's Forums played to the strengths of the Women's Federation as a mass mobilization organization and met with a very positive reception, it appears unlikely that they will continue in their present form. However, the general concept and some of the lessons of the Forums could be replicated in future activities by the Women's Federation and other partners.

Life skills training was a huge success from the point of view of students and teachers in target schools. A curriculum with enduring value was developed. This provides a solid basis for further efforts in this direction. However, the Chinese educational system remains strongly oriented towards preparing for high school and college entrance examinations, and life skills training may be seen by the educational authorities as detracting from the rigor of the standard curriculum. Reform of the Chinese primary and secondary educational system is already under way, but change is likely to occur gradually. In the meantime, a successor project should consider taking the current life skills training program beyond public middle schools. Several options exist, many of which the project has already explored. These include (i) privately funded schools for migrant children in urban areas, (ii) vocational schools sponsored by local Labor Bureaus, (iii) Women's Homes, and (iv) partnerships with employers.

Women's Homes hold tremendous potential as a platform for the convergence of support services to migrant women and girls. Two fundamental challenges need to be addressed in order for Women's Homes to deliver on their promise: first, making the Homes genuinely demand-driven, and second, realizing the network effects that are central to the model. Measures to improve sustainability include: (i) securing financial and political support from local government, but operate Women's Homes independently, (ii) focusing on a limited number of Homes, (iii) moving the Homes out of government offices, (iv) hiring dedicated staff, (v) determining which services migrants are willing to pay for, (vi) adapting the life skills training curriculum to the needs of Women's Homes and employers, (vii) establishing a network of Women's Homes, (viii) promoting peer-to-peer support networks among migrants, (ix) creating a virtual network of Women's Homes on the internet, (x) using Women's Homes as a platform to partner with employers, and (xi) possibly extending the model to include men.

Through its work with Women Entrepreneurs' Associations in Guangdong and Jiangsu, the project effectively demonstrated the considerable potential for partnering with employers. While there are challenges to creating a meaningful alignment of interests between employers and their employees, rapid changes in the regulatory environment and in the sources of enterprise competitiveness in coastal China present important new opportunities. Two strategic directions deserve consideration. First, using market-oriented mechanisms to help employers recruit, train and retain a more skilled and stable labor force, and help migrant workers find decent work and improve their vocational and life skills. Second, supporting and partnering actively with

institutions representing the collective interests of employers and workers, especially migrant workers.

There is potential synergy between three direct assistance models developed by CP-TING. Partnering with employers can provide the motive mechanism, life skills training can provide the content, and Women's Homes can serve as the platform for delivery of this content. There may also be opportunities to partner with the private sector to develop a website to provide information about decent jobs and safe migration through the internet.

Project activities have made valuable contributions to strengthening national and sub-national policy frameworks and implementation capacity to prevent trafficking in girls and young women for labor exploitation. It appears that things are on track for the government of China to ratify the Palermo Protocol. It would be desirable for a future project to continue to provide support for new legislation, although it may not be necessary to make this a major project objective. One of the lessons of the current project is that there is good scope to influence policy at and below the provincial level.

1. PROJECT BACKGROUND

The “*China Project to Prevent Trafficking in Girls and Young Women for Labour Exploitation*”, abbreviated to “CP-TING”, seeks to contribute to the elimination of labor exploitation of children and women, and in particular the trafficking in girls and young women in China. It is implemented by the International Labor Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC) in collaboration with the All-China Women’s Federation (ACWF). Financing was provided by the United Kingdom’s Department for International Development (DfID). The project was launched in April 2004, and is scheduled to conclude in November 2008.

The ILO is a specialized United Nations agency dedicated to the development and implementation of international labor standards. The aim of ILO/IPEC is the progressive elimination of child labour, especially its worst forms. Launched in 1993, IPEC began with small programs in Thailand, Cambodia and Nepal geared towards (1) *capacity building* of governmental and non-governmental partners, (2) *awareness raising*, and (3) *direct action* to support those at risk. This approach of interlinked interventions is characteristic of IPEC programs, including CP-TING.

1.1. PROJECT ANTECEDENTS

CP-TING has its direct antecedents in an earlier project implemented by ILO-IPEC, namely, the “*Greater Mekong Sub-regional Project to Combat Trafficking in Children and Women*”, abbreviated as “TICW”. The first cycle of the TICW project was initiated in 2000 and covered five countries in the Mekong region: Cambodia, Laos, Thailand, Vietnam and China. Activities in China were conducted in the southwestern province of Yunnan, and implemented by the ACWF. Phase II of the TICW project began in 2003 and is scheduled to end in November 2008, at the same time as CP-TING.

Lessons learned during the implementation of Phase I of TICW informed the design of TICW Phase II and CP-TING. These lessons include:

1. In addition to targeting trafficking in migrant-sending communities, strategies need to be developed to address the demand-side of trafficking in migrant-receiving communities.
2. Trafficking issues should be mainstreamed into policy level frameworks at the national level.
3. Workers and employers associations should be engaged with to prevent trafficking.
4. Options to regulate migration movement in order to reduce the risk of trafficking should be explored.²

Pilot interventions by TICW Phase I in Yunnan Province led to an interest by the Chinese government in disseminating the lessons from Yunnan elsewhere in China and in working towards a national policy and implementation framework on trafficking. In late 2003, TICW project personnel, with assistance from ILO staff and national partners, began the design of the CP-TING project.

² CP-TING Project Document, Short Version, 20 January 2004, Section 2.2.4

1.2. THE CP-TING PROJECT

CP-TING was launched in April 2004. It focuses on preventing trafficking into sexual exploitation, forced labour or slave-like practices, such as organized begging, work in sweatshops and illegal factories or domestic service in a poor working environment, or work without pay or freedom. The project is primarily targeted on the most vulnerable group: girls and young women at risk of trafficking for labour exploitation within China. For at-risk girls aged 16-24, the project neither encourages or discourages migration, but aims to stop the abuses inherent in migration. For at-risk girls under 16, the project discourages migration and promotes prolonged education and training.

CP-TING covers five provinces in central and southern China, three of which — Henan, Anhui and Hunan — are major migrant sending provinces, and two of which — Jiangsu and Guangdong — are major migrant receiving provinces. Together, these provinces had a population in 2005 of about 389 million³, accounting for approximately a third of China's total population. A Joint National Project Office (JNPO) – responsible for managing the project at the national level – operates within the Beijing ILO office, and five Provincial Project Offices (PPOs) – which manage local implementation – are located in the capital cities of Henan, Anhui, Hunan, Jiangsu, and Guangdong provinces.

The overall development objective of the project is to contribute to the elimination of labor exploitation of children and women, and in particular the trafficking in girls and young women in China. Three immediate objectives are designed to contribute to the development objective, as shown in Table 1 below.

Table 1: Three Immediate Objectives

IO 1: Knowledge base, advocacy and mobilization	Key stakeholders will have been mobilized effectively to prevent trafficking in girls and young women for labor exploitation.
IO 2: Direct assistance through model interventions	Integrated, effective and sustainable responses to trafficking in girls and young women for labor exploitation are in place both in sending and receiving areas and serve as models for future use.
IO 3: Policy & institutional framework	National and sub-national policy frameworks and implementation capacity to prevent trafficking in girls and young women for labor exploitation will have been strengthened.

These three immediate objectives are to be achieved through six key outputs, shown in Table 2, intended to result in the establishment and further development of sustainable and replicable mechanisms and services to combat trafficking in China.

Table 2: Six Key Outputs

IO 1	Output 1.1	Strategy developed and implemented within each project province and nationally for sound conceptual understanding of trafficking and its effective interventions by key stakeholders
	Output 1.2	Gaps in research and information relating to trafficking in girls and young women for labor exploitation identified (including baselines for focused

³ *China Statistical Yearbook 2005*

		interventions), and responses to these identified and addressed by key stakeholders
IO 2	Output 2.1	Pilot projects of community-owned preventive interventions undertaken and monitored for impact, evaluated, and documented for replication within sending provinces
	Output 2.2	Pilot projects of ‘city neighborhood-owned’ preventive interventions undertaken and monitored for impact, evaluated, and documented for replication in urban centers of receiving provinces
IO 3	Output 3.1	Provincial and lower level policy frameworks, structures, processes and staff skills to prevent trafficking in girls and young women for labor exploitation reviewed and improvements suggested – including sound migration management arrangements between sending and receiving provinces
	Output 3.2	National policy framework, structures, processes and staff skills to prevent trafficking in girls and young women for labor exploitation reviewed and improvements suggested - based on sub-national experiences and realities (output 3.1) and new conceptual understanding (output 1.1)

1.3. EVALUATION METHODOLOGY

The consultant team consisted of an international consultant, and a national consultant. The Terms of Reference (TOR) for this final evaluation assignment are included as [Annex 1](#). The TOR notes that the final evaluation should take the mid-term evaluation as a key reference document and address the recommendations and issues it raises at midpoint. The evaluation should address core evaluation issues of relevance, effectiveness, efficiency and sustainability, with a special focus on organizational learning issues that can feed into future programming decisions.

The international consultant had previously participated in an evaluative assignment for the CP-TING project to assess good practices, in the course of which he had visited project sites in all five project provinces and acquired an overall familiarity with the project. Given the broad geographic scope of the project and its open-ended project framework, this prior exposure was very helpful in acquiring a comprehensive understanding of project progress.

The itinerary of the evaluation mission is included as [Annex 2](#). The assignment began with a brief desk review of project materials, followed by the development of an “evaluation instrument”, outlining key questions to be addressed during interviews conducted by the evaluation team. This evaluation instrument is included as [Annex 3](#).

Evaluation activities in China began on 23 May 2008, and concluded on 20 June 2008. The first week was spent in Beijing, where discussions were held with the JNPO and with representatives of ACWF. During the second week, the evaluation team visited Guangdong (Guangzhou and Foshan) and Anhui (Hefei), followed by Jiangsu (Nanjing and Changzhou) and Henan (Zhengzhou) in the third week. Since project sites outside provincial capitals had already been visited on the good practices assignment, this final evaluation mission spent most of its time in provincial capitals. Foshan and Changzhou – two cities in receiving provinces that are not provincial capitals – were included in the itinerary in order to allow the mission to develop a better understanding of project activities in the area of partnering with employers. Finally, in the fourth week, further stakeholder interviews in Beijing were conducted and work began on

organizing the mission's findings. A debriefing workshop with JNPO staff and ILO personnel was held on the last day of the mission's activities in China on 20 June 2008.

1.4. COUNTRY CONTEXT

Trafficking in China is best understood in the context of migration. Large scale migration is a prominent theme in Chinese history, as one would expect, given the length of that history and historical China's geographical extent and population. Important Han Chinese sub-groups such as the Hakka have been formed by this long migration.

One of the important consequences of centuries of extensive informal migration is that there is a rich tradition of popular institutions to facilitate migration. These institutions, such as *huiguan* 会馆 and *tongxianghui* 同鄉會 – loose associations of migrants from the same region or village – have withstood the test of time and remain active today. In several of the cities the evaluation team visited in receiving provinces, it was told by migrant girls that there were more than a dozen such groupings in the city for people from their home province alone.

The almost six decades since the founding of the People's Republic in 1949 have witnessed several major population transfers. In 1956-57, as collectivization began in the countryside, some 40 million peasants moved to urban areas to seek employment in rapidly expanding state-run factories. This prompted the State Council to issue instructions, entitled "Restrict Peasant's Blind Migration"⁴, limiting this movement. In 1958, with the launch of the Great Leap Forward, the National People's Congress (NPC) passed strict new regulations to enforce the household registration system⁵, and some 25-30 million peasant migrants were obliged to return to their rural homes (*huixiang* 回乡). Starting around this time and continuing sporadically through the next two decades, large numbers of urban intellectuals and government cadres were sent down to the countryside (*xiafang* 下放). During the Cultural Revolution (1968-76), urban high school and college students were sent down to the countryside (*xiangxiang* 下乡) in large numbers.

It is notable that all except the first of these migration events were organized by government and were from urban to rural areas. Whereas most developing countries experienced slow but steady urbanization during the 1960s and 70s, the urbanization rate in China actually fell during the 1960s and remained stable through the 1970s. This recent history of government-mandated migration may be helpful in understanding popular perceptions of government-sponsored migration channels today.

The current wave of rural to urban migration in China began in the mid-1980s, with the inception of China's economic reforms. In retrospect, a milestone in official policy was marked in 1984 by the State Council's "Notice on the Problem of Peasants Taking up Residence in Market Towns"⁶, which stipulated that peasants moving into towns must bring their own grain with them. Although the Notice was intended to discourage migration, it marked the first opening in the rigid division between city and countryside.

From 1984 through 1992, so-called "blind migration" by those without local residency rights

⁴ 《限制农民盲目流动》, issued in December 1957. Restricting so-called "blind migration" is a theme with a history.

⁵ "People's Republic of China Regulations on Management of the Household Registration System" 《中华人民共和国户籍管理条例》, promulgated on 9 January 1958.

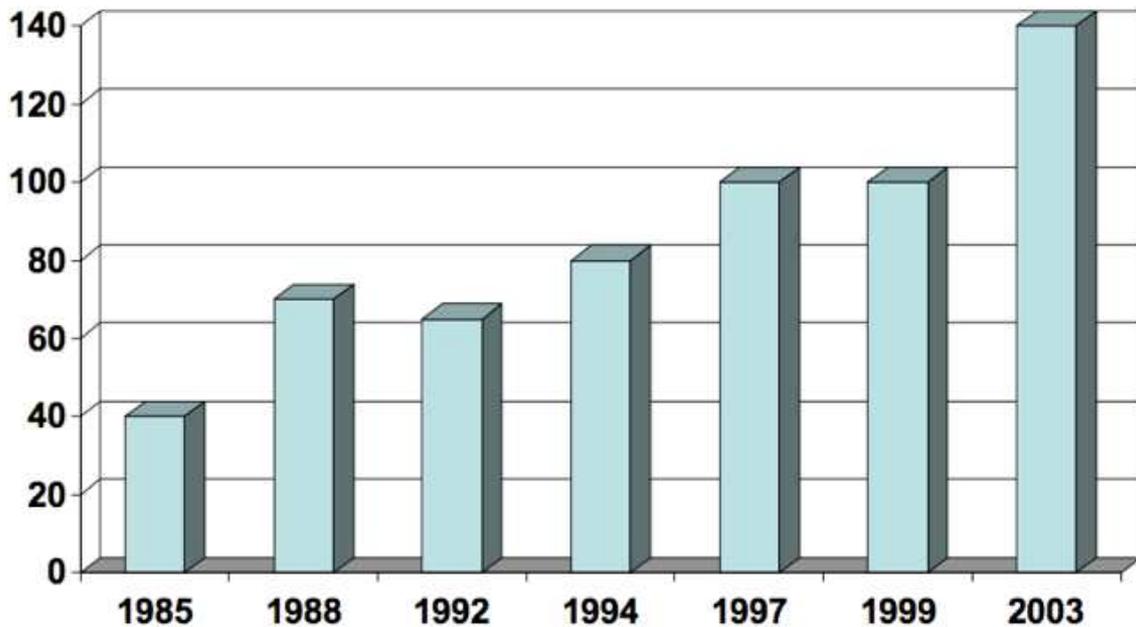
⁶ 《关于农民进入集镇落户问题的通知》

was still strongly discouraged by official policy, but as economic growth and the urban demand for labor gathered pace in the early 1990s, controls were progressively relaxed and the rate of migration has increased more or less steadily since.

Table 1 below shows the general trends for non-hukou migrants – also referred to as the “floating population” – as summarized for the UN Secretariat⁷. The total number of migrants was approximately stable in the late 1990s at about 100 million, but had jumped to about 140 million by 2003.

As different government agencies collect data based on their particular needs, definitions are not uniform and estimates of the current number of non-hukou migrants vary widely.. In a report dated 4 March 2008, People’s Daily Online reported that “... there are a total of 210 million migrant workers in China”⁸.

*Figure 1: Migrants Without Local Residency Rights, 1985-2003
(population in millions)*



The Second National Agricultural Survey, published in February 2008 and conducted in 2006, reports a total rural migrant population of 131.8 million⁹. Of this, 64 per cent was male and 36 per cent female. Those under 20 years old accounted for 16.1 per cent. 18.7 per cent had only an elementary school education while 70.1 had completed middle school. 56.7 per cent of rural migrants were employed in the manufacturing sector, with 40.5 per cent employed in the service sector. Inter-provincial migration reached 49.3 per cent, although in central China – including the CP-TING sending provinces of Henan, Anhui and Hunan – it was much higher at 67.6 per cent. Inter-provincial migration has shown a steady upward trend as the friction of distance

⁷ Chan, Kam Wing, “Internal Labor Migration in China: Trends, Geographical Distribution and Policies”, 2008. http://www.un.org/esa/population/meetings/EGM_PopDist/Chan.pdf

⁸ <http://english.peopledaily.com.cn/90001/90776/90882/6365964.html>

⁹ 《第二次全国农业普查主要数据公报》，2008年2月27日
http://www.stats.gov.cn/tjgb/nypcgb/qgnypcgb/t20080227_402464718.htm

decreases over time: it accounted for 32.6 per cent of all inter-county migration in 1990 and rose to 40.9 per cent in 2000.

Table 3 below presents an overview of inter-provincial migration patterns. Guangdong – a CP-TING province – was by far the largest recipient of migrant labor. In fact, the net inflow of 10.281 million migrants into Guangdong was approximately as great as that into the next five provinces and cities combined. Jiangsu – also part of CP-TING – with a net inflow of 1.963 million migrants, was the fourth largest destination for migrants. Anhui, Henan and Hunan – all CP-TING provinces – are respectively, the second, third and fourth largest sources of out-migration, after Sichuan, which is the largest. Yunnan, part of the TICW project and a testing ground for CP-TING, is in the middle of the pack, with low net inter-provincial migration.

Table 3: Inter-provincial Migration, 2000-2005

Rank	Province	In	Out	Net	Net %
1	Guangdong	11,996,000	1,715,000	10,281,000	27.0%
2	Zhejiang	5,062,000	1,041,000	4,021,000	10.6%
3	Shanghai	3,025,000	375,000	2,650,000	7.0%
4	Jiangsu	3,290,000	1,328,000	1,963,000	5.2%
5	Beijing	2,246,000	330,000	1,916,000	5.0%
6	Fujian	1,934,000	802,000	1,132,000	3.0%
7	Tianjin	908,000	107,000	802,000	2.1%
8	Xinjiang	577,000	182,000	395,000	1.0%
9	Liaoning	674,000	416,000	257,000	0.7%
10	Hainan	191,000	158,000	33,000	0.1%
11	Ningxia	74,000	68,000	7,000	0.0%
12	Tibet	26,000	31,000	-6,000	0.0%
13	Qinghai	74,000	85,000	-12,000	0.0%
14	Nei Mongol	394,000	417,000	-23,000	-0.1%
15	Yunnan	469,000	601,000	-132,000	-0.3%
16	Shanxi	210,000	345,000	-135,000	-0.4%
17	Shandong	924,000	1,123,000	-199,000	-0.5%
18	Jilin	218,000	532,000	-315,000	-0.8%
19	Gansu	118,000	494,000	-376,000	-1.0%
20	Hebei	612,000	990,000	-378,000	-1.0%
21	Shaanxi	255,000	827,000	-572,000	-1.5%
22	Heilongjiang	195,000	1,020,000	-825,000	-2.2%
23	Chongqing	427,000	1,437,000	-1,010,000	-2.7%
24	Guizhou	531,000	1,766,000	-1,235,000	-3.2%
25	Guangxi	397,000	2,123,000	-1,726,000	-4.5%
26	Jiangxi	499,000	2,476,000	-1,977,000	-5.2%
27	Hubei	501,000	2,715,000	-2,214,000	-5.8%
28	Hunan	501,000	3,328,000	-2,827,000	-7.4%
29	Henan	280,000	3,433,000	-3,154,000	-8.3%
30	Anhui	671,000	3,836,000	-3,165,000	-8.3%
31	Sichuan	763,000	3,941,000	-3,178,000	-8.4%
	Total	38,042,000	38,042,000		

Source: Chan, Kam Wing, *Internal Labour Migration in China: Trends, Geographical Distribution and Policies*, Department of Economic and Social Affairs, United Nations Secretariat, New York, January 2008, p. 11.

Among inter-provincial migrants, the percentage of women has been increasing: they accounted for 47.7 per cent in the 2000 census, up from 41.3 per cent in the 1990 census¹⁰. Many surveys indicate that female migrants are typically younger than male migrants and more likely to be single¹¹. This reflects traditional attitudes in migrants' home communities, where girls often do not continue education beyond middle school and may be considered extra mouths to feed until they get married. Employers for their part find that young, single women as more willing to accept low wages and strict labor discipline. The low socio-economic status of migrant women makes them especially vulnerable to labor exploitation and trafficking.

There is a growing recognition that massive migration from rural areas of less-developed hinterland provinces to rapidly industrializing coastal cities has a dark side. It is acknowledged by government and media — and confirmed by CP-TING surveys — that elements of coercion and deception occur with frequency during the migration process, and labor abuses such as the arbitrary withholding of salaries and curtailment of physical freedom are pervasive. These issues are of special concern in light of the increasing numbers of young girls under 18 years of age who are migrating.

Other potential negative effects of widespread rural-urban migration include an accelerating brain-drain from rural areas, as young people contribute the skills and education they have received in their home communities to the development of coastal economies. This in turn creates a vicious cycle of discouraging investment in inland areas, promoting greater industrial clustering in coastal areas, exacerbating the coastal-inland gap and precipitating further migration.

Despite the downside of migration, there is widespread consensus that the net effect of rural-urban migration on both rural and urban areas is positive. Migration drives economic development in China by shifting labor from low-productivity jobs in rural areas to higher productivity jobs in the modern industrial sector. Data limitations make it difficult to make an unequivocal statement on the effect of migration on rural poverty reduction and mitigation of regional inequality, but most research supports the view that migrant remittances do boost rural incomes and reduce income inequality. Migration not only creates benefits at the macro-level, it is good for individual migrant households: it is estimated that a typical migrant household nearly doubles its per capita income by migrating.

¹⁰ Fan, C. Cindy, "Migration, Hukou, and the City," in Shahid Yusuf and Tony Saich, ed., *China Urbanizes: Consequences, Strategies, and Policies*, World Bank, Washington DC, 2008, p. 75.

¹¹ Fan, C. Cindy "The state, the migrant labor regime, and maiden workers in China," *Political Geography* 23, no. 3, 2004, p. 290, and Fan, C. Cindy, "Rural-Urban Migration and Gender Division of Labor in China," *International Journal of Urban and Regional Research*, 27, 1, 2004, p. 32.

