

Project Title: Preventing Trafficking in Girls and Young Women for Labour Exploitation in China, Phase II (CP-TING II)

Project Number: **P270.13.318.010 (CPR/09/01/CAN)**

Financing Agency: The Canadian International Development Agency

Executing Agency: ILO Beijing

National Partner Agency: The All-China Women's Federation (ACWF)

Type of Evaluation: Internal Technical Review

Coverage of Project: China (8 Pilot Provinces: Anhui, Yunnan, Hunan, Jiangsu, Fujian, Guizhou, Sichuan and Guangdong)

Coverage of Internal Technical Review: China (6 Pilot Provinces: Anhui, Yunnan, Hunan, Jiangsu, Fujian and Guizhou).

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Preparation Date: September 2012

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## **Abbreviations**

ACWF – All-China Women’s Federation

CIDA – Canadian International Development Agency

CP-TING – The Project to Prevent Trafficking for Labour Exploitation in China

CSO – Civil Society Organization

CTO – Chief Technical Officer

DFID - Department for International Development (United Kingdom)

ILO – International Labour Organization

IOM – International Organization for Migration

IPEC - International Programme on the Elimination of Child Labour

JNPO – Joint National Project Office

MoHRSS – Ministry of Human Resources and Social Security

MPS – Ministry of Public Security

NPA - National Plan of Action on Combatting Trafficking in Women and Children

NPC – National Project Coordinator

NWCCW – National Working Committee on Women and Children

PSB – Public Security Bureau

PCC – Political Consultative Conference

PPA – Provincial Plan of Action

PPO – Provincial Project Office

PSC - Provincial Steering Committees

PWF – Provincial Women’s Federation

RD – Regional Director

SC-UK – Save the Children, United Kingdom

TICW – Trafficking in Children and Women

UNESCO – United Nations Education, Scientific and Cultural Organization

UNIAP – United Nations Inter-Agency Project on Human Trafficking

UNICEF - United Nations Children’s Fund

VCA – Victim-Centered Approach

WF – Women’s Federation

YHHCCC – Yunnan Heart to Heart Community Care Centre

## **Executive Summary and Recommendations**

### **1. Introduction to CP-TING**

The Project to Prevent Trafficking for Labour Exploitation in China (CP-TING) Phase II was launched in January 2010 and is scheduled to continue until June 2013. Building on CP-TING Phase I (2004 – 2008), it aims to reduce trafficking for labour exploitation in China, specifically amongst children and young women from 12 to 24 years old. The CP-TING project operates at the national and provincial level, with pilot activities in Anhui, Yunnan, Guizhou and Hunan sending provinces and Jiangsu and Fujian receiving provinces.

The focus of CP-TING is preventative; it aims to provide a safe migration environment, mitigating risk factors for young women and children and build their capacity to migrate safely. To this end, it facilitates the improvement of women and children's labour rights protection at the national, local and grassroots level to be consistent with international standards. The project has a three-pronged approach to achieve this. It seeks to improve the national policy environment related to preventing trafficking for labour exploitation, improve local capacity to implement trafficking prevention measures in pilot provinces, and build the individual capacity of young women and children to migrate safely and protect their labour rights. At all levels, CP-TING mainstreams gender concerns.

To achieve these aims, the project employs a multi-level, multi-sectoral partnership approach. With the All-China Women's Federation its primary partner, the CP-TING works with stakeholders at all levels to improve the legal and policy anti-trafficking framework. It has established and promoted local ownership of project activities through Provincial Steering Committees (PSC), and has built the capacity of local institutions, such as schools and Women's Homes, to provide comprehensive services to migrants. At the national level, it coordinates with the international development sector in lobbying government for improved anti-trafficking policy.

CP-TING is supported by the Canadian International Development Agency, who has provided \$3,936,138 to support this project.

### **2. The Internal Technical Review**

The purpose of the internal technical review is to assess project progress to date and recommend appropriate adjustments to ensure goals and objectives are achieved by project completion. It seeks to identify good practice suitable for replication, assess institutional capacity, identify any challenges that need to be addressed, and assess the overall impact of the project. It is also a chance to measure the institutional capacity of implementing agencies and identify future training needs.

The evaluation was conducted from June to July 2012, consisting of field visits in Guizhou, Hunan, Jiangsu and Fujian provinces, distance evaluations amongst Yunnan and Anhui, and national level interviews with project partners and stakeholders.

### **3. Key Findings**

The internal technical review analysed project activities under five key criteria: validity, effectiveness, efficiency, relevance and sustainability.

The validity of the CP-TING approach is seen in its success in facilitating decision makers engagement with trafficking for labour exploitation issues. At the project's outset, even the term 'trafficking for labour exploitation' was taboo. By the time of the review, decision makers had developed from reluctant participants to active advocates of the CP-TING preventative

approach to trafficking for labour exploitation. This is reflected in numerous legal and policy changes, including the addition of CP-TING recommendations into the new National Plan of Action on Combatting Trafficking in Women and Children (2013-2017) and the passing of student worker protection laws in Jiangsu.