2. PROJECT DESIGN

2.1. PROJECT FOCUS AND TITLE

The focus of the project on preventing trafficking for the purpose of labor exploitation has been highly relevant to China's context. In the four years since the project was launched in April 2004, massive rural-urban migration – with its attendant costs and benefits – has emerged as one of the fundamental forces shaping China, and has increasingly become a major subject of national discussion and policy making. In 2006, halfway through the project, the Chinese government recognized migration as a key aspect of its development strategy. The project's design has presciently anticipated these developments.

The project title – “Preventing trafficking in girls and young women for labor exploitation within China” – states the project objective explicitly and clearly, from the point of view of an English-speaking audience. However, the Chinese title¹² – a direct translation of the English – struck Chinese stakeholders as too long and convoluted. In addition, the negative message of the title – preventing something bad – tended to put national and local authorities on the defensive. Finally, as discussed in more detail in Section 4.1, “exploitation” was a word that governmental stakeholders often felt uncomfortable with. For these reasons, a variety of different Chinese names and abbreviations were used for the project in lieu of its formal title, which may not have been conducive to promoting a consistent project identity and message.

2.2. EMPHASIS ON PREVENTION

Prevention has been a central theme of the project. Project design correctly took the view that the most effective and sustainable long-term solution to trafficking is stopping it before it happens. A multifaceted but integrated approach was adopted to addressing the environmental risk factors inherent in the labor migration process. In the national context, the project's focus on combating trafficking through prevention as opposed to law enforcement has clearly made an innovative and substantial contribution to policy-making and public awareness.

2.3. ROLE OF MIGRATION

The project takes a forward-looking and balanced view of migration, working to prevent its worst manifestations – trafficking for forced labor and sexual exploitation – while acknowledging its positive overall contribution to economic development. This has facilitated constructive engagement with government and project stakeholders, who share the project's objective of promoting safe migration.

2.4. LINKING SENDING AND RECEIVING PROVINCES

Targeting both sending and receiving projects – an important lesson learned from the TICW project – has proven to be a perceptive strategy. Trafficking risk extends from migrants' sending to receiving communities, and can best be mitigated by tackling both the supply side in “left behind” inland provinces and the demand side in industrializing coastal cities. Local governments and communities are understandably focused on local issues, but dealing with

¹² “中国预防以劳动剥削为目的的拐卖女童和青年妇女项目”

migration as a process that links sending and receiving communities has enhanced the project's relevance and impact.

As shown in Table 3: Inter-provincial Migration, 2000-2005, the choice of the sending provinces of Henan, Anhui and Hunan and the receiving provinces of Guangdong and Jiangsu is well-supported by current data. After Sichuan, Anhui, Henan and Hunan are the three provinces with the largest net out-migration. Guangdong is by far the province with the largest in-migration, with Jiangsu – especially the southern part of the province – also an important destination for migrants. Moreover, these sending and receiving provinces are linked by geography and existing migration patterns, Anhui and Jiangsu, and Hunan and Guangdong both form natural pairs.

Project design also placed priority on establishing formal governmental linkages between sending and receiving provinces to promote orderly migration. This proved problematic in practice, as discussed below in multiple sections of this report.

2.5. PROCESS-BASED AND PARTICIPATORY APPROACHES

The process-based approach – again drawing from TICW experience – focused on creating an enabling environment at the national and provincial levels within which direct assistance interventions could be implemented. Stakeholder involvement and participation was correctly viewed as critical to the success of these direct interventions, and mechanisms were developed for keeping stakeholders informed, for monitoring by the target community of girls and women, and for documentation of learning for replication and mainstreaming. This emphasis on process rather than simply outcomes has been at the heart of the project. While seemingly facile, it has had a profound impact.

The participatory approach – encouraging the involvement of and being responsive to project beneficiaries and partners – has been complementary and parallel to the process-based approach in the CP-TING project. Project design viewed participation as an empowerment tool – a means of raising girls and women's awareness of how to migrate safely for decent work and thus enhance their capacity to protect themselves from exploitation. Moreover, meaningful participation by girls and women also serve as a powerful means to ensure that responses are focused on their real needs.

Major aspects of the participatory approach and its practical impact include:

- The principle of child participation, integral to most of the project's direct assistance activities. In the case of life skills training, participatory approaches helped to make school more interesting and relevant, reducing dropout rates. Children who participated in Children's Forums developed leadership skills and committed themselves to become more socially active. Women's Homes built a sense of community by encouraging girls and young women to participate in group activities and peer-to-peer networking.
- Participatory methodologies were applied to the more than 50 national-level training workshops organized by the project for staff and partners. This action-oriented and learner-centered style of training was found to be more effective than formal, conventional styles.
- Participatory processes and tools were used to engage stakeholders in the design, implementation and monitoring of interventions. For example, the Guangdong Women Entrepreneurs' Association solicited comments from 860 migrant women workers in order to understand their situation and needs, while some 200 women entrepreneurs

submitted suggestions on how to improve labor relations. Applied to national and provincial project staff, the participatory approach enabled problems to be discussed, solutions found and mid-course adjustments made.

As the project draws to its conclusion, it is clear that the emphasis on process and participation were not only coherent in theory but also worked to build sustainable capacity in practice. This is likely to represent one of the project's most lasting legacies.

2.6. GENDER AND CHILD FOCUS

The project's clear gender and child focus reinforces its participatory approach. Trafficking reflects the low socioeconomic status of women. Traditional attitudes contribute to girls facing unequal opportunities relative to boys in school and in the workplace, and unequal opportunities in turn contribute to exploitation and trafficking. The views of girls and women informed the design, as well as the implementation and evaluation of project activities. Project design sought to give women and children a say in decisions that affect their welfare. This was appropriate and successful in its context.

There was also a case to be made for expanding the scope of the project to include boys and young men. Clearly, trafficking in China is also a significant issue for the latter groups. Gender focus was discussed during project design and after weighing the pros and cons, it was decided that a focus on women and girls was the better choice for the current project. A successor project may wish to revisit this issue.

2.7. "GOVERNMENT AT THE CENTER"

Worldwide, government has a central role in trafficking prevention. Governments act to promote trafficking prevention and raise public awareness, address the supply and demand of trafficked labor, assist victims of trafficking, deal with fraudulent recruitment agencies, register legitimate agencies and encourage completion of education, among other responsibilities.

The CP-TING strategy explicitly posits the principle of "government at the center, project as catalyst." Project designers recognized that given the massive scale of migration and trafficking issues in China, the project could maximize its impact by assisting the government through demonstration projects and technical assistance, with the lessons of project experience further disseminated and mainstreamed by government during the project and after it concludes.

It should also be noted that CP-TING has not worked with government alone. The national partner agency, ACWF, is a quasi-governmental agency. The project partnered with employers and cooperated with international NGOs such as the UK's Save the Children Fund.

While government unquestionably must play a major role in trafficking prevention programs, a balance between top-down and bottom-up approaches is likely to lead to the best outcomes. Too much emphasis on government intervention to save rural migrants from trafficking risks depriving migrants of agency and creating a distorted view of migrants as helpless victims. Migration takes place largely through informal, community-based networks that are highly responsive to market forces. While there is room for public action to improve the transparency and efficiency of these networks, such action must be careful to preserve community ownership, market responsiveness and long-term sustainability.

2.8. FORMAL MIGRATION CHANNELS

Project designers clearly recognized that most rural-urban migration in China takes place through informal channels, that those who migrate through family contacts are relatively safe, but those that migrate through unregistered recruitment agencies or distant acquaintances are much more vulnerable to trafficking for labor exploitation. Much research, including work by the project, bears out these fundamental assumptions.

Project design emphasizes that government-run employment agencies and labor migration agreements between provinces are an effective means of managing migration. Government has indeed invested considerable resources in developing officially-sponsored employment agencies and associated vocational training programs, often in partnership with international and bilateral development organizations.

However, most studies – including surveys conducted by the project – suggest that more than 90 per cent – and as much as 99 per cent, according to some sources – of migration takes place through informal channels. As the market economy matures in China, informal channels are if anything likely to play a greater role in future. Project activities intended to promote government employment agencies and labor migration agreements between provinces did not gain much traction. One plausible explanation for this might be that these interventions did not reflect the actual priorities of migrant women and girls. After project surveys failed to confirm that government employment agencies served as an effective means of preventing trafficking, the project de-emphasized this approach.

3. PROJECT IMPLEMENTATION

This section reviews the salient features of project implementation, including the management structure, the working of the Steering Committees, the open project framework, phasing of activities and project monitoring. In many areas, implementation proceeded smoothly. In others, some obstacles and challenges were encountered, but the more notable point is that these were for the most part overcome.

3.1. MANAGEMENT STRUCTURE

The project's management structure developed in two phases, coinciding with the tenure of two Chief Technical Officers (CTAs) overseeing the project. The first phase extended from project inception through August 2006, at which point the first CTA left the project. This was followed by a transitional period of five months, from September 2006 through January 2007, when the project was under interim leadership. A new CTA took charge in February 2007, marking the beginning of the second phase in the development of the management structure.

First phase

In the first phase, the CTA had overall management responsibility for the project. A National Project Coordinator (NPC), representing the ACWF, was second in command. A national project office was established within ILO Beijing. For much of the first phase, there was only one administrative support person to assist the CTA and the NPC; she was later joined by a translator. This was a very small team managing a large and tightly scheduled project, with the additional major handicap of a language barrier.

Provincial Project Offices (PPOs) were established in each of the five project provinces. PPOs were located in, but were nominally independent of, the provincial Women's Federation. Each PPO was comprised of a Provincial Project Coordinator (PPC), seconded from the provincial Women's Federation, and a project assistant, competitively recruited by the project.

Project Assistants, who had the status of ILO staff, were compensated according to the ILO pay scale and received ILO DSA when they traveled on assignment. Although PPCs became ILO staff and were compensated accordingly, this was a temporary change of status, and they retained their previous positions at the provincial Women's Federations¹³.

This was not a recipe for harmonious integration of the Project Assistants into the Women's Federation hierarchy in which the PPOs were located, but further exacerbating the situation was the fact that the Project Assistants were mostly from the private sector, had overseas experience and spoke good English. The CTA did not speak Chinese and the PPCs did not speak English. The result was that communication took place in English directly between the CTA and the Project Assistants, with the PPCs largely left out of the loop.

Project procedures were an additional source of tension. In terms of financial reporting, PPOs had to observe both ACWF and ILO-IPEC protocols. Not only were both complex, they were largely incompatible. The design, implementation and monitoring at the provincial level of small projects – so-called Special Programmes (SPs), Mini Programmes (MPs) and Action

¹³ In some cases, the ILO salaries did not actually go to the individual PPCs.

Programmes (APs) – took place in a jargon and cultural idiom that was foreign and involved a steep learning curve.

Many valuable results were achieved in this period: a busy schedule of training activities was conducted, "logical framework" planning was introduced, major strides were taken in promoting the international definition of trafficking, and a robust foundation was laid for further work in direct assistance. Project execution, based on direct communication between the CTA and ILO project assistants in the PPOs, was efficient. However, the management structure did not fully reflect the project's core values of emphasizing process and participation, and failed to build effectively on local structures and indigenous knowledge.

An internal review of the CP-TING project held at the end of the first year of operations, in April 2005, discussed achievements and concerns. As a result of the review, the ACWF and ILO negotiated a restructuring of the project management, resulting in an agreement between ACWF and ILO that spelled out a new management structure and working processes.

Second phase

The new management structure implemented as a result of this agreement led to the formation of a Joint National Project Office (JNPO) in the ILO premises. In addition to the CTA, NPC, long-term consultant, administrative support person and translator – all positions established previously, though now staffed by new personnel, two new Project Officer positions were created – one for sending provinces and another for receiving provinces. These two new positions were created to compensate for the ILO Project Assistant positions in the provinces that had been down graded. The Project Officers have played an important role in maintaining direct day-to-day communications with and providing technical support to the PPOs. Finally, an ACWF staff person was assigned to the JNPO in a full-time liaison and administrative support capacity.

After these changes, the staffing and capabilities of the national project office was greatly strengthened. A further positive change was that the new CTA was fluent in Chinese, which allowed all routine contact between the JNPO and the PPOs to be conducted in that language. This brought the PPCs fully back into the loop and generally improved communication, efficiency and technical support.

Major changes also took place in the PPOs, which were incorporated into provincial Women's Federations under the leadership of Provincial Women's Federation Chairwomen. Project assistants, previously ILO staff on an ILO pay scale, were given the choice of signing on again as contract employees of the provincial Women's Federations. Only one accepted, but the new recruits were better integrated into the PPOs.

There was limited scope for changing project procedures, as these were stipulated by ILO-IPEC, but APs were designed and implemented with more flexibility, and in training and monitoring activities, greater emphasis was placed on utilizing the experience of local personnel and working through existing institutions.

Overall, the restructuring of project management successfully addressed the challenges identified by ILO and ACWF starting with the internal review in April 2005. The JNPO was strengthened, PPOs were empowered, procedures were streamlined and the project's core values of process and participation were more fully realized.

3.2. STEERING COMMITTEES

Steering Committees were established at the national and provincial levels, and less formally, at the municipal and county levels. The major objective of these committees was to facilitate information sharing and cooperation among government bureaus in order to effectively address trafficking-related issues.

Provincial Steering Committees (PSCs) were set up in 2004, shortly after project inception. Each was headed by a Deputy Provincial Governor and comprised of representatives of the Women's Federation, bureaus of labor, education, agriculture, public security, family planning and judiciary, as well as in some cases the media and academia.

The interviews and workshops conducted by the evaluation mission indicated that the Steering Committees at the provincial level and below played a successful and effective role in promoting networking, co-ordination and collaboration between government departments around the trafficking prevention agenda. The Committees served to share information and raise awareness, facilitate joint action (for example, on publicity campaigns) and mainstream trafficking prevention into routine government work.

Provincial and sub-provincial Steering Committees succeeded in part because they were able to build on existing mechanisms such as the Working Committees on Women and Children (妇儿工委), the *Shuangxue Shuangbi* Program (双学双比, "two-fold study and two-fold competition") and the "Joint Conference Mechanism to Defend [Women's] Rights" (维权联席会议机制), which already included representatives of various departments and bureaus such as Labor, Education, Agriculture, Public Security, Civil Affairs, Justice, and of course, the Women's Federation. These platforms were designed to help mobilize and coordinate the work of multiple government agencies, typically around women and children's issues, so they were well suited to the Project's focus on preventing trafficking.

Another reason for the success of Steering Committees at the provincial and sub-provincial levels was that the Women's Federation was able to engage directly with other government departments and create common ownership of the anti-trafficking agenda. As a quasi-government organization with limited resources, the Women's Federation has a long history of cooperating closely with other government departments in various forums; this cooperation appears to be especially collegial and effective at the local level.

Additional success factors included leadership of the committees by the Deputy Governor or Deputy Mayor – to whom all committee members reported directly, and the relatively practical and local nature of the tasks that the Committees addressed.

A National Steering Committee (NSC) was established in March 2005. It is chaired by the Vice President of the ACWF and is comprised of approximately 20 members, all representatives of government organizations. Unlike the provincial and sub-provincial Steering Committees, the NSC was not a conspicuous success, and did not provide the project with the guidance anticipated. Despite good relations between committee members, and the presence of some of the same factors that promoted success in the sub-national Steering Committees, it proved more difficult to build common ownership and align interests in the NSC.

Likely reasons for this include: (i) unlike the PSCs, which met every six months, the NSC did not succeed in convening regularly; although membership was streamlined after project restructuring, meetings remained infrequent; (ii) the PSCs were chaired by the Deputy Governor of the province, who had direct authority over all other committee members; by comparison, the

NSC was chaired by the Vice President of the ACWF, to whom committee members did not report directly; (iii) the agenda of the NSCs was less concrete and practical than that of the PSCs, and therefore less easy to build ownership around; (iv) PSC members were in many cases previously acquainted, while there were few existing personal relationships between NSC members; and (v) national ministries are arguably more focused on their own agenda and less inclined to cooperate with other ministries than are provincial agencies.

3.3. OPEN PROJECT FRAMEWORK

Following the model of the TICW Project in Yunnan province, the project adopted an open-ended approach to the design and implementation of project activities. This stands in contrast to the typical structure of UN development assistance projects, where the project document prescribes all major project activities and their budgets at the outset.

In the context of the project's logical framework – spelling out objectives, success indicators and means of verification, separate logical frameworks were developed for each of the five participating provinces. Specific project activities were embodied in Action Programmes, Mini Programmes and Special Programmes (APs, MPs and SPs respectively), which were designed and implemented on an ongoing basis by the NPO and PPOs in partnership with line ministries, mass organizations, provincial and local bureaus, and employer organizations.

Generally, APs were focused on a functional activity (such as partnering with employers to prevent trafficking), had an average duration close to a year, an average budget of about \$30,000, and were undertaken below the national level (63 of 64 APs were undertaken at the provincial level or below). MPs, as the name implies, were much smaller in scope than APs, had a short duration (many were based on one-day events), and an average budget of about \$3,500. SPs were used for seminars at both national and provincial levels. In addition to APs, MPs and SPs, some project activities, such as purchases of services from outside contractors, were funded by Service Contracts (SCs).

The JNPO played a role in developing templates for AP proposals, in order to facilitate standard approaches, strategies and monitoring plans for implementation in different pilot regions. The typical procedure for initiating an AP involved the drafting of a proposal and budget by a PPO and a local partner organization. This would then be reviewed by the Provincial Steering Committee, and if approved, submitted to ILO for final approval. Progress and financial reports were submitted every four to six months, and participatory project monitoring conducted every six months.

Based on the preliminary data reviewed by this evaluation mission¹⁴, the distribution of APs, MPs and SPs is as shown in Table 4 below. The table shows that APs accounted for the majority of spending on small programmes, at 64 per cent of the total budget, followed by SPs at 30 per cent and MPs at only 6 per cent.

¹⁴ For the period from project inception through July 2008. A few programmes were missing information such as start and end dates and budgets, and are therefore not included in some of the following analyses, but this should not materially affect the trends described here.

Table 4: Distribution of Small Programmes

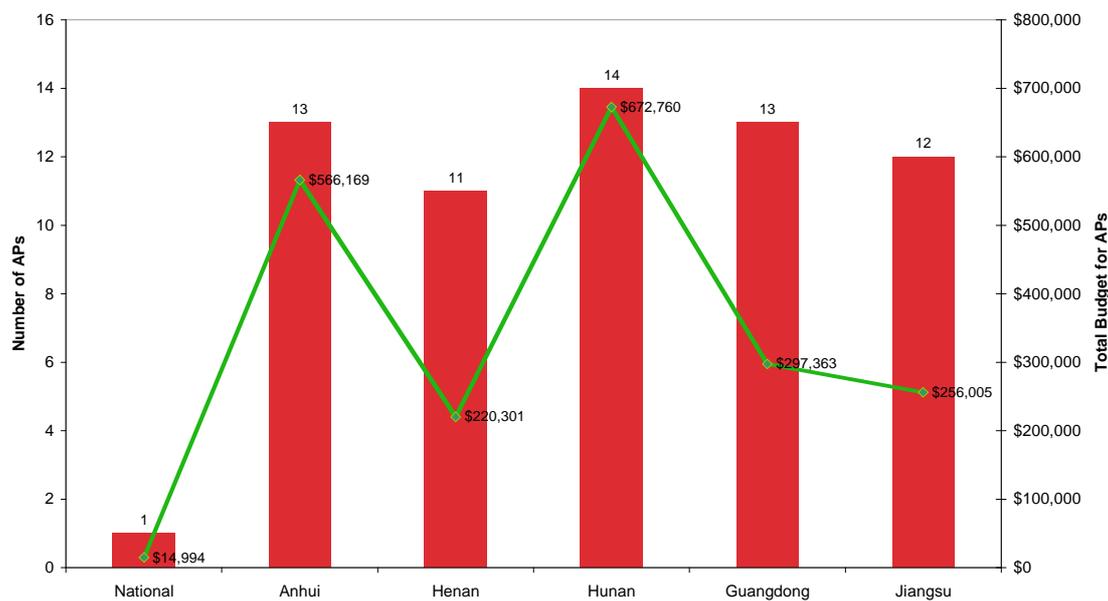
Programmes	Number	Budget
AP	64	\$2,027,592
SP	118	\$947,160
MP	50	\$178,829
Total	232	\$3,153,581

Expenditures on APs, however, were more skewed than was the number of APs, with expenditures in Hunan and Anhui running at about twice the level of the other three provinces. The general pattern is one of more intensive activities, and therefore higher spending, in sending provinces than in receiving provinces, though Henan – with the lowest spending of all five provinces – stands out as an exception to this generalization.

Figure 2 below shows the number and spending on APs by province. One AP was undertaken at the national level, with the remaining 63 distributed fairly evenly among the five project provinces. Henan sponsored the fewest APs at 11, and Hunan the most at 14.

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Figure 2: Distribution of APs by Province



Each province made a unique contribution reflecting its special circumstances. Guangdong and Hunan – two contiguous provinces in South China – provided intellectual leadership and developed many innovative new practices. The Spring Rain campaign, for example, originated in Guangdong, while beneficiary cards were pioneered in Hunan. Anhui experienced notable success in mainstreaming project activities into the work of all government departments. As an example, life skills training was successfully integrated into the provincial middle school curriculum. Jiangsu made great progress integrating migrants into urban communities. In addition to sixteen Women’s Homes established by the project in Jiangsu, municipal authorities

in Changzhou and Wuxi used their own funds to establish three more Women's Homes. The Henan PPO started out with less experience in the implementation of international projects than the other PPOs, but made up for this with great dedication and effort, conducting activities with wide grassroots outreach.

The open project framework made project management more complex. Arguably, such complexity is intrinsic to all participatory, decentralized and constantly evolving processes. Some project procedures – such as those for designing small programmes – were more formalistic than was suitable to an open, bottom-up approach. In the project's second phase, procedures were streamlined, additional staff were recruited and more intensive training was provided, all of which contributed to successful project management and serves as a lesson to be learned by a successor project.

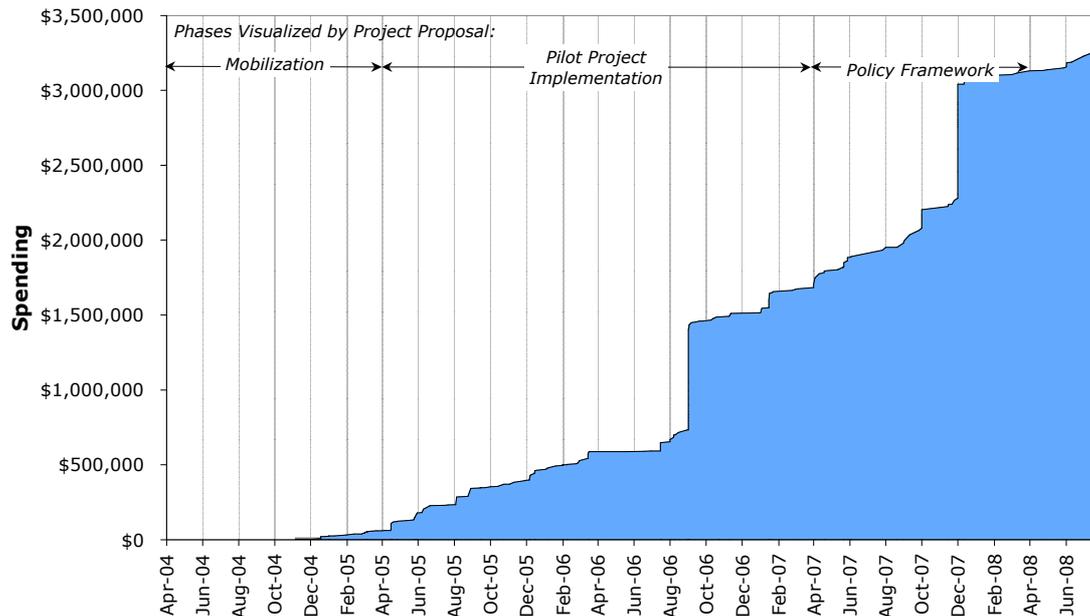
The increase in complexity notwithstanding, the open project framework has been vital to the project's success in promoting a process-based and participatory approach that encourages the full involvement of local partners. Ideas outlined in the project document were effectively adapted to local conditions and many innovative new ideas were raised in small programmes initiated at and below the provincial level. Decentralized, participatory initiatives helped create a better fit between small programmes and local needs. As such, the open project framework has contributed significantly to the relevance and sustainability of project activities.

3.4. PHASING OF ACTIVITIES

The Project Document calls for the project to "...commence with a 1-year 'mobilization'-phase during which further consultations will take place, conceptual clarity is created and data are analyzed... while a project structure is being put in place. ... Following this mobilization phase a 2-year 'pilot project implementation'-phase is expected to result in documented learning. ... The 'pilot project implementation'-phase in turn is expected to demonstrate (innovative) models for effective interventions that will result in momentum for influencing broader policy frameworks in the 4th-year of the project (the 'policy framework'-phase)."

Figure 3 below shows the spending on APs, SPs, MPs and SCs from project inception through July 2008. Note that it is based on programme start dates, not the actual disbursement of programme funds; a curve representing actual spending would be a little smoother and lag a few months behind the data plotted in Figure 3.

Figure 3: Spending on Small Programmes over Time



Small programmes kicked off slowly, starting in late 2004 and early 2005 with a trickle of MPs and SPs focused on activities like setting up provincial Steering Committees and advocacy events on International Migrants’ Day and International Women’s Day. The first few APs – to do such things as “develop and operate provincial and lower level frameworks, structures and mechanisms (including functioning staff) to prevent trafficking in girls and young women for labour exploitation” – were launched at the one year mark, in April 2005, with a second small batch focused on provincial baseline surveys following on its heels. Activity, mostly SPs and MPs, increased slowly through 2005 and the first three quarters of 2006. Hunan and Anhui set the pace launching the first direct assistance APs in March and July of 2006 respectively. This was almost a year behind the pace visualized by the project proposal.

Program restructuring took place starting in September 2006, and marked a major surge in small programmes. These had already been gestating for some time before the leadership transition. Direct assistance APs were launched in the remaining provinces, followed by participatory monitoring training, training of trainers for life skills training and the mid-term evaluation. New programmes were launched at a rapid pace in the last quarter of 2006 and through 2007. Life skills training, Women’s Homes, the Spring Rain educational campaign, and Children’s Forums developed vigorously during this period, and pioneering work to partner with enterprises began in Guangdong.

A second surge of small programme launches, mostly building on direct assistance interventions launched earlier, but also including other activities such as summarizing project good practices, took place in December 2007. In 2008, the project entered its final months. Partnering with employers was initiated in Jiangsu, but most activities focused on wrapping up existing work, for example, by developing advocacy materials and conducting this final evaluation.

While the project document expected the fourth and final year of the project to focus on developing the national trafficking prevention policy framework, in practice, work on the policy framework has been ongoing and has overlapped with direct assistance activities. This is especially true if we consider policy impact at the provincial level, where much was achieved early on.

Overall, the project got off to a slow start but effectively made up for lost time in the second half. The organizational restructuring that began in late 2006 succeeded in creating greater ownership by the PPOs and promoting the project's core values of process and participation. The commitment of additional staff resources at the national level was also very helpful in breaking bottlenecks in communication and technical support.

3.5. MONITORING AND EVALUATION

Monitoring and evaluation have been major priorities of the project from the design stage onwards. It was recognized that in addition to the management function of checking progress, monitoring could serve to empower project stakeholders by encouraging their direct participation in the monitoring process. It was also emphasized that monitoring and evaluation were essential to replication and sustainability of project activities: clear indicators of project impact would be the most compelling argument for further resource mobilization.

Monitoring at the local level was based on three tools: (i) zero and end measurement, (ii) beneficiary cards, and (iii) participatory monitoring tools. Zero and end measurement was meant to provide an overview of conditions before and after direct assistance interventions, measure changes in the risk of trafficking, and evaluate capacity development at implementing partners. Beneficiary cards were intended to measure how many girls and young women had been assisted, assess the effectiveness of interventions by evaluating vulnerability before and after, and gauge the extent to which the identified risk factors actually influence vulnerability. Participatory monitoring tools sought to gather qualitative feedback on the interventions, measure awareness and attitudes of girls and young women, and empower girls and young women to understand and act upon their own situation.

The mid-term evaluation noted the achievements of monitoring and evaluation activities as of late 2006, when direct assistance models were just getting started. It found "stronger understanding of logical-framework based planning, and an increasing capacity in monitoring and evaluation, and the documentation of learning in reporting."¹⁵ It also found some remaining challenges: beneficiary cards were not yet being used as intended, long distances between intervention sites and high mobility of migrant girls made longitudinal tracking difficult, and the causal connection between numbers of beneficiaries served and impact in terms of trafficking prevention was not always clear. The mid-term evaluation went on to recommend "a thorough participatory and consultative technical review of management procedures for future streamlining of planning, budgeting, monitoring, and reporting."¹⁶

In response to the findings of the mid-term evaluation, the project responded in three ways. First, in consultation with local personnel, strong efforts were made to simplify monitoring methodologies, translate them into concepts and idioms that local staff could relate to from their own experience, and implement tools in a more flexible manner. Second, training of PPO and local partner staff in monitoring methodologies was greatly strengthened. In fact, in the period since the mid-term evaluation, monitoring became the central focus of all capacity training activities. Finally, monitoring was included as a distinct objective in the second round of APs, and sufficient resources were allocated to reflect the time spent on monitoring.

These efforts paid off well. Simplified and more flexible monitoring tools led to more effective measurement of the impact of project interventions, particularly the action programmes.

¹⁵ CP-TING Mid-Term Evaluation, April 2007, Section V

¹⁶ *ibid*, Section VI

Monitoring capacity of provincial staff and implementing agencies was enhanced. The evaluation team heard many comments from PPO and local partner staff to the effect that a better grasp of monitoring and evaluation methodologies was one of the most valuable outcomes of their association with the project. Monitoring became an integral part and central priority in new APs.

Despite these important achievement, the problems of logistics noted by the mid-term evaluation – large distances between intervention sites, high mobility of migrant workers, and the sheer numbers of migrants – remained intractable. Although tools such as Beneficiary Cards were used more effectively in the second half of the project, the number of beneficiaries targeted was too large, tools were paper-based, and the infrastructure to analyze and act upon the collected data emerged slowly, with the result that monitoring remained challenging in practice.

4. ACHIEVEMENT OF OBJECTIVES

This section outlines the project's achievements and challenges, following the framework of "three immediate objectives and six key outputs".

4.1. KNOWLEDGE BASE, ADVOCACY, AND MOBILIZATION

Objective 1 called for *mobilizing key stakeholders* to prevent trafficking in girls and young women for labor exploitation. The two key outputs under this objective are (1) development and implementation of strategies for sound *conceptual understanding* of trafficking, and (2) identifying and addressing gaps in *research and information* relating to trafficking in girls and young women for labor exploitation.

The discussion in this sub-section is organized around four themes: (i) national ownership, (ii) mobilizing governmental partners, (iii) conceptual understanding, and (iv) knowledge base. The first two themes address the broad objective of mobilizing stakeholders, while the third and fourth address the two key outputs.

National ownership

Government authorities and the Women's Federation displayed strong ownership of project objectives and activities. This was especially true at and below the provincial level, where provincial, municipal and county government agencies provided extensive political and financial support. Provincial officials up to the level of Deputy Governor, and municipal and county officials up to the level of Deputy Mayor, participated actively in project activities and made forceful statements endorsing project objectives. The ACWF and provincial, municipal and county WFs served as committed partners and enthusiastically embraced the trafficking prevention agenda.

Local governments and Women's Federations also showed their support for the project with concrete financial commitments. The RMB 13,323,931 (US\$ 2.7 million) contributed in counterpart funding (vs. \$6 million in international assistance) represents an impressive display of national ownership. It is almost double the original target of 7 million RMB and well above the typical range of counterpart funding for UN projects in China. In addition to counterpart funding for the project, local governments have also adopted project objectives outside the project. For example, the municipal governments of Changzhou and Wuxi have set up Women's Homes – one of the project's signature direct assistance models – with their own funds (albeit with technical assistance from the project).

Several factors contributed to national ownership. Independently of project activities, migration and its negative consequences increasingly became a focus of national attention. The project had the strong backing of the ACWF, which is adept at creating common ownership of women's and children's issues and worked actively to disseminate project messages and promote project objectives among government ministries. National, provincial and local-level Steering Committees served to build ownership and foster collaboration. The project's emphasis on engaging many government departments in project activities and developing a multidimensional response to trafficking helped create a broad base of support.

Mobilizing governmental partners

Immediate Objective 1 calls for effectively mobilizing key stakeholders to prevent trafficking, and the “government at the center” approach clearly identifies government as the key stakeholder. Consistent efforts were made throughout the project to mobilize all branches of government around the trafficking prevention agenda; reflecting the strong local ownership discussed in the previous sub-section, the project was successful in this regard, especially at and below the provincial level. Good inter-departmental cooperation was observed by the evaluation mission, and was widely commented on by PPOs and their local partners.

Steering Committees at the provincial, municipal and county levels played an important and useful role in mobilizing government and media partners and promoting inter-departmental cooperation. Regular Steering Committee meetings facilitated information sharing and cooperation among government bureaus. In each of the five target provinces, a focal person was appointed with full-time responsibility for project coordination and implementation. These focal persons effectively supplemented the coordinating role of the Steering Committees. While the latter helped to mobilize resources and determine strategic priorities, focal persons created accountability and were responsible for day-to-day coordination and follow-up.

The scope of the project overlapped with that of other projects by UN agencies, bilateral aid programs and international NGOs. Good cooperation and synergy was achieved between the project and parallel efforts. For example, the Children’s Forums worked closely with Save the Children UK’s Cross Border Anti-Trafficking Project.

As noted in Section 3.2, an important factor contributing to the success of the provincial and local Steering Committees was that they built on existing mechanisms to rally support for women’s and children’s issues from all concerned branches of government. Especially at the grassroots level, Women’s Federations have close day-to-day working relationships with their colleagues in line bureaus, and these relationships were effectively leveraged by PPOs.

Project efforts to mobilize governmental stakeholders resulted in improved understanding of the labor dimension of trafficking and an effective prevention strategy. An example of this at the national level is the project’s contribution to the NPA, which addresses the broader international understanding of trafficking and the need for systematic measures to address the root causes of trafficking. At the provincial, municipal and county levels, government bureaus mainstreamed trafficking prevention into ongoing programs, as in the case of the Anhui Province Education Bureau, which included material on trafficking prevention into the standard primary and middle school curriculum.

Conceptual understanding

Enhancing conceptual understanding of trafficking for labor exploitation, and developing effective interventions by key stakeholders based on this improved understanding, was one of the two key outputs of Objective 1. In China the official term for trafficking is “*guaimai*” (拐卖), which literally means “abduction and sale”, and is conventionally understood to mean the abduction and sale of women for forced marriage and infants for adoption. This is also the definition currently adopted by Chinese criminal law, Article 240 of which defines trafficking as consisting of “abducting, kidnapping, buying, selling, transporting, or transshipping women or children for the purpose of selling the victim.”

While trafficking in women for forced marriage and infants for adoption is still an issue of concern in China, it is one facet of a larger phenomenon of trafficking. Internationally, the understanding of trafficking as embodied in the Palermo Protocol has shifted to a more

inclusive definition encompassing trafficking for purposes of sexual and labor exploitation. In the context of large-scale rural-urban migration in China, including by vulnerable groups such as girls and young women, the project's efforts to promote a broader understanding of trafficking that explicitly encompasses the labor dimension are appropriate and timely.

This broader understanding emphasizes prevention as the most effective and sustainable response to trafficking. While previous approaches focused largely on law enforcement responses to trafficking and rehabilitation of trafficking victims, the emerging international understanding seeks to address systemic risk factors in the labor migration process.

The project's activities in the area of enhancing conceptual understanding have successfully expanded the terms of the debate and brought new perspectives to bear on the subject of human trafficking. Various statements by senior officials indicate a growing acceptance of the Palermo definition of trafficking. The National Plan of Action, with input from CP-TING, reflects the need for prevention strategies as well as a multi-dimensional response to trafficking. Regional frameworks such as the Pan-Pearl River Regional Women's Development Cooperation Framework Agreement – signed by nine provinces plus Hong Kong and Macao – also demonstrate an understanding of the value of trafficking prevention strategies. Project approaches were effectively mainstreamed into government training programmes in Guangdong and into the school curriculum in Anhui. Finally, it was also clear from the many interviews and workshops in which the evaluation mission participated that government officials, Women's Federation staff and migrant women themselves had been stimulated to think and act in new ways about just what constitutes “trafficking” and what can be done to prevent it.

Although great progress has been made, not surprisingly, given the substantial divergence between the Chinese and ILO definitions of trafficking at the start of the project, some distance still remains.

Some resistance remains to the term “trafficking for labor exploitation” for linguistic and cultural reasons. With regard to “trafficking”, the current translation as *guaimai* (拐卖) may not be the most felicitous one. First, the term *guaimai* explicitly denotes “abduction and sale”, but sale is not a prerequisite for trafficking according to the Palermo definition; in fact, the available evidence from China suggests that most instances of trafficking for labor exploitation do not directly involve sale of persons. Second, and perhaps more importantly, *guaimai* strongly connotes trafficking and sale of women for forced marriage and children for adoption, i.e., the conventional understanding of trafficking in China. Fortunately, there are several alternative translations that are available in the standard lexicon and do not have the undesirable denotations and connotations of *guaimai*. One well-informed respondent suggested the term *guaipian* (拐骗), “to abduct and deceive”; another alternative is *guaidai* (拐带), to “abduct and transport”.¹⁷

With regard to “labor exploitation” (*laodong boxue* 劳动剥削), in China this too is a phrase with considerable historical baggage. Karl Marx argued that labor exploitation is fundamental to capitalism and would be abolished under socialism. Although today the term “exploitation” (*boxue*) has popular currency in China, on a doctrinal level it creates difficulties for a professedly socialist government. Most PPO representatives and government officials the evaluation team spoke to indicated some degree of discomfort with the term. As a rough generalization, inland, sending provinces – which may be more doctrinally conservative – were

¹⁷ In Taiwan province, human trafficking is generally translated as “*renkou guaidai*” (人口拐带). See the online dictionary of Chinese usage in Taiwan at <<http://140.111.34.46/newDict/dict/index.html>>.

more uncomfortable with the term than were coastal, receiving provinces. Nevertheless, the evaluation team was informed that the level of acceptance had increased everywhere over time.

Difficulties with terms like “trafficking” and “labor exploitation” reflected cultural and linguistic differences. It was reported that in practice, PPOs and local partners generally replaced the label “preventing trafficking for labor exploitation” with the label “promoting safe migration”, but many government officials and Women’s Federation representatives interviewed by the evaluation team indicated that there was good support for the underlying substantive issues addressed by the Palermo Protocol.

Knowledge base

Identifying and addressing gaps in research and information relating to trafficking in girls and young women for labor exploitation comprises Output 1.2, the second major output under Objective 1. Clearly, the more government and other stakeholders know about the incidence of and risk factors for trafficking, the more effective can be the strategies they design to prevent it. At the same time, it should also be acknowledged that trafficking is a socially complex and politically sensitive subject, and even in developed countries strongly committed to collecting and analyzing data on trafficking, the statistical picture is less than complete. As such, it would be unrealistic to expect definitive data on trafficking in China to emerge from the project.

The project’s data collection and analysis activities consisted primarily of (i) quantitative and qualitative surveys, and (ii) an analysis of media reports on trafficking. The project also improved its knowledge base through secondary data sources (media, government and NGO reports), which improved considerably over the course of the project. Other activities under this output focused on disseminating this data and project experiences through special meetings, Steering Committees and the project website.

Quantitative and qualitative surveys

Quantitative baseline surveys were conducted in 8,700 households in the five project provinces starting in January 2005 and continuing through the early part of the year. These surveys examined the extent to which girls and young women were at risk of trafficking. Data was disaggregated by age and sex for 10-24 year old girls and young women. Parallel qualitative studies were undertaken in each of the five pilot provinces starting in mid 2006. The qualitative surveys sought the views of migrant girls on the labor migration process. Survey results were used primarily as inputs into the design of project interventions and were in some cases cited in advocacy materials. Government sensitivity was a factor limiting wider public dissemination of survey results.

Data from the quantitative surveys have some important limitations. Sample size was too small for the results to be statistically valid. Political sensitivities limited the kinds of questions that could be asked. The fact that the surveys were carried out by government or government-sponsored institutions may have influenced responses to some questions, for example, those pertaining to the quality of government services. Nevertheless, survey data do provide some new and useful information on trafficking risk factors and magnitude.

Some of the key findings of the surveys include the following:

- Confirming an important hypothesis in project design, males were more likely than females to receive skills training, and their training was usually longer.
- Some 91 per cent of all respondents first migrated between the ages of 15 and 20. Of these, almost half migrated between the ages of 15 and 17.

- Making more money was the migration motive cited by 53 per cent of respondents.
- Approximately two-thirds of migrants found their jobs through friends and family, with another one-sixth to a third (depending on province) finding jobs by themselves. Media and labor market agencies together were responsible for 10-12 per cent of all jobs found. (Other data based on small samples from local baseline surveys found that in some sending provinces, less than one per cent of migrants found employment with government assistance and only two per cent used a labor market agency.)
- Female migrants seldom turn to government for support before or after they migrate; in fact, most have had no contact at all with government organizations. In Hunan, 68 per cent of the quantitative sample had never had any contact with government. This and the previous point tend to cast doubt on the design assumption that government employment agencies can make a major contribution to reducing trafficking risks.
- Migrants say they need employment information, followed by legal advice and skills training; social services such as education, medical services and housing do not figure among their priorities.
- A significant number of migrants reported rights violations during the migration process. For example, one third of Henan return migrants experienced some elements of coercion, deception, violence, debt bondage or the withholding of ID cards, potentially making them victims of trafficking.
- Poor working conditions were quite common. For example, among return migrants from Anhui, 30 per cent reported excessive working hours, 16 per cent reported restrictions on their freedom to leave factory premises after hours and 10 per cent reported withheld ID cards.
- Wages were low, often below the statutory minimum, and often delayed or arbitrarily withheld. In the Anhui sample, 21 per cent reported delayed wages and 7 per cent reported arbitrary wage deductions.

Media analysis

An analysis of references to trafficking in the Chinese print media was undertaken on behalf of the project by a consultant affiliated with the Institute of Journalism and Communication of the Chinese Academy of Social Sciences. A preliminary draft of the findings was available to the evaluation team.

All issues between 1 January 2006 and 31 December 2007 of 42 major national and provincial newspapers were searched through a digital database for key words that included any elements of trafficking as defined by the Palermo Protocol, and the 804 references thus found were then subject to further analysis. Some 23,606 victims were reported. Of these, 61.6 per cent were female and 29.5 per cent were male, while 95 per cent were under age 24. About 50 per cent of cases occurred during migration. Fraud and deception (36.9%) and abduction (26.0%) were the principal means by which victims were trafficked. Of the forms of exploitation experienced, sexual exploitation (206 of 804 reports, or 26%) and forced labor (193 of 804 reports, or 24%) were the most common.

Like the qualitative and quantitative surveys, the media analysis provides interesting and helpful evidence of the trafficking situation in China. It also provides insight into the depiction of trafficking in print media. To the extent that this reflects public opinion, it serves as a fruitful basis for developing recommendations on trafficking prevention for policymakers. The picture the media analysis paints is an impressionistic one that suggests useful hypotheses for future quantitative research. However, it would be difficult to extrapolate from this data to arrive at meaningful measures of risk factors for or the incidence of trafficking in China during the study period.

4.2. DIRECT ASSISTANCE MODELS

Objective 2 called for the development and implementation of community-owned direct assistance models to prevent trafficking. The two key outputs under this objective are first, implementation, monitoring and documentation of direct assistance models in sending provinces, and second, the same for receiving provinces.

The process-based approach of CP-TING's design called for the creation of an enabling environment in the first year of the project, setting the stage for the development of direct assistance models in the second and third years, with these models in turn creating momentum for influencing policy frameworks in the fourth and final year. Because of delays due to project reorganization, most direct assistance activities only began in September 2006, with some activities, such as partnering with enterprises in Jiangsu, starting as late as September 2007. Interventions took place in both sending and receiving provinces, with sending provinces generally getting an earlier start.

The purpose of direct assistance activities was to raise awareness of trafficking risks among potential migrants and to give them the tools to overcome these risks. Five direct assistance models were developed, namely, (i) Children's Forums, (ii) Spring Rain, (iii) Women's Homes, (iv) life skills training, and (v) partnering with enterprises. The first two of these models – Children's Forums and Spring Rain – spanned both sending and receiving provinces and were driven by specific events. The next three models involved building ongoing institutions. Women's Homes were established in both sending and receiving provinces, life skills training was implemented in sending provinces and collaboration with enterprises took place in receiving provinces. These five models are discussed in more detail below.

Children's Forums

Children's Forums consisted of a series of meetings between children and government officials. Their objective was to "give voice" to children at risk of being trafficked, and provide a platform for dialogue with decision makers on policy areas important to children and youth. These policy areas include migration and left-behind children, education, domestic violence, decent work, gender, and children's rights. Forums were held at multiple levels: county, provincial, national and regional.

A variety of preparatory activities including song, dance, theatrical and essay-writing performances and competitions fed into Forums held at the county and municipal levels. These grassroots Forums elected child representatives and made recommendations to provincial Forums in Henan, Anhui, Hunan, Guangdong, Jiangsu, Yunnan, Guangxi and Xinjiang. Provincial Forums in turn chose thirty-eight child representatives, aged 13-17, to participate in the national Forum, held in Beijing in July 2007. Finally, five delegates from the National Forum represented China at the Mekong Youth Forum in September 2007 in Thailand.