The review also found the multi-sectoral, cross-cutting engagement and partnership strategy an effective and efficient method of mobilizing local expertise, building local capacity, and promoting local ownership of trafficking prevention initiatives. The partnerships the project catalysed between government stakeholders, research institutions and CSOs in the PSC ensured effective coordination and information sharing, building a sustainable platform for future coordination. Furthermore, the project management capacity of key partners was significantly improved through the introduction of results-based management. This approach, contrasting with the traditional view of seeing implementation as an end in itself, contributed significantly to the effective achievement of project outcomes.

The significance of pilot activities is magnified by the strategic selection of pilot locations in areas where many factors contribute to the vulnerability of children and young women to trafficking coalesce. In this context, Life skills education and Women's Homes hold particular significance and the lessons learned are relevant for many other areas in China. Furthermore, the strategic targeting and timing of awareness raising campaigns at transport hubs during peak return periods amplified their effect, reaching over 1,135,000 beneficiaries.

Capacity building trainings held amongst partners ensures that the project and its interventions, at all levels, is able to respond to changes in migration and trafficking patterns. Furthermore, field research, research projects and policy dialogues ensure the project and its partners, at all levels, are kept informed of pertinent issues, trends, and contemporary grassroots concerns and base their actions accordingly.

The review found that the positive results of CP-TING pilots, particularly Women's Homes and life skills education interventions, in facilitating behavioral change and improving knowledge retention amongst vulnerable migrants have led many national and provincial partners to integrate aspects of pilot interventions into their own programs and policies, so that they can be sustained beyond CP-TING's close. Training provided to pilot personnel and local and national level partners have instilled a sense of project ownership to stakeholders, a comprehensive knowledge of trafficking for labour exploitation, its contributing factors, and the capacity to sustain and expand on pilot activities.

#### **4. Recommendations**

Based on the review, the following recommendations are made for the improvement of the project in its remaining operational period and for any future CP-TING projects.

*Complement Communication Channels with New Methods.* Policy developments and migration trends are changing fast. To ensure that provincial and county partners are kept up to date, it is recommended that communication channels between national, provincial and local steering committees and implementing agencies be supplemented through the introduction of new communication channels, beyond the traditional methods of newsletter and e-mails. These channels would facilitate the rapid exchange of information, ensuring all partners are up to date. This could be achieved through using the QQ information sharing platform or micro-blog services.

*Improve Provincial Partners' Training Skills in Project Management.* To improve project sustainability, it is recommended that any future CP-TING projects improve the quality of provincial level trainers, particularly their ability to teach ILO finance and management techniques.

Building the provincial level capacity in this regard is a lesson learned. Given the vast scope of CP-TING, it was not possible for the JPNO or national partners to train everyone down to the grassroots level, and so provincial level partners were charged to conduct training from their level down and ensure all project activities are in line with complex IPEC management concepts and procedures. The review found that neither the provincial training of trainers workshops or the workshops these trainers subsequently held were not long enough to comprehensively engage and learn these complex methods, resulting in an overall lack of capacity. To counteract this, future CP-TING projects should support longer training workshops. Furthermore, as complexity of these concepts can act as a barrier to participation, it is also recommended that these concepts and procedures be simplified for ease of engagement.

*Target Groups.* The review found that the high rates of mobility of migrants occasionally posed a problem for pilot interventions targeting; by the time a pilot intervention began, the target demographic may have left the area. To counter this, prior to implementation, local steering committees, partners and implementing agencies need to review pilot demographics to ensure relevance.

*Expand Project Scope.* The review found that students from technical and vocational schools were acutely vulnerable to trafficking for labour exploitation. Given this, any future CP-TING projects should expand the number of technical and vocational schools included in life skills education interventions. Furthermore, the review found that parents were a key group that should be involved in life skills education and Women's Home activities.

*Enhance Cooperation Between the Education and Labour Departments.* In life skills education, it was found that teachers have difficulty engaging with and clearly linking the curriculum with up-to-date labour market developments and labour policy, particularly those relating to migration or dropout rates. To address this, future CP-TING projects should ensure communication and cooperation between Labour and Education Bureaux is enhanced, facilitating timely knowledge exchange and inviting Labour Bureau personnel to hold guest seminars and training at schools.

*Continue Research.* CP-TING has made several research breakthroughs, expanding the knowledge base on trafficking for labour exploitation in China. But there are still many uncovered areas to be explored. Issue specific research projects which focus on areas overlooked by government are an effective way of attracting government attention and action. It is recommended that more projects of this kind be conducted.

*Expand Collaboration with Labour CSOs.* In recent years a substantial number of labour CSOs have emerging in China, many of which are founded by, and focus on, migrant workers. Involving these CSOs provides new opportunities and methods for trafficking prevention activities. In the same time, CP-TING's existing experiences and tools will improve their capacity and skills to address trafficking and labour exploitation. This contributes to the project's sustainability and supplements project activities.