Achievements

Children's Forums were highly successful in promoting a number of project-related objectives, notably in the following five areas. They:

- (i) *Gave voice to children.* Forum-related activities developed skills, promoted team work, and helped children understand that they can make a difference. The main output of the Children's Forum was the statement "We do not need to wait until we grow up to change the world" in which children listed recommendations for decision-makers' attention.

- (ii) *Served as a powerful advocacy tool that had broad impact.* 21,246 children participated directly in Forum-related activities, and hundreds of thousands more learned about the Forum through peers. Media coverage resulted in some three thousand news reports, viewed by millions of people throughout China.
- (iii) *Exposed government officials from 13 government ministries and agencies to the issue of trafficking prevention.* Through their participation in the Forums, senior local, provincial and national government officials were able to listen to the opinions of children on trafficking prevention issues and understand these issues in a new, more empathetic light.
- (iv) *Promoted local ownership.* Children's Forums leveraged substantial local financial contributions.
- (v) *Linked with parallel activities of other international organizations.* Save the Children, World Vision, UNICEF, IOM, UNIAP and the COMMIT process linked to the Children's Forums or provided support.

These noteworthy achievements required a significant input of time and energy from Women's Federation and project staff, as well as substantial budgetary support. The success of the Forums also depended in part on the broader framework of COMMIT process. It appears unlikely that additional Children's Forums will be organized after the project concludes. However, it is to be hoped that the broader concept of listening to children's voice can be practiced in the design and implementation of other initiatives and policies targeted at vulnerable groups.

Spring Rain

The Spring Rain campaign employed a comprehensive communication strategy and mobilized volunteers to provide information to girls and young women migrating from their places of employment in receiving provinces to their homes in sending provinces and back during Chinese Spring Festival in 2007. The principal objective of the campaign was to promote safe migration for decent work among young female migrants through the development of an effective information dissemination campaign on the railway network. Migrants and railway staff were targeted with a range of materials to raise their awareness of the threat of trafficking and measures that could be taken to reduce it.

Between 26 February and 8 March 2007, the Spring Rain campaign was held in 22 bus and train stations across five provinces. Though the range and scale varied, most of the sites carried out some combination of the following activities:

- *Projecting campaign messages:* The Spring Rain campaign was based around the theme of "Trafficking Prevention and Safe Migration".
- *Disseminating publicity materials:* To ensure that Spring Rain materials were retained, they were designed to be functional – e.g. playing cards, bags, calendars, fans, etc.
- *Mobilizing key campaign partners:* Young female volunteers provided information, public officials answered questions, railway staff handed out publicity materials, local leaders showed support and provincial media publicized the campaign.

Achievements

The Spring Rain Campaign resulted in several important achievements¹⁸. It:

1. *Achieved vast outreach.* Comprehensive data are not available, but it is estimated that several hundred thousand people were exposed to the campaign.
2. *Developed informative and user-friendly publicity materials.* The innovative playing cards, bags, calendars, etc., developed for the Spring Rain campaign spread throughout China and have even been seen in Southeast Asia.
3. *Led to a clearer understanding of the needs of migrant women.* Feedback from volunteers on migrant queries served to supplement and confirm survey results undertaken as part of knowledge base activities.
4. *Linked young female migrants with decent work opportunities.* Job fairs held in conjunction with the campaign linked many migrant women with decent work.
5. *Mainstreamed anti-trafficking messages into government work.* Local authorities took the lead in organizing the Rain campaign.
6. *Facilitated collaboration with the Ministry of Railways.* Railways staff participated actively in the campaign and the Ministry expressed its support.
7. *Generated considerable media interest.* The scale of the events and presence of local leaders attracted major media attention in all five provinces.
8. *Promoted linkages between sending and receiving provinces.* The campaign fostered inter-provincial cooperation and learning.

Spring Rain was only replicated on a small scale – primarily in Guangdong – in 2008. Like the Children’s Forums, for all its strong points Spring Rain was resource-intensive and event-driven. Lacking the external impetus of the project, the prospects for direct replication are uncertain.

Life skills training

Life-skills training sought to minimize trafficking risks by preparing 13-15 year old teenagers for the personal and social challenges of city life, and more broadly, for the challenges of the adolescent transition. Life-skills training was implemented in rural middle school schools in sending provinces. In Hunan province, it was also introduced into vocational school training. The program also served as the basis for training in Women’s Homes, and has been used experimentally in some pilot urban schools in receiving provinces.

Life skills training addressed a number of related needs. First, it was a means of equipping middle school students with the skills necessary to succeed in the urban labor market. Second, it imparted personal skills with a broad relevance to enhancing social adjustment. Third, by making school more interesting and relevant, it sought to reduce dropout rates, which are especially high for girls. Fourth, by promoting concepts of gender equality and emphasizing the importance of girls going on to high school, it may have made an additional contribution to keeping girls in school.

¹⁸ See <<http://www.preventtraffickingchina.org/upload/00006.pdf>>, “A Summary of the Spring Rain Campaign 2007”

A teachers' manual and accompanying student's handbook entitled "Crossroads" were prepared. A "training of trainers" approach was adopted to prepare teachers, with about thirty master trainers receiving initial training and then going on to train the second cohort, which in turn went on to train the third, etc., in a cascading sequence.

Achievements

Life skills training:

1. *Was groundbreaking in its context.* For the communities in question, life skills training, with its emphasis on games, group discussions and creative assignments, was the first exposure to participatory pedagogical methods.
2. *Was enthusiastically received by students.* Many reported that life skills training was their favorite class. As there were no right or wrong answers, students engaged with the educational process and acquired confidence in their own abilities.
3. *Was welcomed by teachers.* They reported that they were beginning to use the participatory method in other classes because it helped to hold students' attention and enliven the classroom atmosphere.
4. *Achieved broad reach.* More than 48,000 students in middle schools in Henan, Anhui and Hunan, and another 2,000 students in vocational schools in Hunan, were exposed to the curriculum.
5. *Implemented a well designed and carefully executed training of trainers program.* Outside experts were brought in to advise on the program, and their input was widely appreciated.
6. *Mainstreamed life-skills training into the middle school curriculum.* Safety education has been successfully mainstreamed into the provincial middle school curriculum in Anhui. A textbook entitled *Safety Knowledge*, consisting of sixteen lectures, including one on trafficking prevention, was developed by the Provincial Education Bureau in 2005 and put into use in all primary and middle schools in Anhui province in 2006.

Some challenges were experienced during implementation. The curriculum took longer to develop than was expected at the outset. The training of trainers, in particular, proved to require more time and effort than was originally visualized. Some loss of information was reported in the transmission from one cohort of trainers to the next. Class size in many rural middle schools is often 60-80 students, which is too large for genuinely participatory education. Class rooms are too small for games and interactive activities.

There is a perception that time given to life skills training takes away from the academic curriculum. Even though many children in rural areas do not go on to high school, let alone college, the educational system remains strongly oriented towards preparing students for high school and college entrance exams. This may in part explain the limited progress in obtaining support at the provincial and national levels for mainstreaming life skills training into the regular curriculum.

Internationally, there is an increasing emphasis on basic financial management skills in life skills training for teenagers. This is highly relevant to the project's target population of young female migrants, whose primary motivation to migrate is to make more money and remit their savings home. The CP-TING life skills curriculum touches on this subject, but there is potential for further development of financial management skills in future.

Overall, the life skills training program stands out as a major achievement of the CP-TING project. Together with Women's Homes, it was the most ambitious and complex of all the project's direct assistance models. Despite challenges, life skills training was implemented successfully. Outreach was broad, but more importantly, impact was deep, because student beneficiaries were immersed in an extended learning process. Replication and sustainability can be looked forward to in the longer term, but further efforts by successor projects are likely to be necessary for this to occur.

Women's Homes

Women's Homes are intended as a community platform on which information, training and referral services are provided to women and girls in rural areas and migrant women in urban areas. They also serve as venues where women and girls can meet for recreation and as catalysts for the formation of peer to peer networks. Finally, through the Beneficiary Cards and related monitoring tools, Women's Homes provided a means for the project to measure the trafficking risk of and ensure the safety of potential and actual migrants.

Women's Homes were conceived as nodes in a network, with the Homes linking to and sharing resources with each other, referring women and girls to government services such as employment agencies, vocational training institutions, medical services and legal assistance, and finally, helping women and girls to link with and support each other.

The model of Women's Homes as women's community centers has existed in China for a number of years. The TICW Project first applied it specifically to migrant women, and, starting in September 2006, the CP-TING project developed it further. There are presently 114 Women's Homes, located in both sending and receiving provinces. Of these, ten were set up by employers inside factories. Three Women's Homes were set up in Jiangsu on the initiative of the local authorities, without financial support from the Project. The remaining 111 were funded directly by the project.

In the sending provinces, Women's Homes are situated at the village level, in premises provided by the Village Committees. In the receiving provinces, they are located in urban areas, usually in buildings belonging to the Neighborhood Committee. Each Women's Home is supervised by a representative of the Village or Neighborhood Committee, who in turn is assisted by five to ten volunteers. In receiving provinces, many Women's Homes have designated "Big Sisters", migrant girls with leadership qualities and the willingness to mentor and assist their peers.

Achievements

Women's Homes emerge as the project's most innovative and distinctive direct assistance model. While the underlying model of a community center for a special interest group is well proven, it had not previously been adapted to the needs of rural and migrant women in China. The model:

1. *Served as a point of convergence for multiple interventions.* Life skills training and partnering with enterprises both successfully leveraged Women's Homes as a platform for the delivery of services, but the potential does not stop here.
2. *Provided portable access to vital networks of information, government services and peers.* Women and girls are often disadvantaged in their access to these resources even in their home communities, and often lose what access they had when they migrate. Women's Homes build these networks and put them at the disposal of migrant women.

3. *Created strong local ownership.* PPOs and local partners uniformly rated Women's Homes as the direct assistance model they were most proud of. In Jiangsu, the municipalities of Changzhou and Wuxi set up three Women's Homes with their own funds (and technical assistance from the project).
4. *Promoted linkages between sending and receiving provinces.* While Women's Homes did not always succeed in creating these linkages in practice, in principle they remain a vehicle for doing so.
5. *Achieved wide outreach.* 114 homes served a total of 20,461 direct beneficiaries.

The Women's Home model is a broad and ambitious one. As such, although achievements were very substantial, many challenges remain. Managers of Women's Homes were extremely busy with other responsibilities and had little time to devote to the Homes. Events were held infrequently and attendance was often sparse. Hours of operation were limited and often not convenient for busy migrant women. Homes were typically located in one room of an imposing government office, often shared with other functions, with the result that less advantaged segments of the target community may have found the location intimidating. The number of homes was huge, but not all Homes were fully functional. Homes served a more compelling purpose in cities in receiving provinces than they did in villages in sending provinces. Given the challenge of getting a complex service and network based model up and running in a short time, limitations are to be expected and do not detract from the considerable progress made.

Partnering with employers

The project worked closely with employer organizations in the two receiving provinces of Guangdong and Jiangsu. In both cases, the provincial Women Entrepreneurs' Association, affiliated with the Women's Federation, served as partner. Activities began in Guangdong in December 2005, and in Jiangsu in September 2007.

The immediate objective of this intervention was to sponsor training workshops and develop informational materials on trafficking prevention and labor rights for women entrepreneurs and their women employees. The broader and more significant objective of the intervention was to promote a tripartite public-private partnership between employers, employees and local government, and to demonstrate that working together was in the interest of all.

In Guangdong, training workshops were organized to commemorate International Migrant's Day and International Labor Day. A series of workshops with the theme "Build a Harmonious Enterprise, Be a Model Corporate Citizen" were held in eight major cities in the Pearl River delta and attended by some 1,300 women entrepreneurs. Topics addressed by these workshops included trafficking prevention, gender equality, labor law and corporate social responsibility.

In 2005, the Association printed a handbook in two volumes entitled *Essential Information for Women Entrepreneurs*, discussing the international definition of trafficking and the role of employers in combating trafficking. It also published a parallel handbook for migrant women workers, entitled *Important Information for Migrant Women Workers*, covering discusses workers' rights, trafficking prevention and how to respond to exploitative situations. It, together with informational leaflets, was distributed in workplaces and job recruitment fairs.

Association chapters in major cities in Guangdong province partnered with municipal Labor Bureaus to sponsor job fairs where migrant women workers could find decent employment. Ten Women's Homes were set up by employers inside their factories.

Achievements

Activities under this intervention were relatively straightforward but nevertheless served to illustrate the broader significance of employer-employee-government partnerships in trafficking prevention work. The intervention:

1. *Demonstrated the potential for win-win relationships between employers and employees.* Although this is now changing, the dominant business model in Guangdong and Jiangsu was based on exports of labor-intensive manufactured goods, with cheap labor as the primary source of competitive advantage. Activities under this intervention helped to show employers that a labor-friendly workplace could also be a powerful source of competitive advantage.
2. *Brought an important stakeholder on board.* The project has consistently emphasized the importance of linking the supply and demand for migrant labor. Women Entrepreneurs' Associations brought the demand side – the private sector – into project activities in a meaningful way.
3. *Achieved wide outreach.* In Guangdong alone, the Women Entrepreneurs' Association has more than 4,300 members, representing every sector of the economy and region of the province. It was reported that some 18,000 migrant workers participated in the Association's activities.

Project activities took important steps towards exploring the scope for establishing partnerships between employers and employees to prevent trafficking in China.

4.3. POLICY AND INSTITUTIONAL FRAMEWORK

Objective 3 of the project document calls for strengthening national and sub-national policy frameworks and implementation capacity to prevent trafficking in girls and young women for labor exploitation. The two key outputs under this objective are first, improving policy frameworks at and below the provincial level, and second, the same at the national level.

The project period saw migration emerge as a major issue on the national agenda; it was recognized as a key development strategy in 2006. While some migration-related issues have yet to be fully addressed, many important legal and policy initiatives have been introduced over the last four years. Legislation was passed to guarantee legal protections for migrant workers (Employment Promotion Law, Labor Contract Law and ILO Convention 111 on Non-Discrimination) and extend access to education (amended Compulsory Education Law).

Policies relating to trafficking constitute an important subset of legislation relating to migration. Government has taken the initiative in developing and promulgating these policies, and credit for this must of course go first to government. However, the CP-TING project has played an active role in including the international definition of trafficking in the policy debate and has made constructive and well documented input into specific legislation at the national, provincial and local levels.

Policy impact at the provincial level

Project activities exerted noteworthy influence on policy at and below the provincial level. Whereas at the national level the JNPO could only advise at a distance, at the provincial level PPOs were able to participate directly in the policy formulation process. The PSCs served as effective mechanisms for integrating trafficking prevention into policies drafted by the provincial government and provincial government departments.

There were significant policy developments in each province, and CP-TING made direct contributions to many of them. The following paragraphs highlight important legislation by provincial governments.

Interregional

- *The Pan-Pearl River Regional Women’s Development and Cooperation Framework Agreement.* Trafficking in women and children was a central component of this inter-provincial agreement between nine provinces and areas in the Pearl River Delta. The Guangdong and Hunan Women’s Federation, assisted by the PPOs in these two provinces, played an active part in planning and implementing the agreement.

Guangdong

As the province with the longest history of migration and by far the largest migrant population, Guangdong was a leader in promoting progressive legislation to promote migrant rights and prevent trafficking. Notable examples include:

- “Implementing Opinion on Resolving Problems of Migrant Workers” by the Guangdong Provincial People’s Government, called for action against child labor and to improve migrant labor conditions, and compulsory education for children of migrant workers. The Guangdong Women’s Federation actively participated in the drafting and implementation of the Opinion.
- “Opinion on Improving Work on Protecting the Rights of Migrant Women and Children” by the Guangdong Working Committee on Children and Women, mandated Party Committees and government at all levels to further strengthen leadership on protecting the rights and interests of migrant women and children. The Guangdong PPO provided core information on trafficking prevention and on the situation of women at risk of being trafficked in Guangdong province.
- “Implementation Provisions in Guangdong Province on the Law of the People’s Republic of China on Protection of Women’s Rights and Interests” clarified the personal, labor and educational rights of migrant women and children. The Guangdong PPO participated in drafting the Provisions, and developed related direct assistance and referral services through the project.

Jiangsu

Jiangsu is at the forefront of efforts to fully integrate rural migrant workers and their families into their new urban host communities. Major provincial legislation includes:

- “Provisions of Jiangsu Province on Protection of Migrant Worker’s Rights and Interests” promoted female migrant worker’s rights migrant children’s education. The Jiangsu PPO made effective use of PSC meetings to influence the drafting of this policy by the provincial Labor Bureau, one of the members of the PSC.
- “Implementation Provisions in Jiangsu Province on the Law of the People’s Republic of China on Protection of Women’s Rights and Interests” paralleled the Provisions in Guangdong and stipulated that migrant girls must receive compulsory education. The Jiangsu PPO provided reference materials and participated in drafting the provision.

Hunan

The Hunan PPO provided intellectual leadership to sending provinces and had an especially direct impact on provincial policy in the following case:

- “Hunan Province Trafficking Prevention Action Plan, 2008-2012”, explicitly makes reference to trafficking for labor exploitation and develops a clear mechanism and division of labor between government departments for trafficking prevention work. The plan was drafted by a team from Hunan Women’s University commissioned by the project.

Anhui

The Anhui PPO was notable for its success in mainstreaming project objectives and activities into the work of other departments of provincial government, as shown especially by the first of the examples below:

- “Safety Education Manual for Primary and Middle Schools”, developed by the Anhui Province Educational Bureau, includes a chapter specifically on trafficking prevention. The Anhui PPO worked closely with the Educational Bureau in developing this chapter. Anhui was the only province where trafficking prevention has already been mainstreamed into the standard curriculum.
- “Implementation Provisions in Anhui Province on the Law of the People’s Republic of China on Protection of Women’s Rights and Interests” emphasized that it was the responsibility of government at all levels to ensure children’s enrollment in primary and middle school and assist in rescuing trafficked women. The Anhui PPO was actively involved in developing the legislation.
- “Notice on Implementation of Special Action to Maintain Order in the Job Market” took action against trafficking in women and children under the guise of job referrals. The Anhui PPO cooperated closely with the Provincial Labor and Social Security Bureau on this Notice.

Henan

- “Implementation Opinion of the Henan Provincial People’s Government on Solving the Problem of Migrant Rural Workers”
- “Opinion of the Office of the Provincial Joint Conference on Migrant Rural Workers on the Assignment of Tasks for Implementing Ten Practical Matters”

These policies promoted a favorable environment in the province for trafficking prevention work, and were developed with cooperation from the Provincial Women’s Federation and PPO.

This review of provincial legislation represents a small selection from a larger list. Policies on which specific information on project contributions was unavailable, policies and work-plans developed by provincial government departments (as opposed to the provincial government itself) and policies at the municipal and county levels, have been omitted. However, such grassroots level policies are often highly concrete and likely to have rapid impact, so they are by no means insignificant.

Policy impact at the national level

At the national level, the project's primary policy impact lies in its contribution to the development of the National Plan of Action on Combating Trafficking in Women and Children (NPA), which went into effect on 1 January 2008. The JNPO provided detailed comments on four successive drafts. While the final version does not adopt the international definition of trafficking for labor exploitation as embodied in the Palermo Protocol, Part 4 of the NPA on "Operational Measures and Division of Responsibilities", makes clear reference to the importance of prevention strategies to address systemic causes of trafficking. In this, it appears to reflect input by the project.

Prevention strategies discussed include education and skills training, awareness raising and information dissemination, effective regulation of labor recruitment agencies, and improved coordination between sending and receiving provinces. Core CP-TING values of participation, community-based action and gender equality are also clearly emphasized. Government's previous focus was on combating trafficking as a crime, not on addressing trafficking as a social issue. The NPA represents a big step forward in mainstreaming trafficking *prevention* into the national legal framework.

The CP-TING project also worked closely with government in activities relating to the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT), a regional process between six Mekong governments to cooperate in building a sustainable system of sub-regional cooperation against trafficking. In China, the project took the lead on the prevention activities under the COMMIT Sub-regional Plan of Action.

Although not an explicit focus of the CP-TING project, the Ministry of Foreign Affairs is working closely with UNIAP on China's accession to the Palermo Protocol on Human Trafficking, and there are high expectations that China will ratify the Palermo Protocol in 2009. This would signify a watershed in official policy towards human trafficking in China. Project activities may be credited with indirectly contributing to this outcome by building public and government awareness of the labor dimension of human trafficking.

Overall, the project has made a highly constructive contribution to the development of policy on human trafficking in China. Policy impact at and below the provincial was very worthy of recognition, and impact at the national level was also substantial.

Capacity building

Strengthening the capacity of the staff of the Women's Federation and key implementing partners has been an important focus of the project. During site visits and interviews by the evaluation team, many representatives of the Women's Federation and partner organizations remarked that capacity built in their organizations as a result of project activities was one of the more – if not *the most* – significant achievements of the project. A leading member of the Women's Federation went so far as to state that of all the many international projects that the ACWF had participated in, none had built as much project management capacity as had CP-TING. These comments are clearly a strong testament to the project's achievements in this area.

Capacity has been built at all levels, but especially at the provincial level and below. Intensive training activities were conducted for PPOs and local partners throughout the course of the project. Much learning also took place by doing, in the course of implementing project activities. This combination of theory and practice has resulted in a better understanding of the design, management, monitoring and evaluation of development projects.

While many specific skills were acquired, the increased awareness of outcome-based project management may well represent a more fundamental and lasting impact. As a mass mobilization organization, the Women's Federation has a long and successful track record of organizing activities which achieve massive outreach. Indeed, this has also been a characteristic of the CP-TING project. Project methodologies have built on this traditional Women's Federation strength to emphasize that in addition to how many people are exposed to a message, it is also relevant to ask how their behavior has changed as a result of this exposure.

Underlying the success of capacity building efforts has been the project's process-based and participatory approaches, and the strong ownership that these have enabled. While much good work was done in the first project phase, measures taken after project restructuring to integrate PPOs into the Women's Federation structure and indigenize project tools (see the discussion in sub-section 3.1 Management Structure) served to greatly enhance the active engagement of PPO and partner staff in project training and management activities.

5. PROGRESS RELATIVE TO THE MID-TERM EVALUATION

In November 2006 a mid-term evaluation was conducted by an external evaluation team consisting of Michael Midling, international consultant, and Zhou Shengkun, national consultant. The evaluation took place at a critical juncture in the project, at the cusp between the first and second phases. Consensus was achieved by project stakeholders on its findings and recommendations. As such the mid-term evaluation serves as a useful benchmark against which to evaluate progress in the project's second phase.