## 1. Project Background

The “*China Project to Prevent Trafficking in Children and Young Women for Labour Exploitation*”, abbreviated to “CP-TING”, seeks to contribute to the elimination of labour exploitation of children and women, and in particular the trafficking in children and young women in China. It is implemented by the International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC), in collaboration with the All-China Women’s Federation (ACWF), and is funded by the Canadian International Development Agency (CIDA), who has provided \$3,936,138 to support this project. The project was launched in January 2010, and is scheduled to conclude in June 2013.

The ILO is a specialized United Nations agency dedicated to the development and implementation of international labour standards. CP-TING is managed under ILO’s *International Program for the Elimination of Child Labour (IPEC)*, which operates in 88 countries. IPEC is the largest program of its kind globally, and the biggest single operational program of the ILO. IPEC is a repository of knowledge and good practices. China has both contributed to good practices globally, and benefited from IPEC tools, knowledge and research.

Like many other IPEC projects in other countries, CP-TING is characterized by its structure of three interlinked interventions including:

- (1) Policy advocacy,
- (2) Capacity building, and
- (3) Direct action, including awareness raising, to support those at risk.

### 1.1 Project Antecedents

CP-TING has its direct antecedents in an earlier project implemented by ILO-IPEC, namely, the “*Project to Prevent Trafficking in Girls and Young Women for Labour Exploitation within China (CP-TING, 2004-2008)*” also in partnership with the ACWF, and funded by the Department for International Development of the United Kingdom (DFID) and the Chinese Government (USD 2.7 million). That project conducted activities in Anhui, Henan, Hunan, Guangdong and Jiangsu Provinces. Prior to that project, trafficking in China referred only to abduction of women for forced marriage and of babies for adoption. Originally considered a sensitive topic for discussion, over time this attitude changed, and by the end, CP-TING had an impact on policy at the national level. Specifically, CP-TING influenced the development of *China’s National Plan of Action Against Trafficking in Women and Children (2007) (NPA)*.

A final evaluation carried out by DFID concluded that the project had completely achieved its outcomes and had significant policy-level and rights impact. An independent evaluation recommended more international technical assistance in order to ensure future sustainability. In addition, the evaluator confirmed the appropriateness of the project partner, the ACWF. The ACWF has the networks, experience, and understanding to facilitate the partnerships necessary for effective trafficking prevention action.

The following recommendations were proposed for continuation of CP-TING:

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. Target groups should expand from girls to also include boys, as both males and females can be victims of trafficking.
3. Workers and employers associations should be engaged to prevent trafficking.



## 1.2 Country Context

Trafficking in China is best understood in the context of migration. In 2010, China's population reached 1.34 billion people.<sup>1</sup> Of this figure, some 221 million people are migrants.<sup>2</sup> This population flow is primarily from rural to urban areas, representing the largest labour migration in human history.<sup>3</sup> According to a 2007 study on migrant workers in China, the approximate age distribution amongst working age migrants was as follows: 18.3% were 16-20, 27.1% were 21-25, 15.9% were 26-30, and 38.7% were above 30.<sup>4</sup> Females made up half of the 16-25 age group and a third of migrants overall. Most migrant workers are young, have low levels of education, and rely on informal channels to migrate. They are ill-prepared for the challenges that working in cities present. These factors contribute to the risk of being trafficked, risks which are particularly acute for young female migrants.

This period has corresponded with an increase in trafficking for labour and sexual exploitation. The number of human trafficking cases in the entertainment sector alone accounts for 50-60% of all cases, particularly amongst the 16 to 20 year age group<sup>5</sup>.

Over the course of the CP-TING project, the national anti-trafficking policy environment has undergone substantial change. Several years ago, at the beginning of CP-TING, trafficking for labour exploitation and child labour were regarded as highly sensitive issues. Even the term "exploitation" was not allowed in formal documents or in dialogue, because governmental stakeholders felt uncomfortable with it. However, with the continuous efforts of the ILO and other sister UN agencies, this attitude has changed. China has started to recognize labour aspects of trafficking. As a result, in 2009, China formally ratified the Palermo Protocol. Following this, changes were gradually made to the legal system, including amendments made in 2010 to the Chinese Criminal Law on articles related to forced labour. Of course, there is still room for improvement and areas in the Chinese legal system requiring amendment. For instance, according to the current system, it is difficult to define adult men as trafficking victims and there is a lack of operational indicators for trafficking for labour exploitation.

## 1.3 CP-TING Project

In January 2010, Phase II of CP-TING was launched, and is scheduled to continue until June 2013. Building on the work of the first CP-TING project (2004 – 2008), the project aims to reduce trafficking for labour exploitation in China, especially amongst children and young women aged 12 to 24 years old. For at-risk girls aged 16-24, the project neither encourages nor discourages migration, but aims to stop the abuses inherent in migration. For at-risk children under 16, the project discourages migration and promotes prolonged education and life skills training. The CP-TING project operates fully at the national level, in Anhui, Yunnan, Guizhou and Hunan as sending provinces and in Jiangsu and Fujian as receiving provinces. In 2010, the total population of these 6 provinces was approximately 321 million, accounting for 24% of the total population of China.