The mid-term observed that the project had demonstrated good overall progress in its first phase, and made several recommendations on issues of communication and coordination, project management, awareness raising and education, research, direct assistance, technical backstopping and policy impacts. Progress against eleven key recommendations of the mid-term evaluation are reviewed below.

Improve communications between the JNPO and PPOs

As discussed in Section 3.1 Management Structure, coordination between the JNPO and the PPOs was somewhat lacking in the first phase. The mid-term recommended that communications between the national and provincial offices be strengthened, that these take place in Chinese to the extent possible, and that national managers proactively integrate the comments of provincial and local implementers into the planning process.

All these recommendations have been implemented with outstanding success in the second phase. Provincial Project Assistants were integrated into the structure of the provincial Women's Federations, PPCs and PPOs were empowered to use their local knowledge and initiative, communications took place in Chinese under a new CTA fluent in the language, and two new Project Officers in the JNPO kept in close touch with PPOs and local implementing partners. The strong *esprit de corps* that was established served to enable the project's achievements in its final two years.

Improve cooperation with international partners

The mid-term evaluation noted that despite several instances of good collaboration between the project and international partners, there was scope for the project to take a lead role in sharing information among parties working on issues of migration, protection of women workers, and the prevention of trafficking. Specifically, the project should provide organizational support for COMMIT, a cross-border anti-trafficking policy initiative of six governments, including China.

Responding to this recommendation of the mid-term, project management worked to effect closer engagement with UNIAP, UNICEF and Save the Children UK. It participated in the Fifth Senior Officials Meeting and the Second Inter-Ministerial Meeting of the COMMIT process held in Beijing in December 2007. Nevertheless, there may have been further scope for sharing information and experience with relevant international partners.

Streamline management procedures

The mid-term review noted excellent project documentation but recommended "...a thorough participatory and consultative technical review of management procedures for future streamlining of planning, budgeting, monitoring, and reporting."

This streamlining became a major objective of project management in the second phase, as discussed in Sections 3.1 and 3.5. Several rounds of discussion between the JNPO, PPOs and local implementing partners resulted in considerable progress with developing management procedures that were more flexible but maintained the integrity of ILO-IPEC and DfID requirements. PPOs indicated that while they hoped for even greater streamlining, they found the revised procedures to be much less complex and time-consuming than was previously the case. Streamlined procedures facilitated the expeditious implementation of direct assistance APs, which had fallen behind schedule, promoted better understanding and wider use of monitoring tools by PPOs and local partners, to which there had been initial resistance, and resulted in better cooperation between ILO and its national partner, ACWF, which had been strained by these procedural issues.

Extend life skills training to all project provinces

The mid-term review recommended that the life skills training program implemented in sending provinces be “expanded to all of the areas covered by CP-TING and similar projects” through training of trainers and partnerships with education bureaus and teacher training colleges. There are large numbers of migrant children in urban areas, and they clearly have a need for exactly what the life skills training curriculum is designed to teach.

Subsequent to the mid-term review, life skills training was introduced to a limited number of urban schools catering primarily to migrant children and to Women’s Homes in urban areas. The response was very favorable. However, the project did not succeed in expanding the program throughout all receiving provinces, or to similar projects.

Two major factors contributed to the lack of more widespread dissemination in receiving provinces. First, the task of delivering life-skills training to more than 48,000 students in 62 schools in sending provinces already taxed project staff and resources severely. In particular, the training of trainers component of life skills training, while generally well received, was reported to result in some loss of information in the cascade from master trainers down to local teachers, and would likely have experienced further stress if it had to be scaled up to include large numbers of urban teachers. Second, the Chinese educational system is strongly geared towards preparing students for high school and college entrance examinations, with the result that subjects such as life skills training are seen as detracting from the rigor of the standard academic curriculum. Resistance to perceived dilution of the curriculum is higher in urban areas, where greater numbers of students go on to high school and college.

Thus, while some progress was made in implementing this recommendation of the mid-term evaluation, much more can be done, and it is to be hoped that a successor project will continue to build on the preliminary results achieved by CP-TING in this area.

Disseminate existing research

The mid-term noted the contributions of project research in some areas and the difficulty of conducting much further work given limited resources and time remaining in the project cycle. However, it recommended “...the dissemination of existing qualitative and quantitative research in a format that can serve the needs of policy makers and social organizations.”

In the event, additional innovative research was in fact conducted, with the media analysis being a case in point, but research results proved difficult to disseminate publicly. One reason for this was the political sensitivity of the subject of trafficking for labor exploitation. A second reason, influenced by the first, was the fact that project research was unable to break much new ground.

The achievements and limitations of project activities in terms of building the knowledge base are discussed further in Section 6.3.

Provide more project management training for implementing partners

The mid-term pointed to "...a need for more systematic project management training for implementing partners in the areas of planning and implementation, monitoring and evaluation, and impact assessment," and suggested that this could be achieved through the use of high level study tours, training in project management, training for provincial steering committee members, and grassroots training.

Capacity building of PPO and local partner staff was a prominent aspect of project activities in the second phase. At the national level, the project organized over 50 training workshops for project staff and partners, covering management training among other areas. Manuals and toolkits were prepared, in many cases building on existing ILO/IPEC materials, but always adapted to the local context.

Make regular use of backstopping

The hectic schedule of capacity building activities kept project staff very busy as trainers, and it would have been unrealistic to seek to accomplish more in the absence of good backstopping by external experts. Anticipating this reality, the mid-term recommended more regular and long term use of local experts.

Unfortunately, the project did not enjoy great success in this regard. Local experts were too busy to participate in the project on an as-needed basis. It may also be true that in light of the rapid rise in Chinese incomes, ILO rates for local consultants are no longer very competitive. A successor project may wish to consider new ways of utilizing local experts, including longer term retainer agreements, better remuneration and leveraging the UN and ILO brands to attract volunteers.

Strengthen inter-provincial linkages

The mid-term review advocated greater participation by project provinces in regional cooperation forums and the formalization of links between labor bureaus in sending counties and receiving cities.

As discussed in more detail in Section 6.1, developing linkages between provinces has been a consistent challenge, despite the best effort of project management. Much learning took place between PPOs and partners in different provinces. Direct assistance models such as Women's Homes, Spring Rain and Children's Forums created bridges between sending and receiving provinces. Some provincial Women's Federations did participate in regional cooperation forums such as the Pan-Pearl River Regional Women's Development Cooperation Framework Agreement. But generally speaking, there was little structural impetus for interprovincial cooperation on trafficking prevention.

The mid-term review had already seen hints that formalization of links between labor bureaus in sending counties and receiving cities was not a guarantee of safe migration. This conclusion became clearer after the mid-term, and it is to the project's credit that it subsequently focused efforts elsewhere.

Strengthen the role of national and provincial steering committees

The mid-term review recommended that the role of national and provincial Steering Committees be strengthened by, among other things, more active involvement of project management.

In fact, as discussed in Section 3.2, PSCs have played a consistently strong role throughout the course of the project, with the active involvement of PPCs and PPOs. While the PSCs exceeded expectations, the same cannot be said for the NSC, which met infrequently and was relatively passive. It is doubtful that a more active role by project management in the NSC would have succeeded in revitalizing it. The structure and function of the NSC in a successor project deserves to be critically reexamined, although this evaluation has no specific recommendations in this regard.

Greater focus on policy impacts at the national level

While recognizing the substantial progress made by the project in integrating new dimensions into the concept of trafficking in China, the mid-term evaluation recommended that project management should more closely work with concerned line ministries to follow up on the NPA.

As recommended by the mid-term, the JNPO closely followed the progress of the NPA, and made detailed comments on four successive drafts. As discussed in Section 4.3, the NPA, reflecting input from the project, makes reference to the labor dimension of trafficking and to the importance of prevention strategies to address systemic causes of trafficking. The JNPO also worked closely with COMMIT, playing a major role in the prevention activities under COMMIT's Sub-regional Plan of Action, and with UNIAP on China's accession to the Palermo Protocol on Human Trafficking.

6. CONCLUSIONS AND RECOMMENDATIONS

Despite a broad scope and ambitious agenda, the project has largely achieved—and in some respects surpassed—the objectives set out in the project document. Some challenges remain, as they do in any project that seeks to be innovative and take reasonable risks.

Much was accomplished at the national level, and national project management provided strong leadership for the project as a whole. In the view of this evaluation mission, the project's center of gravity lay at the provincial, county and municipal levels, and their ownership, initiative and achievements are especially notable.

This sections summarizes the main conclusions and recommendations of the evaluation mission, following the structure of the previous chapters of this report. It begins with project antecedents and design, and continues with project implementation and achievement of objectives.

6.1. PROJECT DESIGN

The challenges of scale

The Mekong TICW project served as a valuable test bed for CP-TING. Trafficking in the Greater Mekong Sub-region (GMS) countries and in China shares many common features. Of course, there are also many significant differences in context. One such difference is scale.

The GMS as encompassed by TICW, has a population of approximately 213 million according to current estimates¹⁹. By comparison, the five provinces covered by CP-TING together have a population of about 389 million²⁰, some 80% larger. Even more significant is the different scale of migration. Estimates of migration in the GSM region and China are imprecise; what is relevant for our purposes is a general sense of the magnitudes. A World Bank report published in November 2006 notes that, “Recent research indicates that more than 2 million migrants have moved between GMS countries in the last few years due to economic reasons.”²¹ Table 3: Inter-provincial Migration, 2000-2005 above puts the number of net migrants into Guangdong and Jiangsu – the two “receiving” provinces covered by the CP-TING project – at 12.24 million²² in 2000-2005. While the GSM region is economically dynamic, growing at an average rate of about 6% in recent years, the comparable rate for China is about 11%.

¹⁹ Using World Bank country data on the internet for Cambodia, Laos, Thailand and Vietnam, and *China Statistical Yearbook 2005* for Yunnan province of China

²⁰ *China Statistical Yearbook 2005*

²¹ World Bank, *Labor Migration in the Greater Mekong Sub-region: Synthesis Report, Phase I*, November 2006, p. 7. See <http://siteresources.worldbank.org/INTEAPREGTOPLABSOCPRO/Resources/GMSMigrationReportCompleteVersion.pdf>

²² Chan, Kam Wing, 2008. “Internal Labor Migration in China: Trends, Geographical Distribution and Policies,” UN/POP/EGM-URB/2008/05, p. 11. This is a conservative estimate, according to which total inter-provincial migration in the period is 38 million. The Chinese government, using different definitions, currently reports a total of 210 million migrant workers (*People's Daily*, 4 March 2008). In March 2008, a representative of the Guangdong Provincial Labor and Social Security Department reported to this consultant that in 2007 there were some 26 million migrant workers in Guangdong alone.

These differences may not have been material in a project that focused primarily on policy impact at the national level, but CP-TING and TICW both placed great priority on process-based and participatory approaches, and in that context, scale does have a major impact.

The challenges and opportunities of very large scale have been a significant feature of the CP-TING project. In retrospect, the practical consequences of the vast geographic, demographic and socio-economic scope of the project may have been underestimated during project design, contributing to difficult implementation, especially in the first two years of the project when national staffing was exceptionally lean. Sustainability of interventions and the achievement of critical mass also becomes more challenging when resources are spread thinly across a wide area.

The evaluation team recommends that a potential successor project consider a more limited geographical scope, especially to the extent that it focuses on direct assistance activities and the budget is limited.

Project focus and title

Looking forward to a successor project, a positive focus and title – promoting something good (such as “safe migration for decent work”), rather than preventing something bad (such as “trafficking for labor exploitation”) – may be more conducive to encouraging the involvement and participation of national stakeholders.

“Safe migration” emerged at the beginning of project implementation as a message that national stakeholders could easily rally around. The CP-TING project was about more than just safe migration, as it also sought to support implementation of ILO conventions on child labor, notably including Convention No. 182 on Worst Forms of Child Labor and Convention No. 138 on Minimum Age. The phrase “safe migration for decent work” may be a compromise formulation acceptable to both national and international stakeholders.

Participatory and process-based approaches

Participatory and process-based approaches were highly innovative in their context and are likely to represent a salient feature of the project’s legacy. These approaches were especially effective in building capacity of Women’s Federation and partner personnel. Engaging fully with members of disadvantaged communities is always a gradual, protracted process, and this is certainly likely to be true of working with rural girls and young women in China. Here the project made big strides forward, notably in life skills training, where interactive pedagogical methods were introduced for the first time to target rural schools, and Children’s Forums, where large numbers of children from at-risk communities were given an opportunity to make their voices heard. This strong legacy of the project deserves to be actively inherited by further efforts that focus more directly on working with at-risk communities.

Gender focus

After much deliberation, the project chose to focus on girls and young women at risk of trafficking. This choice has much to recommend it; among other things, project research suggests that girls and young women are more likely to encounter abuses of basic rights during the migration process. A clear gender focus has helped to narrow the project’s very broad scope. The choice of the Women’s Federation as implementing national partner has been a very successful one, and follows naturally from the project’s gender focus.

Trafficking for sexual exploitation, which affects girls and women more than it does boys and men, was not a major focus of the CP-TING project.

While the choice of girls and young women as the target group was successful in the case of CP-TING, a successor project may wish to again consider a gender neutral approach to trafficking. Received cultural perspectives and national laws on trafficking of women for forced marriage and children for adoption imply that trafficking is primarily a problem for girls and young women, but as media reports of brick kiln workers in Shanxi and factory workers in Dongguan show, boys and young men are also victims. A gender neutral approach could help to mainstream trafficking prevention by emphasizing that trafficking is a problem for all of society, not just for one or two disadvantaged groups.

“Government at the center”

The project strategy of putting “government at the center” worked well in most respects. Project activities clearly recognized that government has a central role of in trafficking prevention. This role includes promoting trafficking prevention and raising public awareness, addressing the supply and demand of trafficked labor, assisting victims of trafficking, dealing with fraudulent recruitment agencies, registering legitimate agencies and encouraging completion of education.

Objective 3, building the capacity of governmental partners and promoting the development of policy frameworks to prevent trafficking, was a critical and successful component of the project. Objective 1, on advocacy, mobilization and knowledge base, also involved government in an effective and central role. In terms of Objective 2, direct assistance models, while government undoubtedly has a major role to play, the logic of putting it at the center is less clear. The project document notes that “Documented learning is expected to result in replication and mainstreaming by the government machinery” [of direct intervention models], and this is certainly a valid objective common to many development projects.

Project surveys – as well as a considerable body of recent research by academics and development organizations – indicate that labor migration in China is a market-driven phenomenon that takes place overwhelmingly through community-based channels. Most migrants have little or no direct contact with government before or after migrating. While the political and financial support of government for direct assistance models is necessary, to the extent that it is possible for the design, implementation and monitoring of direct assistance interventions to be driven by informal community-based mechanisms, this would be conducive to promoting the project’s participatory and process-based core values, and the relevance, impact and sustainability that these core values engender.

CP-TING already took steps in this direction. The ACWF is a quasi-governmental mass mobilization organization, with deep roots in every village and neighborhood. Activities such as partnering with employers involved civil society organizations. Models such as life skills training and Women’s Homes incorporated elements of peer-to-peer support. Participatory monitoring by at-risk communities was emphasized throughout. These relationships and achievements are worthy of further consolidation in a successor project.

It is a truism that China is changing rapidly. Five years ago, when the CP-TING project was designed, opportunities to work directly with informal communities and the private sector were limited. Today the space to support peer-to-peer networks and bring them gradually into the mainstream may well be greater.

Formal Migration Channels

While the project took a nuanced view of migration channels, recognizing clearly that informal, community-based channels were diverse and not all presented high risks of trafficking, it was nevertheless of the view that formal, government-sponsored channels were likely to be safer and therefore should be promoted. This hypothesis is called into question by project practice.

Formal migration channels may have been more pertinent to the Mekong TICW project than to CP-TING. Much migration in the Southeast Asia is international, while in China it is intra-national. International labor migration confronts political barriers which formal migration channels can help to overcome. In China, political impediments to inter-provincial labor migration also exist, as embodied primarily in the *hukou* system and the unequal access to social services that it entails. However, China is increasingly becoming a unified national labor market.

Project surveys confirmed a broader body of evidence that migrants have limited interaction with government and rely primarily on informal, community channels. Migrants respond to market forces, and as such, migration is an inherently decentralized process that is difficult to manage successfully through top-down interventions such as coordination between government-sponsored labor bureaus.

Efforts at such coordination pre-date the CPTING project. They are of diminishing effectiveness as market forces increasingly dominate migration choices. Moreover, government labor bureaus have a complex and sometimes conflicting set of priorities, promoting government policy, earning fees for themselves, serving employers (some of whom are state-owned or affiliated) and serving migrant workers. As such, the hypothesis that migrant women would be less at risk when using formal channels deserves critical examination.²³

Government channels clearly do have a role to play in addressing specific incidents of trafficking and labor exploitation. For example, many provincial governments in sending provinces have set up representative offices in major coastal cities to assist migrants from their province to resolve labor disputes and handle humanitarian emergencies. This is certainly an important service that warrants continuing emphasis.

Whatever the merits of government-sponsored migration channels, the ACWF – national partner agency of the CP-TING project – is not strictly speaking a government agency, and thus can only play a limited advisory role in the development of such channels.

Linking sending and receiving provinces

While the project document's vision of promoting formal migration channels proved to be poorly suited to China's changing context, the logic of fostering linkages between sending and receiving provinces remains compelling. Much good work was done in this area. Project staff from the provincial and local Women's Federations networked, exchanged experiences and

²³ The mid-term evaluation of the CP-TING project observes that "During our site visit to Hunan, researchers indicated that their survey research (319 completed surveys out of 350) demonstrated that 63% of the women in their sample used 'non-formal' migration channels, and showed no statistically significant difference in the relative safety of "formal" and "non-formal" channels of migration. Among the 40% of women indicating having encountered some form of harm (38.4% of those using non-formal channels; 44% using formal channels), 74% cited sexual harassment, 52.7% cited wage arrears, and 47.3% cited poor working conditions." See Section IV.B.1.b.

learned from each other at staff meetings and training events arranged by the project. Several of the direct assistance models – such as Women’s Homes, the Spring Rain campaign and Children’s Forums – made valuable contributions to building links between sending and receiving provinces, as did training and other capacity building exercises.

There were some structural obstacles to establishing enduring institutional cooperation between provinces. Lines of bureaucratic authority flow downward from the national government to provincial governments and municipal and county governments. There are few existing mechanisms below the national level that allow for coordination between provinces. Finally, there was no clear institutional interest driving cooperation between government departments in different provinces.

Future efforts to promote linkages between sending and receiving provinces should strive to strike an appropriate balance between top-down and bottom-up approaches. In this regard, several models developed by CP-TING hold considerable promise. Women’s Homes can serve as a useful bridge between migrants – and providers of services to migrants – in sending and receiving provinces, especially after the network capabilities of the model are more fully realized. Partnering with employers also has the potential to achieve many of the objectives originally envisaged for government-sponsored migration channels.

One of the fundamental barriers faced by migrants traveling between provinces is lack of information. The internet and cellular telephony can serve as a means of overcoming this by providing better intelligence on job opportunities and safe migration methods, simplified access to government and civil society services for migrants, and support for peer-to-peer self-help and experience sharing. Successful use of these ICT tools again depends on an appropriate mix of top-down and bottom-up management; specifically, it is important that migrants can participate directly in developing these tools rather than having them driven primarily by government.

Labor migration is best understood as a circular process, with rural residents leaving home to work in coastal cities for a period of time and then ultimately returning home. Trafficking risks may be lower on the return journey back to a familiar environment, but interprovincial linkages can nevertheless serve to facilitate both sides of the cycle.

Monitoring and evaluation

Much attention was paid to monitoring and evaluation from the design stage of the project onwards. The mid-term evaluation identified a number of achievements and challenges. Project activities after the mid-term placed additional emphasis on monitoring and made great progress in many areas, including in the training of PPO and partner staff and in the localization of monitoring tools.

The mid-term identified an important methodological challenge: clarifying the causal connection between numbers of beneficiaries served and impact in terms of trafficking prevention. The crucial obstacle here is that the incidence of trafficking remains impossible to measure directly. Trafficking for labor exploitation is not yet explicitly addressed by national laws, and there is therefore no legal mandate to collect statistics on its incidence. Authorities were reluctant to authorize the collection of data that they feared could be misused to show them in a negative light.

Consequently, monitoring frequently documented the delivery of apparently very useful services, but had difficulty “closing the loop” to demonstrate that these services had a tangible impact on preventing trafficking. There are very impressive numbers on outreach, but it is left to surmise that, all other things being equal, wide outreach *should* result in reduced trafficking.

One reason why local stakeholders may have found monitoring to be a difficult exercise was the reluctance of authorities to encourage investigation of trafficking. Another reason was that the monitoring methodology was initially perceived as a new foreign import, rather than simply as an extension of common sense and local knowledge. There was a cultural barrier, which sometimes presented itself as a linguistic barrier, though language itself was not the real issue. Subsequent practice went a long way towards overcoming the cultural barrier and demystifying monitoring methodologies.

What lessons can be learned here? One lesson is that a positivist objective capable of empirical verification and embraced by all stakeholders is conducive not only to successful monitoring, but also to creating a desire to monitor. A second lesson is that especially at the grassroots level, tools and training should be simple, based on common sense and existing knowledge, and translated into local idioms.

6.2. PROJECT IMPLEMENTATION

Project implementation was professional and efficient. Challenges arose, as they inevitably do in any non-trivial project, but the major challenges were successfully overcome. Successful implementation is a tribute to the hard work and dedication of the JNPO, PPOs and local partners, as well as the deep institutional capacity and commitment of ILO and the ACWF.

Management Structure

Some lessons can be learned from the project's management structure and tools, and their evolution over the course of the last four years. Project activities can be considered as situated on a spectrum, ranging from macro-level, "upstream" activities to micro-level, "downstream" ones. Work on national policy impact is an example of the former, and direct assistance models and local capacity building are examples of the latter, with activities such as developing the knowledge base falling in between. Managerially, macro and micro activities call for somewhat different skills and structures, with efficiency and clarity, for example, more relevant to upstream approaches, and participation and flexibility more conducive to effectiveness in grassroots interventions.

The project's initial management structure placed a premium on efficiency and clarity, and achieved a great deal as a result. In an "upstream" campaign that did not also include an ambitious "downstream" agenda of activities at the grassroots level, this management structure may have proven fully successful. But arguably CP-TING's center of gravity lay precisely in promoting process and participation at the local level, with the result that a chain-of-command approach leading from the national office down to ILO staff assistants in provincial offices and relying on well-defined procedures ran into strong local headwinds.

The general lesson here is that if a project is to make participation a central plank in its platform, its management structure should also be built around participation. There are also specific lessons that can be learned from the successful mid-project restructuring. These include:

- Empowering local project offices and placing them firmly in the context of the host organizations in which they are located;
- Employing an open-project framework to encourage initiative and innovation by local partners;
- Simplifying management procedures and tools, and implementing them flexibly;
- Using the local language to the extent possible;

- Building on local knowledge whenever possible, and where necessary, translating foreign concepts and tools not only into the local language but into the local idiom;
- Ensuring the availability of sufficient human resources to accomplish all of the above highly time-consuming tasks.

As a result of the extended discussions between ILO Beijing and the ACWF and the subsequent management restructuring, these lessons were well learned and successfully implemented by project management.

Full-time staff

Throughout the course of project implementation, at both the national and provincial levels, the project was managed by full-time, dedicated national staff. The clear accountability and strong ownership this enabled was a major factor contributing to the project's success.

Understandably, there are competing claims on the time of senior Women's Federation staff seconded to the project at the national and provincial levels, and it would be unrealistic to expect them to cut themselves off completely from the ongoing work of their parent organization. Some PPOs were led by senior personnel who also had important responsibilities at the Women's Federation, while others were led by mid-level cadres able to devote their time almost exclusively to the project. Each had their advantages, and an appropriate balance was struck overall.

In the few instances where project activities were not managed by full-time staff, results frequently came up short. An example was the Women's Homes, where the grassroots Women's Federation staff responsible for management had many other more pressing priorities and simply did not have the time to develop the Women's Home platform to its full potential.

6.3. KNOWLEDGE BASE, ADVOCACY AND MOBILIZATION

Interagency cooperation

Interagency cooperation and ownership was especially strong at the local level. Steering Committees, as previously noted (see section 3.2), played a vigorous role at the provincial level, where they were instrumental in, among other things, promoting the passage of laws and policies on trafficking prevention and mobilizing provincial government support for advocacy campaigns and direct assistance interventions. Counterpart funding – a strong indicator of local ownership – was provided almost entirely at and below the provincial level.

Cooperation and common ownership across provincial boundaries and at the national level was more elusive. Partial explanations may include lines of bureaucratic authority flowing downwards, and the lack of structural incentives for cooperation. In terms of inter-provincial cooperation between labor bureaus, it may be that the rationale of promoting orderly migration was not adequately thought out.

Working closely with national organizations and ministries other than the implementing agency is never easy. While this evaluation mission has no simple solutions to propose, it is clear that a prospective successor project would benefit greatly from closer cooperation with other national ministries and organizations, especially the Ministries of Labor and Education, and the ACFTU. Active consideration should be given at the project design phase to mechanisms to promote closer cooperation at the national level.

Information, education and communication tools

The project made masterful use of the media to mobilize government, public opinion and migrant girls and young women. Media channels utilized included newspapers, radio and TV, at national, provincial and municipal/county levels. A media strategy designed with the assistance of a media consultant promoted pro-active cooperation with media partners and successfully integrated traditional mass mobilization methods with modern marketing techniques. Informational campaigns went beyond conventional leaflets and brochures to include functional items designed to be retained such as playing cards, bags and calendars; these achieved wide currency and achieved near-iconic status.

There are many achievements that other projects can learn from, including:

- Design of an explicit media strategy,
- Clear identification and segmentation of the target audience,
- Use of multiple media channels at multiple geographic levels, and
- Innovative use of functional items like playing cards and bags that are likely to be retained.

A successor project should take advantage of the great potential of the internet and mobile telephony to empower migrant workers. China has the world's largest communities of both internet and cell phone users. Inquiries during site visits by the evaluation team revealed widespread use of the internet and near universal use of cell phones by girls and young women who had migrated to urban areas.

During site visits, migrants indicated that they want reliable information about job opportunities, wage rates, labor conditions and social services. Surveys and focus group discussions with migrant workers could help to identify more concrete informational needs and means of addressing them.

The real opportunity for a successor project to leverage ICT, however, is not in providing mere access to data but in stimulating the growth of peer-to-peer migrant networks. These would build on the tried and tested informal networks migrants already rely on and reinforce the participatory values espoused by the project.

Conceptual understanding

Despite remaining challenges, project activities resulted in significant progress towards a broader conceptual understanding of trafficking that takes into account the labor dimension. There were differing views on trafficking, but differing views are to be expected on a complex historical and moral issue such as this.

Following the project's process-based approach, which emphasizes that project activities should be judged not just by the outcome but also by the process through which the outcome was achieved, it is appropriate to view conceptual understanding itself as an ongoing process. It is arguably more important for new perspectives on trafficking to be placed on the discussion agenda than for superficial clarity and harmonization to be achieved. Genuine convergence takes time, but the available evidence suggests that Chinese perspectives on human trafficking are indeed converging with international ones, and that the CP-TING project has helped them along this course.

Knowledge base

Although the understanding of trafficking for labor exploitation in China remains incomplete, project activities made useful contributions to filling gaps in information and research on trafficking.

Qualitative surveys yielded useful insights into vulnerable populations, the risks they face, trafficking methods and the effectiveness of support services. Migrant women were more comfortable with sharing their experiences in a one-to-one, open-ended setting than they were responding to formal questionnaires. Interviewees established rapport with interviewers more easily when the latter was one of their peers. Of course, the limitation of qualitative information is that it is impressionistic and in need of validation by quantitative data.

Quantitative surveys proved more difficult to conduct than qualitative ones. As a clandestine and amorphous activity, the labor dimension of trafficking is inherently difficult to measure. For example, current victims of trafficking are by definition deprived of their freedom to participate in surveys on the subject. The project could not turn to proven methodologies for quantitative surveys of labor trafficking from other countries, as these apparently do not exist. Compounding these challenges, trafficking for labor exploitation remains a politically and culturally sensitive issue in China. The available statistics on trafficking in China are based on the definition used by current Chinese law, namely, trafficking for adoption and forced marriage. Authorities were reluctant to encourage quantitative investigation of the extent of trafficking for labor exploitation in China, and migrants were reluctant to reveal their bad experiences for fear of reprisals from their employers and loss of face.

The importance of collecting survey data disaggregated by age was clearly recognized from the outset, and age-disaggregated data did provide valuable insights. For example, surveys confirmed that girls and young women aged 16 to 24 were at the highest risk of being trafficked. Clearly, migrant women are a highly diverse group, differentiated not only by age but also by place of origin, education, family income and migration history, etc., and future investigations may be able to reveal a much more fine-grained picture of their risks for labor trafficking. Survey design that results in statistically significant results should also be a priority for future work.

With the benefit of hindsight, it is apparent that even though there were no ready solutions to the fundamental challenges of methodological difficulty and political sensitivity, some things could have been done differently. Secondary data on migration – including government statistics and research by Chinese and foreign academics and development organizations – could have been utilized more intensively to paint a detailed picture of the background to trafficking and highlight key gaps in knowledge. Surveys with a neutral focus on specific issues may have been more acceptable to governmental authorities, while still allowing the collection of data relevant to project objectives. Closer partnerships could have been formed early in the project with credible national and provincial research organizations responsible for designing and implementing surveys. Finally, to the extent that Chinese stakeholders had been able to share experience with other countries on developing the knowledge base on labor trafficking, this might have reduced sensitivity and produced new insights.

6.4. DIRECT ASSISTANCE

Direct assistance activities were the defining achievement of the project. All five models implemented were ambitious and complex, not only in terms of their structure but also in terms of their wide geographic scope and intended outreach. That they could be executed with finesse testifies to the rich experience with mass mobilization campaigns of the Women's Federation

and the strong commitment and good management of project staff and local partners. This section looks first at the outreach and impact of the direct assistance interventions, then goes on to examine their sustainability, and concludes with some suggestions to enhance the sustainability of life skills training, Women's Homes and partnering with employers.

Outreach and impact

The scope of outreach has been vast. Direct assistance models were implemented in nine rural counties in the project's three sending provinces and seven cities in the two receiving provinces. As noted in section 6.1 The challenges of scale, these five project provinces are much larger in territory and population, and experience much higher rates of migration than the Mekong countries included in the TICW project.

Table 5: Project Beneficiaries below shows data collected by the project on its outreach. A total number of almost three million beneficiaries is reported. Of course, not all benefits were equal in their intensity and impact. Some 2.77 million people, accounting for 94 per cent of the total beneficiaries, were exposed to the project's informational campaigns, that is, they picked up promotional material or attended a performance or competition. This large number of beneficiaries reflects the project's achievements in mass mobilization activities such as the Spring Rain campaign. However, the degree of impact relative to other interventions is likely to be lower.

Another 85,602 persons, three percent of the total beneficiaries, found decent employment through employment agencies, job fairs arranged as part of the Spring rain and other campaigns, and referrals by Women's Homes. It is difficult to determine the additional value created by the project here. It is likely that most of these people would have found equivalent jobs even in the absence of project assistance.

Approximately 50,000 girls and boys, or 1.7 per cent of all beneficiaries, received life skills training in middle schools and vocational schools. Site visits suggested that life skills training led to an intensive exposure to project messages, so it is safe to assume that impact on this group of beneficiaries was high.

About 21,000 children participated in Children's Forums at county, provincial and national levels. By all accounts, Children's Forum activities were very helpful in improving the self-confidence, skills and trafficking awareness of the children who participated.

Girls and young women who participated in the activities of Women's Homes numbered about 20,000. Activities ranged from attending an informational meeting to participating in life skills training workshops, and it is likely that the extent of the impact on the beneficiaries varied considerably. Finally, the project helped 4,649 boys and girls who dropped out or were at risk of dropping out to complete their middle school education.

If we exclude the large numbers of people exposed to the project's IEC campaigns and those who found jobs with project assistance, we are left with a core group of approximately 100,000 people who benefited intensively from the CP-TING project.

While the numbers for outreach are substantial and there is good reason to believe that there was meaningful impact on the lives and behavior of the core group of about 100,000 beneficiaries, there is often a trade-off between impact today and impact tomorrow. Interventions that reach widely often risk having shallow roots, lacking critical mass and facing challenges with sustainability.

Table 5: Project Beneficiaries
(as of 30 June 2008)

Intervention	Beneficiary	Anhui	Henan	Hunan	Jiangsu	Guangdong	Sub-total	Total
Raised awareness on safe migration (Reached through information campaigns, public performances, competitions, Children's Forum, etc.)	Girls and young women	243,545	323,500	200,931	178,769	1,531,450	2,478,195	2,774,352
	Parents	68,141	29,900	150,784	14,232	33,100	296,157	
Children's Forum (Children received training on children's form and participated in CF activities)	Girls	768	9,160	166	748	2,840	13,682	21,246
	Boys	476	5,100	54	756	1,178	7,564	
Compulsory education support (Assistance given to drop-outs or those at risk of dropping out to complete 9 years of schooling)	Girls	509	1,250	677	618	410	3,464	4,649
	Boys	128	428	349	110	170	1,185	
Life Skills Training in Middle Schools (Received regular life skills training as part of their middle school education)	Girls	3,452	7,212	3,904	4,500	9,150	28,218	48,217
	Boys	3,067	7,570	3,782	1,200	4,380	19,999	
Life Skills Training in Vocational Schools (Received regular life skills training as part of their vocational training)		2,200					2,200	2,200
Women's Home Assistance (Received information, training or referral services through the WH network)	Girls and young women	5,034	6,600	3,450	1,754	3,623	20,461	20,461
Found Decent Work (Found decent jobs as a result of project cooperation with employment agencies, job fairs or through the WH referral service)	Girls and young women	330	4,116	4,060	2,487	74,609	85,602	85,602
Total		327,650	394,836	368,157	205,174	1,660,910	2,891,548	2,956,727

Source: Project data

Sustainability

Each direct assistance model had different characteristics and thus faces different issues in terms of sustainability. Children's Forums and Spring Rain involved an extensive preparatory process, but each was event-driven. They had a discrete beginning and end, and though the lessons linger and have potential replicability, the events themselves are over. Life skills training and Women's Homes are both process-based models that to date are ongoing. Partnering with employers represents a general approach that can accommodate a variety of specific activities and models; while the specific activities undertaken under this approach were discrete, the relevance of the approach continues.

As of the evaluation mission (June 2008), it was too early to tell whether the project's five major direct assistance models would continue in their present form. No firm commitments had been made and discussions between the JNPO and local partners were continuing. We know that elements of the life skills training program have been incorporated into the provincial middle school curriculum in Anhui. Three Women's Homes were set up outside the direct scope of the project by municipal authorities in Jiangsu, and it can be presumed that these will continue.

Four reasons can be cited for the uncertain sustainability of direct assistance models:

1. Some models, such as Children's Forums, were not intended to be sustained or replicated in the specific form in which they were implemented by the project. Their value lies in demonstrating the feasibility of their approach.
2. Implementation began approximately a year behind schedule, so direct assistance models had only two years instead of three to achieve sustainability before project support terminated.
3. Worldwide experience in development assistance suggests that complex, process-based models such as Women's Homes typically require a gestation period of more than one project cycle to achieve sustainability.
4. As noted above, the scale of activities was vast. In the trade-off between breadth and depth, project stakeholders chose breadth.

The following paragraphs examine the prospective sustainability of each direct assistance model, and recommend measures to enhance sustainability.

Children's Forums

Children's Forums played to the strengths of the Women's Federation as a mass mobilization organization, and were reviewed very positively by PPCs. However, it is unlikely that the Forums would continue in their present form for three reasons. First, the Forums were a series of events which have now reached their conclusion. Second, these events were held in a larger ILO-sponsored framework, and to a large extent are contingent on further ILO sponsorship. Third, the forums were found to be resource and effort intensive.

The general concept and some of the lessons of the Forums could be replicated in future activities by the Women's Federation and other partners. If ILO/IPEC sponsors Children's Forums in the region in future, it is likely that there would be a strong willingness on the Chinese side to participate.

Spring Rain

Spring Rain had some structural elements in common with Children's Forums. It was a mass mobilization campaign of epic proportions that highlighted the traditional strengths of project partners, but it was time-consuming and relatively expensive. It should be less time-consuming and expensive in future, as many of the mechanisms and materials have already been developed. The campaign was launched in 2007, and replicated on a small scale in Guangdong in 2008. There appears to be a reasonable likelihood of further small-scale replication in future.

Life skills training

From the point of view of students and teachers in target schools, life skills training was a huge success. However, their views are not crucial in deciding whether the program is mainstreamed into the provincial and national curriculums. Education is a bastion of conservatism in an otherwise rapidly changing China. The Chinese educational system remains strongly oriented towards preparing for high school and college entrance examinations. Even though many students in rural schools do not go on to high school, skills training and participatory methods in general tend to be seen by the educational authorities as detracting from the rigor of the standard curriculum. This appears to be the primary challenge to the sustainability of the excellent life skills training curriculum developed by the CP-TING project, as well as to similar initiatives by UNICEF and other organizations.

Reform of the Chinese primary and secondary educational system is already under way and is a high priority, but change is likely to occur gradually. In the meantime, it can be argued a successor project would be well advised to take the current life skills training program beyond public middle schools.

Several options exist, many of which the project has already explored. First, privately funded schools for migrant children in urban areas appear to be receptive to life skills training. The project has worked informally with some of these schools.

Second, vocational schools sponsored by local Labor Bureaus could integrate life skills with vocational skills training. This was implemented with some success in Hunan province under project auspices. There is likely to be considerable potential for offering some version of life skills training through accredited private sector vocational training agencies. Some valuable lessons can be learned in this regard from ILO's successful rollout in China of its SYB entrepreneurship training curriculum through Labor Bureaus and other accredited training organizations.

Third, Women's Homes have served as a platform for life skills training; the fit is potentially a very good one.

Finally, an expanded form of life skills training could be provided through partnerships with employers. Employers see a dual need to improve the quality of their labor force on the one hand, and improve the quality of their workplace in order to attract and retain a higher quality labor force on the other. For life skills training to succeed in this channel, it should be redesigned and expanded, with substantial input from employers.

Women's Homes

Women's Homes hold tremendous potential as a platform for the convergence of support services to migrant women and girls. Closer alignment with the lifestyles and needs of migrant women

Women's Homes would enable them to become more effective and sustainable over the longer term.

It is useful to recall some of the results of the project's knowledge base surveys: female migrants say they seldom turn to government for support before or after they migrate; in fact, most have no contact at all with government organizations. Yet Women's Homes currently function essentially as government organizations.

Two fundamental challenges need to be addressed in order for Women's Homes to deliver on their promise: first, making the Homes genuinely demand-driven, and second, realizing the network effects that are central to the model. Some recommendations for a revitalized model are presented below:

1. Secure financial and political support from local government, but operate Women's Homes independently of government.
2. Focus on a limited number of Homes that can achieve critical mass and act as hubs in a wider physical and virtual network. Initially concentrate on migrant receiving cities, since this is where migrant demand for support services is the greatest. Once urban Homes gather momentum, they can serve to pull forward Homes in rural areas of sending provinces.
3. Move the Homes out of government offices and into ordinary quarters near where migrants live. Consider making some services mobile by putting them in vans and buses.
4. Hire dedicated staff to develop services and networks. The present arrangement where Homes are managed by grassroots Women's Federation personnel who have many other more pressing responsibilities is unworkable. Two kinds of mutually reinforcing talent are necessary. First, personnel to plan and develop new services and networks; these could be Women's Federation staff backed up by project staff. Second, personnel who would run the Homes on a day-to-day basis; these would ideally be recruited from among migrants themselves.
5. Conduct focus groups and demand surveys to find out which services migrants want badly enough to be willing to pay for, even if payment is token. Payment is significant primarily as a means of gauging demand; cost-recovery is a secondary concern, at least in the initial stages. Provide the services that migrants really want during hours that are convenient to them.
6. Adapt the present life skills training curriculum to the needs of Women's Homes and employers.
7. Implement Women's Homes as interlocking networks for providing migrant support services, not as individual, physical places. Each Home would serve as the hub of a local network of service providers, networked to other Homes. Managers would be responsible for providing referrals within the local network.
8. Promote peer-to-peer support networks among migrants themselves. The existing Big Sister program is a model worth expanding upon.
9. Mirror the physical network of Women's Homes in a virtual network on the internet. This virtual network would serve to link and share resources between Homes as well as between migrants themselves.
10. Use Women's Homes as a platform to partner with employers for employee training, recruitment and retention. Once employers start to see the contribution of the Homes to their bottom lines, they could become a sustainable source of financing for the model. As

a reference point, job sites in China and abroad are oriented primarily towards job seekers, but financed largely by employers.

11. The model does not have to be specific to women. If a successor program were to include boys and men, Women's Homes could just as well be Migrants' Homes.

Women's Homes are well positioned to serve as the signature intervention of a successor project, especially to the extent that some of the above recommendations can be realized.

Partnering with employers

Through its work with Women Entrepreneurs' Associations in Guangdong and Jiangsu, the project effectively demonstrated the considerable potential for partnering with employers.

While there are challenges to creating a meaningful alignment of interests between employers and their employees, rapid changes in the regulatory environment and in the sources of enterprise competitiveness in coastal China present important new opportunities.

Formerly, the majority of enterprises in a province such as Guangdong were concentrated in labor intensive manufacture of commodity export goods. In the 1990s and early 2000s, employers faced an apparently limitless supply of cheap labor and a lack of clear standards in areas such as labor rights and environmental protection. The skill-intensity of manufacturing was low, and low labor costs were in turn critical to export competitiveness. Migrant labor was footloose in its search for the highest available wage rate, but in a buyer's market for labor, employee retention was not a priority for employers. In this context, there was little structural basis for cooperation between management and labor.

Moreover, because of the relatively abrupt emergence and rapid development of the coastal economic model, existing institutions were inadequate to represent the collective interests of management and labor. Enterprise ownership evolved quickly from predominantly state-owned to include foreign – especially Overseas Chinese – investment, collective ownership, and now increasingly private ownership. The supply of labor has also evolved at a fast pace from fixed, local sources to increasingly national and flexible ones; indeed, the CP-TING project is a response to this broad phenomenon.

Today, the last whistle is blowing for thousands of Chinese factories that relied on cheap labor and lax regulation to manufacture low-end export goods. As a result of rising labor and raw material costs, sagging overseas demand, and stricter labor and environmental regulation, coastal China – especially the Pearl River basin – is moving up the value chain and transitioning towards new sources of competitiveness. Along with the challenges of technological innovation, quality assurance and international branding, enterprises are in search of a more skilled and stable work force, and this in turn requires a new cooperative model of management-labor relations.

Facilitating the transition to a new economic model, civil society institutions representing the collective interests of private employers are now emerging; the provincial Women Entrepreneurs' Associations that partnered with the CP-TING project are one such example. New regulations and policies have expanded the role of the ACFTU. In particular, the ACFTU is now actively seeking to promote the rights of migrant labor.

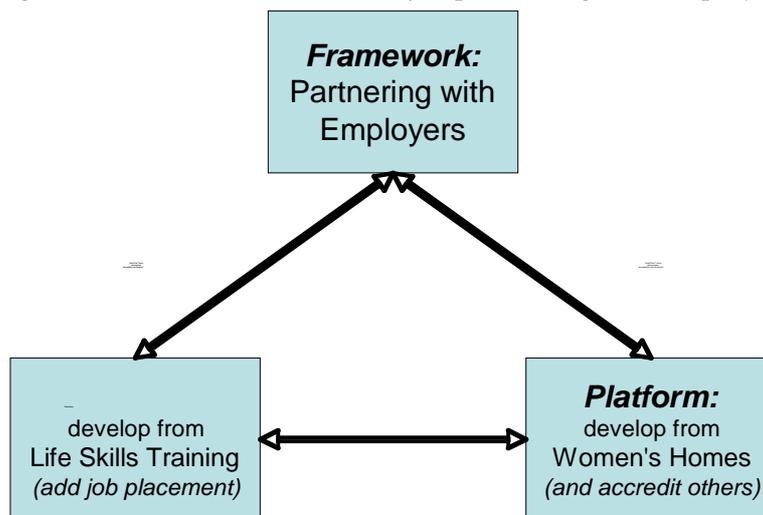
These developments suggest that there is now a new and unique opportunity to push forward with a more extensive and intensive program of partnering with employers. Two strategic directions deserve consideration.

First, using market-oriented mechanisms to help employers recruit, train and retain a more skilled and stable labor force, and help migrant workers find decent work and improve their vocational and life skills. CP-TING has already done pioneering work in many of these areas; these efforts should be consolidated and reintegrated into a new framework that gives greater play to market forces and relies less heavily on government. Project activities in the area of partnering with employers focused on information, education and communication; future activities should seek to create tangible economic benefits for employers and their employees.

Second, supporting and partnering actively with institutions representing the collective interests of employers and workers, especially migrant workers. CP-TING took a big stride forward in this direction by working with the provincial Women Entrepreneurs' Associations. This relationship could be expanded and other formal and informal employers' associations, chambers of commerce, etc., should be drawn into a successor project. The ACFTU is the official representative of labor interests, and as such, concerted efforts should be made to ensure its active participation in the new initiative.