The essential strategy of this project is preventative in focus. The ultimate objective of this project is to improve the protection of women and children's labour rights in China, to be

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<sup>1</sup> According to a May 2011 census figures released by the National Bureau of Statistics

<sup>2</sup> National Family Planning and Population Commission *Report on China's Migrant Population Development*, 2012

<sup>3</sup> Chan. *Internal Migration in China*, 2008.1; Y.Zhao. *American Economic Review*, 1999; K. Zhang. *Chinese Economic Review*, 2003.

<sup>4</sup> Sheng Laiyun and Peng Liquan, Present Migrant Worker's Size, Structure and Major Characters, China Population and Labour Force Report No.7, 2007.

<sup>5</sup> Cai Yiping. "New Challenges to China in Eliminating Violence to Women—Trafficking for Labour Exploitation in Girls and Young Women" [J]. *Collection of Women's Studies*, 2005.12.

consistent with international labour standards. To this end, the project has designed three immediate objectives:

- Improve the national policy framework to prevent trafficking for labour exploitation;
- Improve the implementation of trafficking prevention measures in pilot provinces; and
- Improve the ability of women and children to protect their labour rights and migrate safely.

To achieve these outcomes, the project has partnered with the All-China Women’s Federation (ACWF) to work with national and local stakeholders, aiming to reach the following targets by project end:

Direct recipients	Ultimate beneficiaries
350 decision makers	1 million awareness raised by campaigns
100 trainers/volunteers/back stoppers/implementing agencies	75,000 receive project services
2 national research organizations	
2 Civil Society Organizations (CSO)	
20 major media outlets	

**1.4 Evaluation Methodology**

The purpose of the internal technical review is to provide an internal assessment of project progress to date and recommend appropriate adjustments to ensure project goals and objectives are achieved by the project’s completion. It is also a chance to measure the institutional capacity of implementing agencies and identify their future training needs. The evaluation addresses overall ILO and donor agency concerns such as effectiveness, efficiency, relevance and sustainability.

The scope of the evaluation includes all aspects of the project, including the appropriateness of project design, implementation plans, management structures, progress and reporting.

The project was evaluated through field visits, national level consultations, and distance evaluations. Field visits provided in-depth information on the progress of pilot interventions in four pilot provinces, selected to represent the broad cross-section of issues facing both sending and receiving provinces. Selected provinces include two sending provinces (Guizhou and Hunan) and two receiving provinces (Fujian and Jiangsu).

The evaluation was carried out from June to July 2012, and consisted of the following activities:

- Field visits were held in Guizhou, Hunan, Jiangsu and Fujian provinces. During these visits, consultations were held with stakeholders from county and Provincial Steering Committees (PSC), implementing agencies, management and project implementation staff from the Provincial Project Office (PPO), CSOs, and pilot intervention beneficiaries and partners;
- A distance evaluation was conducted with the Yunnan and Anhui PPO staff and PSC members. This evaluation used the same framework as field visits, covering all key points;
- National level interviews were held with CIDA, the United Nations Inter-Agency Project on Human Trafficking (UNIAP), the ACWF Legal and International Departments and the Little Bird CSO; and
- All provincial PPOs were asked to submit a self-assessment against provincial logical frameworks.

For a overview of the criteria, indicators and research questions guiding the evaluation, please see Annex B.

This evaluation emphasizes qualitative analysis, with some quantitative indicators based on daily monitoring tools, like progress reports and intervention output reports. Due to time restrictions, comprehensive analysis of statistical data from beneficiary cards, zero and end point assessment and statistical participatory monitoring tools were not utilized.

## **2. Project Design**

The project document adopts a logical and coherent approach in addressing trafficking and labour exploitation. Drawing heavily on the experiences of the first phase of the CP-TING Project, the project designers emphasized a process-based approach on the basis of creating an enabling environment at the national and provincial levels within which direct service activities would be undertaken.

### **2.1 Relevance of Design**

#### **Coherence with International Standards**

The project strategy and outcomes have been designed to promote and correlate with international labour standards and CIDA priorities.

Through adopting a rights-based approach in its methodology, the project seeks to demonstrate the added value of international labour standards, with particular reference to implementing key principles from the Palermo Protocol. These include the Convention Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (ILO Convention 182), and the accompanying Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (Recommendation 190); the major tenants of ILO Employment Policy Convention (No. 122) emphasizing rights to 'full, productive and freely chosen employment'; as well as to ILO's ongoing efforts in China to promote the ratification of the ILO Convention Concerning Forced or Compulsory Labour (No. 29) and the ILO Convention on the Abolition of Forced Labour (No 105), aiming to eradicate 'all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.' Through coordination with UNIAP and other relevant departments, it aims to promote these standards, amongst others, for integration into China's new NPA, and the legal and policy framework.

This project also fits well with the current ILO Decent Work Country Program, both in terms of the Program's promotion of safe migration channels, in gender mainstreaming, promoting respect for the fundamental labour rights of migrant workers, and integration of rural and urban labour markets contained in the Country Program.

Furthermore, the project correlates with CIDA priority areas. The CIDA China Program now focuses primarily on human rights and rule of law, specifically: (i) rule of law, (ii) labour rights, and (iii) ethnic minority rights. This project has been implemented in a manner consistent with the China Division's approach to labour rights programming: it engages ILO's tripartite constituents, (government, local ACFTU and other employers' associations) as well as women's organizations and civil society in the protection of labour rights. It focuses mainly on policy implementation and addresses vulnerable groups (female migrant workers and children). CP-TING has involved CIDA frequently in some important events besides regular meetings and contacts. In March 2010, CP-TING arranged for CIDA's Regional Director (RD) and other CIDA officials from Ottawa to visit a Migrant Women's Home in Yunnan and

to observe a local Anti-Trafficking Campaign in Kunming. The RD commented that the delegation was very impressed with the commitment and efficiency of the Yunnan team and most appreciative of the work of the CP-TING team. The visit was essential for the CIDA delegation to get a good sense of the project. In early July 2010, H.E. Michaëlle Jean, the Governor General of Canada toured a CP-TING partner factory in Foshan City, Guangdong Province, during her state visit to China. After chatting with young migrant working girls, she expressed her good wishes and hope that the model developed in Foshan, both in factories and in local community Women's Homes with CP-TING, could be replicated in more areas. Both Chinese and Canadian media covered this event.

### **Fit within the Framework of China Policy**

The project design principles fit very well within the framework of Chinese key partner's efforts, particularly in recent major policy, implementation, and enforcement initiatives. From the point of view of the Chinese government, there is a positive correlation between the project goals and increasing government emphasis on the prevention of trafficking. Furthermore, recently the Chinese government launched specific programs to improve services for the migrant population and community support systems at various levels. CP-TING's experience and documentation of Women's Homes could potentially provide valuable references to these efforts. By recognizing increased drop out rates in rural schools, education authorities have urged all provinces to identify innovative approaches and take effective measures to encourage young people to remain in school. CP-TING pilot sites have identified life skills training as an efficient response to this request. For example, Ningyuan County of Hunan Province successfully integrated CP-TING's life skills training program with their student retention programs. Students organized out-of-school interviews with returning migrants, many of whom were early drop-outs. Through their personal stories, they persuaded students that longer education would lead to a bright future.

### **Response to Needs of Target Groups**

The project identifies children and young women aged 12-24 as target groups of direct assistance. Field evaluations and distance reviews have shown that provincial government institutions and implementing agencies were supportive of the CP-TING projects design and activities. Implementing agency and PSC staff praised the project's focus on addressing the real needs of high risk groups and providing services that meet their fundamental needs. Particularly, they agree with the selection of the following groups:

- **Left behind children in sending villages:** Because of low quality education in rural villages and the absence of parental care, left behind children are at high risk of dropping out of school at an early age. Most of them will encounter more adolescent problems in their personal interactions and social relationships than those from non-migrant families. The routine education curriculum and teaching methods are not able to decrease their risk of dropping out and the potential risk of being exploited in future employment.
- **Migrant children in receiving cities:** Due to limited access to public education and other social services, migrant children are more likely to drop out of school and prematurely seek employment. They are therefore more likely to be subject to labour exploitation if they join the workforce. More efforts are needed to promote their integration into city communities.
- **Children of ethnic minorities:** Children of ethnic minorities, to some extent, have a similar situation and circumstances to left-behind and migrant children depending on where they are living. Furthermore, as they do not speak mandarin, they have more

difficulties in schooling and future employment.

- **Young women workers:** Newly graduated from lower secondary schools, young migrant women normally are only able to get jobs in labour intensive industries. They work in areas of high risk to labour rights and occupational safety and health.
- **Vocational school children/youth:** It is of increasing concern that a large number of vocational school students are exploited in the name of apprenticeship programs, organized jointly by vocational schools and enterprises. More policy advocacy is needed to mobilize improvements to existing labour laws and regulations with the aim of protecting the labour rights of interns.

## **Selection of Location and Timing**

The CP-TING project was initially designed to conduct activities in eight pilot provinces, including Sichuan and Guangdong. However, it was found early on that this would have stretched resources too thin. As such, it was decided that the CP-TING project should devote its full attention to organizing large, comprehensive interventions in six pilot provinces, with small involvement of Sichuan and Guangdong in research and awareness raising campaigns.

These interventions were established in both sending (Hunan, Anhui, Yunnan and Guizhou) and receiving provinces (Jiangsu and Fujian). These provinces were selected due to their differing socio-economic, demographic and ethnic contexts. Using this strategy, the project has been able to gain a strong insight into how different environmental factors influence migration patterns and vulnerability to trafficking for labour exploitation.