There is potential synergy between three direct assistance models developed by CP-TING. As shown in Figure 4: , partnering with employers can provide the motive mechanism, life skills training can provide a point of departure for the content, and Women's Homes can serve as a reference for the platform for delivery of the content.

Figure 4: Towards a new model for partnering with employers



Employers, either directly or represented by associations, could participate in the design of a skills training curriculum; this curriculum could include elements of skills training relevant to all or specific employers, and also incorporate the main features of the CP-TING life skills program. Site visits and interviews with migrant women suggest that there is strong latent demand among migrants for entrepreneurial training; this is likely to groom students for managerial positions even if they do not start their own businesses. ILO's highly successful SYB program could be offered in parallel to vocational and life skills training, or aspects of all three could be melded into a comprehensive curriculum.

Women's Homes, or some extension thereof, could serve as one channel for the delivery of training services, but parallel channels could, and indeed, should, be developed. An accreditation program could set standards, give authority to and monitor multiple public and private training organizations. In the initial period, government in cooperation with the project could prime the pump by providing a capitation fee in consideration of training provided, but the clear objective

should be to progressively shift the cost to employers in a finite time frame, as they realize the bottom line value created by the service.

This model could also be implemented in sending provinces, although it is likely that it would be more market-driven and sustainable in receiving provinces, where employers are located. It may make sense to start in receiving provinces and extend the model to sending provinces once experience and employer relationships have been developed. Recall the discussion of networking in the context of Women's Homes earlier in this section. Some training materials could be made available online.

In addition to training, an additional function of this intervention could be to provide free, reliable information about decent jobs and safe migration through the internet. There are many reference models to choose from, and a considered choice is beyond the scope of this report. An appropriate compromise would balance the objectives of active engagement with migrant workers and employers on the one hand, and fairness and accuracy of information on the other.

There may well be a significant opportunity to partner with one or more major national or international IT companies to develop this website. Migrant workers, after all, represent a huge market opportunity of more than 150 million people, and this number is continuing to increase rapidly. If migrant workers in China were a country, they would rank as the sixth or seventh largest in the world. Numerous procedural issues in terms of financial reporting, preserving the integrity of ILO's reputation, etc., would need to be addressed, but these are not without precedent in the UN system.

In conclusion, although there are many challenges to partnering with employers in a successor project, we are at the cusp of major changes in the Chinese coastal economy which create significant new opportunities for creating win-win outcomes for employers and their employees. Elements of three direct assistance models pioneered by the CP-TING project, namely, partnering with employers, life skills training and Women's Homes, provide a solid foundation for further development and should be combined in order to effect new synergies. Giving full play to market forces and the internet are likely to be critical to relevance, impact and sustainability.

6.5. POLICY AND INSTITUTIONAL FRAMEWORK

Project activities have made valuable contributions to strengthening national and sub-national policy frameworks and implementation capacity to prevent trafficking in girls and young women for labor exploitation. The government of China has affirmed its intention to ratify the Palermo Protocol. This would represent a milestone in government policy on human trafficking, and with time, we can look forward to a ripple effect on other relevant legislation.

It would be desirable for a future project to continue to provide support for new legislation, although it may not be necessary to make this a major project objective. One of the lessons of the current project is that there is good scope to influence policy at and below the provincial level. Local policies can have considerable practical impact on the lives of migrants. A breakthrough at the national level, such as China's accession to the Palermo Protocol, would create new space for progressive legislation at the local level, which over time could "trickle up" and provide new impetus for further national legislation.

ANNEXES

ANNEX 1: TERMS OF REFERENCE



International Labour Organization
International Programme on the Elimination of Child Labour
ILO/IPEC

Terms of Reference
for
Final Evaluation
of ILO/IPEC Project

Project to prevent trafficking in girls and young women for labour exploitation within China (or in short ‘China project to Prevent Trafficking IN Girls (CP-TING project))

CPR/04/01/UKM

ILO Project Code	CPR/04/01/UKM
ILO Project Number	P27013318001
ILO Iris Code	12326
Duration	48 months
Starting Date	1 April 2004
Ending Date	Sept 30 2008
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	UK Department for International Development (DfID) Beijing office
Donor contribution	GBP 3,074,932 (or USD 5,473,379)
Preparation of TORs	
Evaluation	

Background

1. The aim of ILO/IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour — in cooperation with employers’ and workers’ organizations, non-governmental organizations and other relevant parties in society— is the basis for ILO/IPEC action.
2. ILO/IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes raising awareness on the negative consequences of child labour, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child labourers from hazardous work and provide them with appropriate alternatives.
3. ILO Decent Work Country Programmes (DWCPs) are being introduced in the ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituent partners with a broader UN and international development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
4. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and to which it contributes. DWCP are beginning to be gradually introduced in various countries planning and implementing frameworks and in Indonesia.
5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by regional and national projects should be analyzed.

Antecedents to CPTING

6. The *Project to prevent trafficking in girls and young women for labor exploitation in China* (CP-TING) has its direct antecedents in an earlier project implemented under the auspices of ILO-IPEC. That project, the *Greater Mekong Sub-regional Project to Combat Trafficking in Children and Women* (“Mekong project” or TICW), was implemented in 2000 in five countries in the Mekong river area, including China.
7. The overall strategy of the TICW project was to ‘build up a process-based approach through three groups of interlinked interventions (capacity building, awareness raising and direct assistance) and working at all levels: community, district, provincial and central government, in the target areas.
8. TICW project activities in China were conducted in Yunnan province and were implemented with the All-China Women’s Federation (ACWF) acting as the lead Chinese organization. The project also actively engaged the Chinese government as its primary partner. ACWF leaders and senior government officials were engaged as advocates for the project within the provincial government.
9. The TICW project made several important contributions to the conceptualization of anti-trafficking measures. TICW project implementers learned that targeting trafficking only in

the migrant sending communities was insufficient, and that strategies for dealing with the problem in receiving areas should also be developed.

10. Following three years of pilot interventions in Yunnan Province under the TICW-project, the Chinese authorities were keen to apply the learning from Yunnan in the five provinces - Anhui, Henan and Hunan (sending provinces) and Guangdong and Jiangsu (receiving provinces) - and work towards a national policy and implementation framework that is currently virtually absent.

CP-TING

11. In collaboration with the ACWF, the Ministry of Labour and Social Security, a range of other ministries and representatives from the mentioned five provinces, a new ILO-IPEC project of “*The China Project to Prevent Trafficking in Girls and Young Women for Labour Exploitation (CP-TING)*” was designed. The overall development objective of the project is to contribute to the elimination of labor exploitation of children and women, and in particular the trafficking in girls and young women in China.
12. The corresponding intermediate objectives to be achieved by the end of the project, are as follows:
 - IO1. Key stakeholders will have been mobilized effectively to prevent trafficking in girls and young women for labor exploitation.
 - IO2. Integrated, effective and sustainable responses to trafficking in girls and young women for labor exploitation are in place both in sending and receiving areas and serve as models for future use.
 - IO3. National and sub-national policy frameworks and implementation capacity to prevent trafficking in girls and young women for labor exploitation will have been strengthened.
13. In order to achieve the project objectives, three specific strategies were defined: (1) the mobilization of key stakeholders and the development of a knowledge base on trafficking and exploitative labor practices; 2) the creation of models of direct assistance for migrant girls and young women; and 3) contributing to the development of national and sub-national policy frameworks and implementation capacity for the prevention of trafficking and labor exploitation.
14. The project focuses on preventing trafficking into sexual exploitation, forced labour or slave-like practices, such as organized begging, work in sweatshops and illegal factories or domestic service in a poor working environment, or work without pay or freedom. The project is primarily targeted on the most vulnerable group—girls and young women at risk of trafficking for labour exploitation within China. It seeks to reduce the vulnerability of the target group by addressing the shortcomings in human capital, information, support services and managed migration mechanisms.
15. Interventions vary depending on the intended beneficiaries. For at-risk girls aged 16-24 the CP-TING project does not seek to either encourage or discourage migration, but aims to stop the abuses inherent in migration by developing safe migration channels as an accessible alternative to ‘blind’ migration. For at-risk girls under 16 the project discourages migration and promotes prolonged education and training.

Internal Review

16. As per the project document, an internal review of the CP-TING project was held at the end of the first year of operations, in April 2005. The review discussed achievements and

bottlenecks/concerns. It also identified challenges and explored ways of addressing them. During the second year of implementation the project team worked with the documented learning from the internal review.

17. As a result of the review, the ACWF and ILO negotiated a restructuring of the project management, internally within ACWF and with ILO. The negotiations resulted in an agreement between ACWF and ILO that spelled out the new management structure and working processes.
18. The major change was the formation of a 'joint national project management office' (JNPO) in the ILO building, with staff of ACWF and ILO that jointly plan and support implementation of project activities. Another major change was the integration of provincial project offices into provincial women's federations under the leadership of Provincial Women's Federation Presidents, with technical guidance by the JNPO.

Project Transition

19. On 1 September, 2006, the Chief Technical Advisor (CTA) left the project and two weeks later the National Project Coordinator had to take leave due to medical reasons. A new CTA was recruited; however, she would not take up the position until February 2007.
20. During this transition period, the Director General of the ACWF's International Liaison Department, the Director and a Programme Assistant from the ILO Beijing Area Office and the Senior Child Labour Specialist from the Sub-Regional Office took central roles in guiding the project through its mid-term evaluation.
21. Under the interim leadership, project activities began to gather momentum again in the second half of 2006. Over 20 direct assistance action programmes were launched, a number of workshops were held, research findings were analysed, new initiatives were designed, and a considerable amount of time was spent on preparations for the project's mid-term evaluation.

Mid-Term In-Country Evaluation

22. In November, 2006 a mid-term evaluation was conducted as per the project document. The purpose of the evaluation was to assess progress towards objectives, identify the factors facilitating the project's success, and determine the overall impact. The results of the evaluation are summarized below.
23. From the time of the project conception up to the midterm evaluation, the basic design of the project was highly relevant to the Chinese context. Project designers correctly acknowledged both the positive contributions of migration to economic development as well as the social and economic problems that accompanied large-scale migration.
24. The project document adopted a logical and coherent approach to addressing trafficking and labor exploitation based on a three-pronged strategy: capacity building and policy development; information, mobilization and advocacy; and direct assistance.
25. Although the project encountered some initial difficulties during startup, such as language barriers, the introduction of new management tools and processes, and the lack of data related to trafficking, in general, these problems were adequately addressed during the implementation period.
26. The project had strong financial commitment from both international and Chinese partner agencies. The project also effectively capitalized on a variety of links, synergies, and

complementarities. For example, in each province, steering committees were comprised of representatives from a number of line agencies and organizations with a vice-governor as the chair.

27. The project adopted a planning structure using a hierarchy of four planning and management tools. Logical frameworks were used as planning and management tools for internal project management; provincial or national programs and work plans were intended to guide project implementation; and small project plans were tools for planning and managing concrete activities.
28. Small project reports and provincial reports were consolidated into biannual reports. A high quality of documentation of project activities at all levels was noted. And, consistent progress was observed in the documentation of learning in small projects describing specific processes and outcomes.
29. Two key outputs of the project were enhancing conceptual understanding of issues related to trafficking and labor exploitation and improving the knowledge base on trafficking through research.
30. The project developed some promising models for delivering direct assistance to direct beneficiaries including publicity activities in schools; trafficking prevention measures within target counties, township and villages; employment and training center-based activities; community center activities; and employer-based initiatives.
31. The national steering committee focused primarily on trafficking as it related to issues of national policy and legal frameworks through a series of seminars and workshops with national steering committee members. These activities led to greater awareness of the problems and risks associated with massive migration, including greater attention to the special needs of young girls with low education levels.
32. Because of its design, which targeted both sending and receiving provinces, the project contributed to the understanding that more inter-provincial cooperation was necessary. Links between labor bureaus at various administrative levels in both sending and receiving areas were also established.
33. The capacity of key implementing partners' staff was strengthened. There was a better understanding of social development planning, process management and reporting. In particular, there was a stronger understanding of logical-framework based planning and the documentation of learning in reporting.
34. This report identified several good practices, including the use of bottom-up and open approaches to promote involvement of project partners from grassroots to higher levels in developing project ideas and activities into action programs. An important lesson for all partners was the need to work consistently to overcome substantial language barriers as well differences in cultural practices and management styles.
35. Key recommendations in this report deal with issues of communication and coordination; project management; awareness raising and education; research, direct services, and technical backstopping; and a focus on policy impacts.

Current Status

36. Since the midterm evaluation, the project has continued to make progress. At the policy level, the National Steering Committee and Provincial Steering Committees have revised the

national programme and set targets and indicators, demonstrating a commitment to the objectives and strategy of the project.

37. The projects demonstration projects have influenced national level policy and a National Plan of Action Against Trafficking was announced in December 2007.
38. The project's mobilization efforts are showing results and a wider range of partners are now more familiar with the international definition of trafficking and the link between blind migration and labour exploitation.
39. At the provincial and city/county level, officials regularly demonstrate conceptual clarity in public addresses. Therefore there has been a shift in the focus from awareness raising and mobilization to providing direct assistance, such as safe migration services, skills training, returning drop-outs to school, establishing activity centres, etc.
40. To move the Coordinated Mekong Ministerial Initiative Against Trafficking (COMMIT) process forward, China hosted the sub-regional inter-ministerial meeting (IMM) on trafficking in late 2007. The ILO linked the IMM with a Mekong Children's Forum that gave special attention to the perspectives of children who are potentially at-risk of trafficking.
41. Ahead of the Mekong Children's Forum, the CP-TING project led preparations for a National Children's Forum and hosted forums in its project provinces. These forums and the IMM were excellent opportunities to highlight the issues of trafficking and child participation, and contribute to the development of national and sub-national policy frameworks on trafficking prevention.
42. Lastly, baseline surveys and qualitative research reports from all five provinces were finalized in 2007. Subsequently synthesis reports were prepared at the national level to focus advocacy work through the built up network of government stakeholders at township, county, city, provincial and national level. The surveys proved useful in identifying ways to better target interventions.
43. The project is beginning to document its good practices.
44. The project is undertaking a Comparative Study of understanding of trafficking and accessibility of relevant services in project and non-project sites.

Scope and Purpose

45. According the project documents, the nature of the monitoring and evaluation processes will be decided in consultation with partners including the donor agency. The Design, Evaluation and Documentation (DED) Section of ILO/IPEC will coordinate the consultations, planning, and coordination of the evaluations. Appropriate partners, stakeholders, and donors will receive a copy of all evaluation reports.
46. The scope of the evaluation will encompass the CP-TING project implemented in the provinces of Anhui, Henan, Hunan, Guangdong and Jiangsu. It is however, recognised that travel to five provinces is not a manageable task in the time period. The evaluation should focus on provinces not visited by the mid-term evaluation, and should include both sending and receiving examples (2-3 provinces).
47. Given that there was consensus on issues flagged in the mid-term evaluation, as well as the demonstrated good progress of the project to date, it is recommended that this evaluation take

the mid-term evaluation document as a key reference document, and address the recommendations and issues -t makes at mid point, rather than do a full evaluation of the project from initial stages.

48. According to the CTA, DFID has already agreed that the objectives of the project have been largely met. Therefore this evaluation will focus on organizational learning issues. The results will be used by DFID, IPEC HQ, and field staff to feed into the end-of-project report and to guide future programming and design decisions.

Suggested Aspects to be Addressed

49. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "*Planning and Managing Project Evaluations*" 2006. This is further elaborated in the ILO document "*Preparation of Independent Evaluations of ILO Programmes and Projects*" 1997. For gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects*, January 1995.
50. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard
51. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators. Answers to the key questions will be interpreted in light of relevance, efficiency, effectiveness, and sustainability—core values of ILO-IPEC.
52. The following are the broad suggested aspects that can be identified at this point for the evaluation to address in the context of the evaluation concerns and immediate objectives of the project. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.
53. Implementation
Building on the mid-term evaluation, and focusing on areas noted as challenges or still in progress
- See section B: RECOMMENDATIONS of Mid-term evaluation (attached)
 - What was the quality of implementation of project activities?
 - Is the project working with the right types of employers?
 - How should the project effectively engage employers, particularly in the informal sector?

Results

54. IO1. Key stakeholders will have been mobilized effectively to prevent trafficking in girls and young women for labour exploitation.
- What policy statements referring to trafficking and labour exploitation have been made by policy makers? What policy documents have been produced?
 - What trafficking initiatives have workers and employers organizations put in place? How have these addressed the issue?

- What initiatives has government put in place to address trafficking beyond kidnapping of babies and trafficking for marriage? How have these addressed the issue?
 - How much media coverage did the issue of trafficking for labour exploitation receive? What was the quality of coverage? How did coverage influence public opinion?
 - How did girls and young women share their perspectives with policy makers? How did policy makers incorporate these perspectives into policy instruments?
55. IO2. Integrated, effective and sustainable responses to trafficking in girls and young women for labour exploitation are in place both in sending and receiving areas and serve as models for future use.
- What, if any, models were replicated by non-target counties and non-target prefectures within target provinces? How successful were the replications?
 - What, if any, models were replicated by national and/or other provinces? How successful were the replications?
 - What interest was expressed by other organizations in documented project learning? How did the project follow up on expressions of interest?
56. IO3. National and sub-national policy frameworks and implementation capacity to prevent trafficking in girls and young women for labour exploitation will have been strengthened.
- How did national policies against trafficking reflect commitments under the ILO Worst Forms of Child Labour Convention (No.182), Forced Labour Convention (No.29), and the Palermo Protocol on trafficking? What was the project's role?
 - What budget allocations and other resources (staff, time, information) did national and provincial governments commit to prevent trafficking for labour exploitation? What was the project's role?
 - How did provincial and national policy and legal frameworks address trafficking for labour exploitation? How did the project encourage development of these frameworks?
57. Sustainability
- What practices were sustainable? What makes a practice sustainable? Are there practices that can be sustainable with defined further inputs?
 - What TC is still needed from ILO? How effective has the project been to date in promoting local and national ownership of the program and promoting long-term sustainability? Was 'ownership' of the project been affected as a result of management changes?
 - What plans are in place to assure that project elements will continue after close-out? What are the long-term prospects for local/national institutions (including governments) and the target groups to build on the achievement of the project once it ends?
 - What, if any, social-cultural and gender aspects endanger the sustainability of the project? In particular examine the roles of young women as a particularly vulnerable group for labour and sexual exploitation.
58. Cross-Cutting Questions
- Both CP-TING and its predecessor TICW were experimental. What has been learned to inform future development?
 - What is the best way to replicate good practices?
 - What were the unexpected results of the project?
 - Action programmes targeting direct beneficiaries were at an early stage at the time of the mid-term evaluation. How have they contributed to the project's immediate objectives?
 - How effective has the project been raising awareness about child labour and trafficking and in promoting social mobilization to address these issues?

- Has the project contributed to changes in the cultural perception of child labour? If so, give specific examples.
- How has the capacity of the implementing agency been enhanced to develop effective action against child labour as a result of the project activities?

Evaluation Methodology

59. The following is the suggested methodology for the final evaluation. The methodology can be adjusted by the evaluation team if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Design, Evaluation and Documentation Section (DED) of ILO/IPEC.
60. An international evaluator will be hired as team leader of the evaluation. One of the first tasks of the team leader will be to conduct a **desk review** of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the projects and action programmes, and relevant material from secondary sources. This includes baselines and any government documents.

Sources of Information

Available at HQ and to be supplied by DED	Project documents DED Guidelines and ILO guidelines Mid-term country review/evaluation
Available in project office and to be supplied by project management	Progress reports/Status reports Evaluation and similar reports at the action programme level Technical and financial report of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National workshop proceedings or summaries Country level planning documents SPIF documents Master list and records of beneficiaries Action Programme Progress Reports Baseline reports and information
To be located as appropriate	Relevant national development programme and policy documents PRPS documents such as strategies, monitoring plans and reports, costing Relevant documents on the development situation in China and context of child labour

61. The evaluator is required to interview donor representatives through conference call early in the evaluation process. The evaluation team will also interview key people from the IPEC team, such as the Sub-Regional Office Director, in the regional office in Bangkok, Thailand. Both will preferably happen during the desk review phase
62. Based upon the desk review and the conference calls, the team leader will prepare a brief document indicating the methodological approach to the evaluation (the “evaluation instrument”), to be discussed and approved by DED prior to the commencement of the field fieldwork.
63. The evaluation will include field-work in selected locations of as confirmed with the ILO Beijing Office. The evaluator will conduct interviews with governmental agencies, trade

unions and employers' organizations, and NGOs at national, provincial, and district levels. He or she will also carry out site visits to Action Programs that are currently being implemented or have been recently closed.

64. The evaluation process will include a one-day stakeholder workshop to present the preliminary findings, conclusions and recommendations to IPEC staff and key partners for feedback. The participants of the workshop will include those interviewed during the fieldwork and other key stakeholders of the project. The results of this meeting should be taken into consideration for the preparation of the draft report.
65. Proposed participants at the workshop will be the direct key stakeholders in the project of support but should to the extent possible also include other national partners in the TBP framework as of the feedback, including international development partners.
66. Project management will provide a list of key stakeholders for possible participation in this workshop. This list will also serve as list of potential key informants to consult. Project management will prepare a suggested schedule of visits. The final list of participants, interviews and visits will be determined by the evaluation team in consultation with DED.

Expected Outputs of the Evaluation

67. The evaluation report in draft form and in English should be presented to IPEC DED one week after the finalization of the national evaluation reports. After a methodology review by DED, the report will be translated into Chinese and circulated to all relevant stakeholders for their comments. The evaluation consultant should consider the comments for the preparation of the final draft of the report.
68. The length of the report should not exceed 40 pages (excluding annexes). It is suggested to structure the report as follows:
 - Executive Summary with key findings, conclusions and recommendations
 - Description of the project
 - Clearly identified findings
 - Clearly identified conclusions and recommendations
 - Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate annexes including TOR
 - Standard evaluation instrument matrix
69. The report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.
70. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Resources and Management

71. The evaluation will be carried out by a consultant with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans. The consultant should have an advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods. Working experience on issues related to child labour, education and children's welfare will be essential. Full command of English as a working language will be required. The final selection of the consultant will be done by DED.