The project also sought to further build on activities conducted through CP-TING (Phase I) in Anhui, Hunan and Jiangsu provinces, establish new pilot provinces in Guizhou and Fujian provinces, and integrating anti-trafficking activities developed through the ILO-TICW project in Yunnan.<sup>6</sup> New pilot provinces would benefit from the experiences and lessons learned in more mature pilot provinces, and demonstrate the model's potential for replication, while more mature pilot provinces were able to develop more nuanced approaches and examine the long-term effects of anti-trafficking activities.

The geographic location and timing of pilot activities has been very well designed. Identifying the best possible locations and timing for activities was conducted following research and consultation during the project's design. In sending provinces, activities have been held in locations where many contributing factors to migration coalesce, including high migration rates, large populations of minorities, left-behind children, and gender imbalances. In receiving provinces, activities are conducted in areas where migrants congregate and in schools with high rates of migrant youth enrolment. As a result, the experience from these pilot areas can be applied to any areas where contributing factors are present.

## **2.2 Appropriateness of Project Strategy**

The project document adopts a logical and coherent approach in addressing trafficking for labour exploitation. Drawing heavily on the experiences of CP-TING Phase I, the project designers continued its emphasis on process-based approach. Benefiting from the enabling environment created at the national and provincial levels earlier, the project could undertake direct services at a larger scale and push further in depth. The legacy of previous

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<sup>6</sup> Previously, activities in Yunnan province were conducted through the ILO-TICW project from 2000 – 2008. This was a collaborative project between ILO China and the Mekong Sub-Regional Project to Combat Trafficking in Children and Women (TICW).

experiences also established mechanisms for keeping higher-level stakeholders informed of the project, for monitoring by children and young women at risk, and documentation of learning for replication and mainstreaming into policy frameworks.

The focus of the project on preventing trafficking for labour exploitation is highly relevant to China's context. However, due to the issue's complex nature and sensitivity, designing the projects' strategy required careful and meticulous attention. In the paragraphs below, we discuss the main elements of the intervention and partner strategies that have been proved appropriate:

## **2.2.1 Intervention Strategy**

### **Emphasizing Prevention**

Prevention is a central theme of the project. It has been widely recognized by project stakeholders that the most effective and sustainable long-term solution to trafficking is stopping it before it happens. Chinese authorities have highly valued CP-TING's innovative and substantial contributions to the prevention approach. With endorsement at the national and provincial level, CP-TING has assisted stakeholders plan preventive measures by identifying risk factors at the individual, family, community, labour market and policy levels. This process has changed government agencies' view that law enforcement and victim rescue are the only solutions to trafficking problem. So far, CP-TING is the largest international cooperation project in China focusing on trafficking prevention.

### **Emphasizing the Labour Aspects of Trafficking**

The CP-TING project, from its very start, has continuously promoted the understanding of the international definition of trafficking, with particular emphasis on its labour dimension, which includes child labour and forced labour. Through the organization of a variety of training workshops, seminars, campaigns and publicity activities for government officials, researchers, teachers, students, migrant workers, employers, the media, and other stakeholders, the project has substantially contributed to shifting traditional trafficking concepts to address the types of trafficking associated with labour exploitation. The term "labour exploitation", several years ago, was regarded as forbidden word due to of China's ideology. Yet it is now seen as acceptable for government to use, appearing in formal publications and media reports. Additionally, in cooperation with local research institutions and through the 2010 baseline survey processes, CP-TING has identified a China specific list of operational indicators for trafficking for labour exploitation. With this background, CP-TING has been cited by other international agencies, including UN sister organizations, as the most professional source of knowledge on trafficking for labour exploitation in China.

### **Gender Focus**

Gender has been integrated into all of the project's components, including research design, training program development, awareness raising campaign, direct services and other components. Throughout all activities, CP-TING has also consistently worked to build up partners' gender awareness. On the subject of trafficking in particular, all partners believed that women and girls were more at risk. However, media reports and research have uncovered that men and boys can become victims. The project, following recommendations from the final evaluation of CP-TING Phase I, expanded its target groups from girls only to also include boys in its second phase.

### **Participatory Approach**

The participatory approach has been at the heart of the CP-TING project. This approach builds partner capacity, their responsiveness to project beneficiaries, and encourages the involvement of beneficiaries in activities. Participation is seen as an empowerment tool. It is a means of improving government agencies' ownership and planning skills, and a means of increasing children's and young migrant women's capacity to protect themselves from being trafficked.

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, the participatory approach has helped make school more interesting and relevant to students, reducing dropout rates. More importantly, participating students acquired a sense of their rights and the ability to make their own judgments. This could never have happened in traditional classrooms. In addition, children who participated in Children's Forums developed leadership skills and committed themselves to becoming more socially active.
- Participatory methodologies were also applied in the training workshops of hundreds of partners. The action oriented and learner-centered training method was found to be more effective than conventional methods. For example, government participants much appreciated training sessions on China's case analysis system and follow-up open discussions. The process assisted them to come to the independent conclusion that trafficking for labour exploitation is highly relevant to China's context.
- Participatory processes and tools were used to engage stakeholders in the design, implementation and monitoring of interventions. For example, rural middle school students in Hunan identified 12 tips to prevent trafficking with findings from their own on-site social survey. These tips later have been developed as cartoon images used in 2012 New Year calendars, distributed during the Spring Festival Campaign. The bottom-up message and images are quite popular among campaign audiences as it is quite relevant to their everyday life. Another example is participatory monitoring. Partners from Women's Homes regularly discuss programs with migrants to ensure they are relevant and responsive to migrants needs. As a result, Women's Homes have evolved to meet migrants employment, training, legal, health, and social needs to the extent that one beneficiary commented that Women's Homes feel like a "second home."

## **2.2.2 Partnership Strategy**

### **Multi-level, Multi-sectoral Approach**

The CP-TING project, owing to China's unique social and political context, and being aware of the complex nature of trafficking and its contingent issues, has recognized that government is a key agent of change. As such, it has adopted a multi-level, multi-sectoral approach by engaging key government agencies and bureaux to address different aspects of the problem. By partnering with the ACWF, the project has been able to access the resources and ministries that the ACWF has access to. By its nature as a cross-cutting mass organization, the ACWF has strong established working relationships with ministries, bureaux and agencies at all levels of government. This partnership has proved mutually beneficial; CP-TING brings international best practice and pilot interventions to the ACWF, and the CP-TING project gains access to the resources and connections of the ACWF.

The project also aims to explore innovative approaches to influencing policy, building local capacity, and providing services to target groups. These have involved partnerships with

local research institutions to conduct research in overlooked issue areas (i.e. Baseline Survey, Jiangsu Student Worker Research, Labour Trafficking Victims Study), collaboration with CSOs to explore alternate approaches to providing services to migrants and coordination with employers in anti-trafficking activities.

### **Coordination with the international development sector**

In addition to partnership with national and local organizations, the project design calls for sharing of information and coordination amongst international partners. CP-TING is an active member of an anti-trafficking theme group coordinated by the UN interagency project on trafficking (UNIAP), with membership from Save the Children (SC-UK), The United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Organization for Migration (IOM) and World Vision. The project shared with the group its major findings of the baseline survey; together with UNICEF, UNIAP, and SC-UK, organized a national Children's Forum on Anti-trafficking in 2010; and participated in the group's joint round table dialogue with the Ministry of Public Security (MPS).

On 18 October 2011, the European Union Anti-Trafficking Day, a seminar on human trafficking was held at the European Union in Beijing. The seminar examined the current situation in China regarding domestic, regional and international trafficking in women. The presenters discussed ways of preventing trafficking and how to deal with its consequences. The focus of the seminar was on how China and Europe can learn from each other's experiences and cooperate more effectively to stop trafficking in women. Highlights from CP-TING Baseline Research Consolidated Summary Report were presented as part of the seminar program.

Additionally, this summer CP-TING has collaborated with UNIAP in conducting a Labour Trafficking Victims Study, which is the first such study in China.

### **Volunteer Networking**

To overcome the institutional and human resource deficits that many implementing agencies reported due to funding shortages, volunteers have been recruited to assist in activities. The volunteer model has been particularly successful and engaging for several reasons. Firstly, it addresses the human resources deficit that many implementing agencies face. Secondly, by getting locals involved, the project presents a local and approachable face to the public, encouraging migrant participation. Thirdly, by getting local volunteers enthused to participate, the project builds their knowledge base and capacity, contributing to the long-term sustainability of the project. Fourthly, some volunteers are sourced from both local universities and government departments, contributing their expertise, providing expert consultation for beneficiaries, building other volunteers capacity, expanding the knowledge base of the project, and assisting its targeting and effectiveness. The use of volunteers to build institutional capacity and intervention effectiveness is a replicable model suitable for interventions in resource poor environments.

## **2.3. Project Management**

### **Joint Project Management Office**

In accordance with the project design, the ILO has provided overall implementation and technical guidance for project management and has provided regular financial and technical reports to CIDA, the project donor. At national level, a chief technical advisor (CTA) carried out overall management duties, supported by a national project coordinator (NPC) from the ACWF. In addition, two national program officers, administrative support personnel and a



translator supported the project. There has been some turnover with the ILO CTA. Upon the incumbent's departure in 2010, there was some delay in recruiting a new CTA. Following the departure of this CTA in late March 2012, a national program officer was promoted to national project manager to take full management role. In April, a technical consultant was recruited to provide additional technical assistance to the downsized team to assist the large and tightly scheduled project.

In addition to project staff in the national office in the ILO Beijing office, six field offices, referred to as the Provincial Project Offices (PPO), have been established. Each PPO has a provincial project coordinator, fully paid by the provincial ACWF branch, and a project assistant, subsidized by CP-TING in agreement with the Provincial Women's Federation (WF). The PPOs play an important role in managing the CP-TING Project in their respective provinces. More than that, they also work as secretariat to the Provincial Steering Committee (PSC). This mechanism enabling fluid information sharing with key agencies of the PSC and has great potential for policy influence.