International Evaluator	
Responsibility	Profile
<ul style="list-style-type: none"> • Desk review • Analysing the documents, direct observation, interview notes, and information from the questionnaires • Prepare an evaluation plan • Act as independent evaluation consultant for the evaluation of the project and covering other evaluation related issues during a two-week in-country field visit. • Prepare evaluation report 	<ul style="list-style-type: none"> ▪ Extensive experience in evaluation of development projects, in particular with local development projects ▪ Relevant experience in China ▪ Familiarity with and knowledge of specific thematic areas ▪ Experience working with local organisations/local partners agencies ▪ Experience in UN system or similar international development experience ▪ Experience evaluating gender issues ▪ Understanding of the ILO's tri-partite structure
National Consultant	
Responsibility	Profile
<ul style="list-style-type: none"> • Accompany international consultant during data collection phase • Assist with the facilitation of interviews and meetings • Support the preparation of the final report 	<ul style="list-style-type: none"> • Extensive knowledge of China geography and culture • Documented experience in disciplined inquiry • Previous experience with stakeholders workshops and preparation of background reports • Prior knowledge of ILO/IPEC an advantage

72. The following are the resources needed for this evaluation (for detailed information see the Evaluation Timeline below):

- Fees for one international consultant during 43 working days
- Fees for one national consultant during 23 working days
- International travel to and from China
- In-country travel expenses and daily subsistence allowances for consultant during field mission
- Costs of organizing the stakeholders' workshop including participation of IPEC HQ staff
- Fees for report translation

73. The DED responsible official in IPEC HQ will manage the evaluation process. In country management and logistics support will be provided by the CTA of the projects and the IPEC team as a whole.

Phases	Tasks	Responsible	Dates	Outputs
Phase One: Preparatory	Briefing with IPEC DED and preparatory desk review Design of the evaluation instrument	International consultant with DED support	10 May–12 May, 2008 (3)	Evaluation instrument
Phase Two: Data collection	Field work, interviews and data collection as part of normal final evaluation Stakeholder evaluation workshops	International and national consultants with DED support	26 May 14 June, 2008 (28) 17 June, 2008 (2)	Data Feedback preliminary findings, conclusions and recommendations
Phase Three: Report writing	Preparation and commenting on reports as per normal procedures Consultation with key stakeholder on preliminary findings and to identify further issues for the final evaluation	International consultant with DED support	Report writing: 10 Submission of draft report: June 30, 2008 Revisions: July 1-5, 2008 Submission of final version report: July 10, 2008	Draft version evaluation report Final version evaluation report

ANNEX 2: ITINERARY

Early May 2008, New York

Desk review, preparation of evaluation instrument

Mon, 26 May 2008, Beijing

09:30 – 12:00: Discussion of final evaluation workplan with JNPO
12:00 – 13:30: Lunch with JNPO
13:30 – 17:30: Document review

Tue, 27 May 2008, Beijing

9:30 – 18:00: Interview with JNPO based on evaluation instrument

Wed, 28 May 2008, Beijing

09:30 – 11:00: Interview with Ms Chen Ying 陈颖, China Children's Center, education expert and consultant to the project on life skills training
14:00 – 14:30: Interview with Ms Wan Yan 万燕, Member of the Steering Committee, National Working Committee on Children and Women
14:30 – 15:15: Interview with Ms Long Jiangwen 龙江文, Director General of the International Liaison Department, ACWF
15:30 – 16:30: Interview with Ms Zeng Zhu 曾祝, Head of the Coordinating Group of the Children's Department, ACWF

Thu, 29 May 2008, Beijing

9:00 – 17:30: Briefing for national consultant, Ms Luo Pan

Fri, 30 May 2008, Beijing

09:00 – 17:30: Discussions with JNPO

Sun, 1 June 2008, Beijing - Guangzhou

14:00 – 16:55: Travel to Guangzhou by CA1327

Mon, 2 June 2008, Foshan

08:30 – 10:00: Travel by bus from Guangzhou to Foshan
10:00 – 12:00: Workshop with women entrepreneurs
12:00 – 12:30: Discussion with migrant women workers
12:30 – 13:00: Visit Guangda Garment Factory 佛山光大服装厂
13:30 – 15:00: Lunch
15:30 – 17:00: Return to Guangzhou
18:00 – 19:00: Dinner hosted by Guangdong Province Women's Federation

Tue, 3 June 2008, Guangzhou - Hefei

9:00 – 14:00: Discussions with Guangdong PPO
16:35 - 18:25: Travel from Guangzhou to Hefei by MU5226

Wed, 4 June 2008, Hefei

08:30 – 12:00: Discussion with Anhui Provincial Women's Federation and PPO
14:30 – 17:30: Discussion with provincial-level partner organizations
18:00 – 19:00: Dinner hosted by Anhui PPO

Thu, 5 June 2008, Hefei

08:30 – 12:00: Discussion with county-level partner organizations

14:30 – 17:30 Discussion with representatives of beneficiaries
18:00 – 19:00: Dinner hosted by Anhui PPO

Fri, 6 June 2008, Hefei – Beijing

10:10 – 11:55: Return to Beijing by CA1836

Mon, 9 June 2008, Beijing

Duanwujie, Chinese holiday. Review notes

Tue, 10 June 2008, Beijing – Nanjing

11:50 – 13:40: Fly from Beijing to Nanjing by MU2812
15:30 – 18:00: Discussion with Jiangsu PPO
18:30 – 20:00: Dinner hosted by Jiangsu Provincial Women's Federation

Wed, 11 June 2008, Nanjing – Changzhou

08:00 – 10:00: Travel by bus from Nanjing to Changzhou
10:00 – 12:00: Discussion with Wuxi Beitang District Women's Federation,
Employer's Association and employers
14:00 – 15:30: Visit Women's Home in the Tianning District
16:00 – 18:00: Discussion with migrant girls and local partners
18:30 – 20:00: Dinner hosted by the Changzhou Women's Federation

Thu, 12 June 2008, Changzhou – Nanjing – Zhengzhou

09:00 – 11:30: Travel by bus from Changzhou to Nanjing
12:00 – 13:00: Discussion with Jiangsu PPO
14:10 – 15:20: Fly from Nanjing to Zhengzhou by CZ3826
18:00 – 19:30: Dinner hosted by Henan Women's Federation

Fri, 13 June 2008, Zhengzhou

09:00 – 12:00: Discussion with Henan PPO and provincial partners
14:00 – 18:00: Sightseeing and discussion with Henan PPO

Sat, 14 June 2008, Zhengzhou – Beijing

00:20 – 01:35: Fly back to Beijing by CA1482

Mon, 16 June 2008, Beijing

10:00 – 11:00: Interview with Ms Constance Thomas, Director of ILO Office for
China and Mongolia
11:00 – 13:30: Discussion and lunch with Mr Arjan de Haan, Social Development
Adviser, DFID China

Tue, 17 June 2008, Beijing

09:00 - 10:00: Interview with Mr Xu Yu 徐宇, Department of Treaties And Law,
Ministry of Foreign Affairs
10:00 – 11:00: Interview with Ms Zhang Qing 张青, Department of Women Workers,
All China Federation of Trade Unions
11:00 – 12:00: Interview with Mr Yin Jianzhong 尹建中, Head, Anti-Trafficking
Group, Department of Criminal Investigation, Ministry of Public
Security

Wed, 18 June 2008, Beijing

09:00 – 17:30: Preparation of debriefing presentation

Thu, 19 June 2008, Beijing

- 09:00 – 12:00: Preparation of debriefing presentation
- 15:30 – 16:30: Telephone interview with Hans van de Glind, Focal Point for Child Trafficking, ILO-IPEC, Geneva
- 16:40 – 17:30: Telephone interview with Ms Yu Minmin, Deputy Director, Hunan Provincial Women’s Federation, and Head, Hunan PPO

Fri, 20 June 2008, Beijing

- 09:30 – 17:30: Final debriefing on evaluation findings with JNPO

ANNEX 3: EVALUATION INSTRUMENT

Design 设计

1 Coherency and Clarity 清晰一致

1.1 The project emphasizes the participation of women and girls (a “bottom-up” approach) while also placing “government at the center” (a “top-down” approach). How did these dual priorities play out in practice and what lessons can we learn about balancing these two approaches?

项目以政府为中心（由上至下的方法），同时也强调鼓励青年妇女和女童的直接参与（由下至上的方法）。这两种参与方式是如何发挥作用的？在平衡这两种参与方法的时候我们总结出了哪些经验教训？

1.2 The focus of the project was on “preventing trafficking in girls and young women for labor exploitation”. Was this choice of words well understood and fully embraced by all stakeholders? How should the focus of a potential successor project be phrased?

项目的重心是“预防以劳动剥削为目的的拐卖女童和青年妇女”。合作伙伴是否能够充分了解对该工作“重心”的描述？对于后续项目，怎样概括出工作的重点？

Results and Achievements 结果和成就

2 Definitional Convergence 定义相结合

2.1 How well does the project’s objective of bringing the existing Chinese understanding of trafficking into conformity with the ILO definition align with social and economic realities in China today?

项目是否实现了目标中提到的合作伙伴能够结合中国的具体国情，有效地理解国际上对拐卖的定义？

2.2 To what extent has the project succeeded in changing the government’s definition of trafficking to address new dimensions of trafficking for labor exploitation?

经过项目的努力，中国政府是否在对拐卖的定义中加入了“以劳动剥削为目的的拐卖”？

2.3 To the extent that there has been a shift, what are some of the concrete indicators of this shift?

对拐卖的理解在一定程度上是否发生了变化？请指出改变的具体指标？

2.4 To the extent that there are obstacles to fuller convergence, what are these? Can they be overcome, and how? Who is going to take the next steps?

在定义结合方面存在哪些障碍？是否能够克服这些障碍？怎样克服？接下来的工作将由谁负责？

2.5 With the benefit of hindsight, should the project have tackled this issue differently, and if so, how?

在总结项目经验教训的基础上，项目在定义结合方面是否应该采取与之前不同的处理方式？如果是？应该怎样做？

3 Awareness Raising and Media Coverage 意识提高和媒体报道

3.1 How effective was the project in raising awareness about child labor and trafficking and in promoting action to address these issues?

项目在提高公众预防童工和拐卖意识，以及动员开展相关活动方面取得了哪些成果？

3.2 What activities were undertaken in this regard? What were the major strengths and weaknesses of these activities?

具体开展了哪些活动？活动中有哪些成功的地方？那些地方需要改进？

3.3 What are some of the tangible indicators of the impact of awareness raising activities?

意识提高活动所产生的影响中有哪些可计的指标？

3.4 Has the project contributed to changes in the cultural perception of child labor? If so, give specific examples.

在从文化角度加强对童工劳动的认识方面，项目是否发挥了作用？请举例说明。

3.5 What are the major lessons learned? What were some of the problems encountered?

主要的经验教训是什么？遇到了哪些具体的问题？

3.6 How much media coverage did the issue of trafficking for labor exploitation receive? What was the quality of coverage? How did coverage influence public opinion?

媒体对以劳动剥削为目的的拐卖的关注度如何？报道的质量如何？媒体报道在影响公众观念方面发挥了哪些作用？

3.7 What measures did the project take to promote media coverage of trafficking for labor exploitation?

项目采取了哪些方法动员媒体加强对以劳动剥削为目的的拐卖报道的力度？

3.8 Media reports of major incidents of child trafficking and labor exploitation in Shanxi (June 2007) and Guangdong (April 2008) have raised public awareness of relevant issues. What opportunities if any do the reporting of such incidents create for constructive engagement with government and the media?

媒体对发生在山西的黑砖窑事件（2007年6月）和发生在广东的童工事件（2008年4月）的相关报道引起了大众对以劳动剥削为目的的拐卖的广泛关注。该类型的报道为动员政府和媒体的积极参与创造了哪些机会？

3.9 Are new media such as the internet and mobile telephony relevant to disseminating information and raising the awareness of vulnerable women and girls? If so, to what extent was the project able to leverage these media? What were the obstacles encountered and lessons learned?

新的媒体传播方式（如网络和手机短信）是否为面临拐卖风险的妇女和女童提供了新的获取信息的途径？项目是如何有效运用这类媒体宣传防拐信息的？遇到了哪些困难？可以总结出哪些经验教训？

4 Knowledge Base 知识基础

4.1 What quantitative and qualitative studies were commissioned?

项目开展了哪些定性和定量调研？

4.2 What was the intended purpose of these studies?

调研的目的是什么？

4.3 What was the outcome of these efforts?

调研得出了哪些结果？

4.4 What are the major lessons learned? What were some of the problems encountered?

总结出了哪些经验教训？调研过程中遇到了哪些困难？

5 Capacity Building 能力建设

5.1 How has capacity to develop effective action against trafficking for labor exploitation been enhanced at the national level as a result of project activities?

在开展预防以劳动剥削为目的的拐卖的有效活动中，国家级相关活动人员以及机构的能力如何得到了提高？

5.1.1 @ ACWF, the implementing agency?

全国妇联以及执行机构？

5.1.2 @ other ministries and organizations (e.g., National Working Committee on Women and Children, Min of Educ, Min of Public Security, Min of Labor & Social Security, Min of Agriculture, NPC, etc.)?

其他部委和组织（如国家妇儿工委、教育部、公安部、人力资源和社会保障部、农业部、全国人大等）？

5.1.3 In retrospect, which if any national-level entities should have been more involved and/or have more capacity enhanced? (Would it, for example, have made sense to involve the ACFTU?)

回顾总结，哪些国家级机构应该更加积极的参与项目活动或能力应该得到更大程度的提高？（可能是，如：如果全总积极参与，结果将是？）

5.1.4 What activities, tools, methods were used to build capacity?

能力建设过程中开展了哪些活动？用到了哪些方法和工具？

5.1.5 What are some of the tangible results of this capacity building? Is it possible to show a clear link between project activities and these concrete achievements? If so, what are the links?

能力建设过程中取得了哪些具体成果？项目活动与这些成果之间是否存在明显的联系？如果有，请说明。

5.1.6 What occurred during implementation that was unexpected by the Prodoc? What mid-course corrections were made? Were they effective, and how?

在项目执行过程中，发生了哪些项目文件中未预料到的情况？采取了哪些中途修正措施？这些措施是否有效？如果有效，是如何发挥作用的？

5.1.7 How sustainable is this capacity? What should be done to reinforce capacity built by the project?

该能力是否具有持续性？如何保持该能力的持续性？怎样加强该项能力？

5.2 What capacity was built at the provincial level?

省级能力提高体现在哪些方面？

5.2.1 @ provincial, municipal, township and village level WFs?

省、市、城镇和乡级妇联？

5.2.2 @ other government departments and organizations (e.g., Provincial Working Committees on Women and Children, Bureaus of Educ, Public Security, Labor, Agriculture, etc.)?

其他政府部门和组织？（如：省妇儿工委、教育局、公安局、劳动局和农业局等？）

5.2.3 In retrospect, which if any national-level entities should have been more involved and/or have more capacity built?

回顾总结，哪些省级机构应该更加积极的参与项目活动或能力应该得到更大程度的提高？

5.2.4 How was this capacity built? What activities, tools, methods were used?

能力建设过程中开展了哪些活动？用到了哪些方法和工具？

5.2.5 What are some of the tangible results of this capacity building? Is it possible to show a clear link between project activities and these concrete achievements? If so, what are the links?

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该能力是否具有持续性？“能力的可持续性”是指？怎样加强该项能力？

6 Policy Impacts 政策影响

6.1 How did national policies against trafficking reflect commitments under the ILO Worst Forms of Child Labor Convention (No.182), Forced Labor Convention (No.29), and the Palermo Protocol on trafficking? What was the project's role?

国家级反对拐卖的相关政策如何反映出中国政府积极响应国际劳工组织第 182 号《消除最恶劣形式的童工劳动公约》、第 29 号《消除强迫劳动公约》和《巴勒莫议定书》？CP-TING 项目发挥了哪些作用？

6.2 What budget allocations and other resources (staff, time, information) did national and provincial governments commit to prevent trafficking for labor exploitation? What was the project's role?

国家级和省级政府部门提供了哪些资金和其他资源方面（人力、时间和信息倡导）的支持？CP-TING 项目发挥了哪些作用？

6.3 How did provincial and national policy and legal frameworks address trafficking for labor exploitation? How did the project encourage development of these frameworks?

国家级和省级政策和法律框架怎样强调预防以劳动剥削为目的的拐卖？项目在促进制定政策和法律框架的过程中发挥了哪些作用？

6.4 Is it possible to directly attribute any policy impacts to the project at the national or provincial levels? If so, what?

国家级和省级政策方面的改变是否可以直接归结为项目的努力结果？如果可以，请举例说明？

6.5 Have there been any specific legal changes in the definition of trafficking?

法律文件中是否对拐卖的定义做出任何修改？

6.6 What impact/input has the project made into the National Plan of Action on Trafficking? Are there any other NPAs relevant to the project, and if so, has there been any interface with them?

CP-TING 项目为《中国反对拐卖妇女儿童行动计划》的制定提供了哪些咨询和建议？还有哪些与项目相关的国家级行动计划？如果有的话，他们之间有哪些交叉点？

6.7 Which Ministries and other organizations has the project worked with in terms of technical assistance to policy formulation on trafficking-related issues? What kind of technical assistance was provided?

在开展与反对拐卖有关的技术支持和政策制定行动中，项目与哪些部委和其他组织建立了合作关系？他们为项目提供了哪些方面的技术支持？

6.8 How did girls and young women share their perspectives with policy makers? How did policy makers incorporate these perspectives into policy instruments?

女童和青年女性怎样与政策制定者分享自己的观点和想法？政策制定者如何将她们的观点和想法纳入政策文件？

7 Direct Assistance 直接援助

7.1 What were the direct assistance practices emerging from the project?

项目开发了哪些直接援助方法？

7.2 What are the common features, if any, of these practices?

这些方法有哪些共同的特点？

7.3 How were the views and needs of girls and women determined during the design and implementation of these practices? How did the project act on this information to refine the practices?

在设计和运用这些好方法的过程中，是否充分考虑到了女童和青年女性的想法和需求并以此为依据？项目具体是怎样做的？

7.4 After project close-out or in successor projects, how can girls and women assume greater ownership of direct assistance models initiated by the project?

项目结束后或在后续项目中，在开展直接援助活动中女童和青年妇女如何更好的发挥主人翁意识？

7.5 To what extent can we quantify the impact of these practices on women and girls vulnerable to trafficking and labor exploitation?

项目的好方法对面临被拐卖和遭受劳动剥削风险的女童和青年女性所产生的积极影响有哪些？这些影响的程度如何？

7.6 What practices were sustainable? What makes a practice sustainable? Are there practices that can be sustainable with defined further inputs?

哪些方法具有可持续性？怎样才能使一个方法具有可持续性？在明确进一步投入的情况下，哪些好方法可以持续使用？

7.7 What practices that are nascent or ideas that are emerging could be developed in successor projects?

哪些新的方法或想法能够为后续项目所借鉴？

8 Partnering with Employers 与雇主合作

8.1 What kinds of employers should the project engage with?

项目应该与哪些雇主合作？

8.2 What kinds of employers are responsible for the most egregious forms of labor exploitation, and how should the project engage effectively with them?

哪些雇主应该对最恶劣形式的劳动剥削负责？项目应该如何有效地动员这些雇主？

8.3 How should the project effectively engage employers, particularly in the informal sector?

项目怎样才能有效地动员这些雇主积极参与防拐行动？特别是那些非正规部门的雇主？

8.4 What kinds of awareness raising events could have impact on a national scale?

哪些意识提高活动能够在国家级产生积极的影响？

8.5 How can the practice go beyond information dissemination and awareness raising to create tangible benefits for both employers and employees? How can we use self-interest to motivate employers to engage with the project?

在发挥信息传播和意识提高作用的基础上，怎样促使这些好方法为雇主和工人都带来实际的好处？项目如何利用“关心自己切身利益”这一动机，动员雇主和工人积极参与到项目活动中来？

8.6 How did employers perceive the benefits they received from participating in the practice?

雇主认为参与项目活动为他们所带来的好处有哪些？

8.7 How can we effectively engage trade unions and other representatives of labor interests in the practice?

我们如何能够动员工会和其他劳动部门的代表参与到项目活动中来？

8.8 How can partnerships with employers leverage other direct assistance practices developed by the project, such as Women's Homes and life skills training?

如何平衡与雇主合作和其他直接援助活动（如妇女之家和生活技能培训）之间的关系？

Recommendations of the Mid-Term Evaluation 对中期评估的建议

Check progress against MTE recommendations. 检查采纳中期评估建议所取得的进展，或指出为什么没有采取中期评估的建议。

9 Project Management 项目管理

9.1 Improve communications between the JNPO and PPOs

加强国家级联合项目办公室与省级项目办公室之间的联系

9.2 Provide organizational support for COMMIT

为湄公河次区域合作反拐进程提供组织上的支持

9.3 Implement reporting requirements more flexibly

增加对报告要求的灵活性

10 Project Implementation 项目执行

10.1 Extend life skills training to both sending and receiving provinces

在输入省和输出省推广生活技能培训

10.2 Disseminate previously conducted research

发布调研结果

10.3 Provide more systematic project management training for implementing partners

为执行伙伴提供更加系统的有关项目管理方面的培训

10.4 Make regular use of backstopping. Strengthen role of technical advisers in the development of outreach and social service models

定期咨询专家意见和帮助；增强技术顾问在接触目标群体和提供社会帮助方面所发挥的作用

10.5 Strengthen inter-provincial linkages

加强省际间的联系

10.6 Strengthen role of national and provincial steering committees

加强国家级和省级项目指导委员会的作用

10.7 More focus on policy impacts at the national level

加强对国家级政策的影响力度

Sustainability and Replicability 可持续性和推广性

11 Sustainability 可持续性

11.1 What technical cooperation is still needed from ILO?

项目还需要国际劳工组织提供哪些方面的技术合作？

11.2 How effective has the project been to date in promoting local and national ownership of the program and promoting long-term sustainability?

截止目前，项目在增强国家和地方层面的主体意识和促进活动长期持续开展方面所做的努力是否有效？

11.3 Has 'ownership' of the project been affected as a result of management changes?

项目主体意识的增强是否是管理调整的结果？

11.4 What plans are in place to assure that project elements will continue after close-out?

项目结束后，怎样确保所开发的防拐模式可以继续得到推广？

11.5 What are the long-term prospects for local/national institutions (including governments) and the target groups to build on the achievement of the project once it ends?

地方和国家机构（包括政府）及目标群体是否可以在项目所取得的成果的基础上长期开展防拐工作？

11.6 What, if any, social-cultural and gender aspects endanger the sustainability of the project? In particular, how do the roles of young women as a group particularly vulnerable to labor and sexual exploitation affect the sustainability of the project? [What does this really mean?]

是否存在社会文化和性别方面的因素影响项目的可持续性？青年妇女作为遭受劳动剥削和性剥削的最脆弱群体，需要对其进行特别分析。

12 Replicability 推广性

12.1 What, if any, models were replicated by non-target counties and non-target prefectures within target provinces? How successful were the replications?

项目所开发的防拐模式是否在非目标区县得到推广？推广是否获得成功？

12.2 What, if any, models were replicated by national and/or other provinces? How successful were the replications?

项目所开发的防拐模式是否在国家层面或非项目省份得到推广？推广是否获得成功？

12.3 What interest was expressed by other organizations in documented project learning? How did the project follow up on expressions of interest?

其他机构是否对项目总结出的经验感兴趣？对哪些方面感兴趣？项目如何加强对这些经验的推广力度？