For the most part, frequent turnover in the Yunnan, Guizhou and Jiangsu PPOs have not influenced the achievement of outcomes, although training and rehiring requirements have required some activities to be delayed.

## **PSC**

Following the projects commencement in 2010, provincial steering committees were established in new pilot provinces, and reconvened in revisited ones. In each province, steering committees are comprised of representatives from a number of line agencies and organizations, with the vice-governor acting as chair. This model has also been replicated at the city and county level, with the vice-mayor or other government leaders acting as chair. These coordinating committees play a critical role in mobilizing government action, coordinating anti-trafficking activities and mainstreaming prevention measures against trafficking for labour exploitation in the work of key agencies, such as labour, education, public security, railroads, media and research organizations. Reports from all provinces indicate that these committees are operating reasonably efficiently, meeting regularly, sharing information and effectively collaborating on project tasks.

## **Management Tools**

The CP-TING project adopts a results-based management style. This means that project management at all levels is geared towards achieving substantial outputs and outcomes. To ensure that activities at all levels are coordinated, effectively implemented, and run according to schedule, the Joint Project National Office (JPNO) and management at all levels have developed four management tools. These management tools include national and provincial logical frameworks, work plans and intervention plans. These management tools clearly describe how interventions contribute to the achievement of the immediate and long-term objectives of the project, and provide indicators for assessing progress and success.

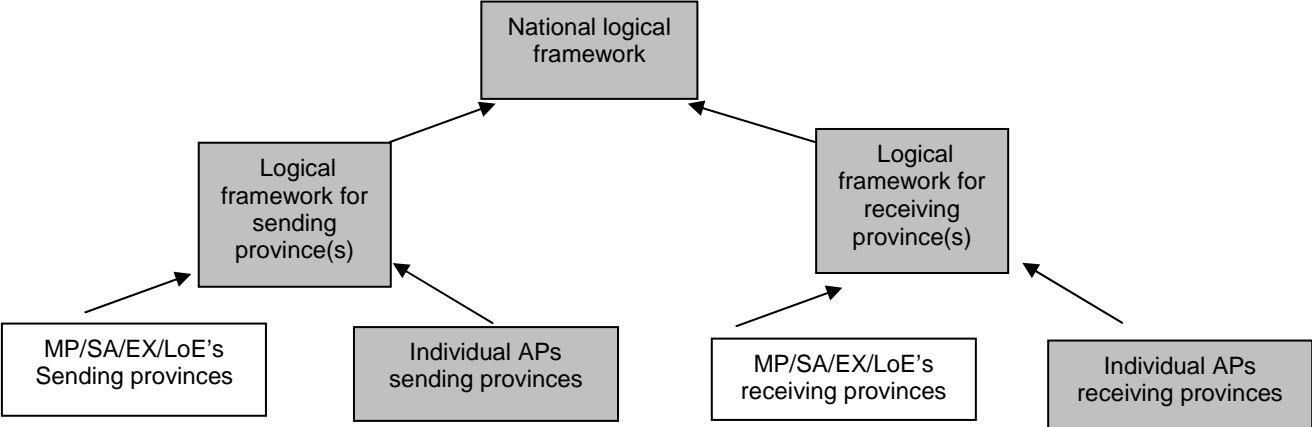
At all levels, activities are coordinated through provincial and national logical frameworks to achieve the immediate, intermediate and long term objectives of the project. CP-TING ensures that activities achieve the outcomes in a timely manner in three ways: (i) building the capacity of implementing agencies to effectively carry out project tasks, (ii) mobilizing the requisite political will and government support through the steering committees, and (iii) linking project funding with the achievement of outcomes.

In order to realize these outcomes, subsidiary work plans for each pilot province are required, detailing specific outputs, the activities necessary to achieve them and indicators to ensure

consistent progress. Provinces designed their provincial work plans in close consultation with PSC members and their local partners. The work plans clearly describe how resources, including time, finance and personnel are organized to implement different intervention plans.

Provincial pilot activities are most commonly conducted under intervention plans, such as the Action Programme, Service Contract, Seminar Agreement or Mini Program format. The key determining difference between these is the length of the intervention. Generally speaking, service contract, mini program and seminar agreement activities run for under 12 months, and do not require regular reporting to the JPNO and PPO. Under service contract activities, implementing agencies are only required to submit a final report at the end of the intervention.<sup>7</sup> In contrast, action program activities run between one to three years, and require regular technical and financial reports to be submitted to the JPNO and PPO every four months.

In short, project activities are all interlinked and coordinated under the provincial logical framework to achieve provincial outcomes, which in turn is linked to the national logical framework, linked to achieving national outcomes.



While there have been some complaints from field offices regarding reporting requirements, these are necessary to ensure that intervention activities are conducted in a timely and accurate manner. Furthermore, by introducing international monitoring and evaluation standards in the form of IPEC reporting standards, local capacity is built.

In some new provinces, due to unfamiliarity with the reporting requirements and human resource shortages at some implementing agencies, reports have been submitted late. This has led to the slow distribution of funds. With more support from the national office, the situation is being improved.

**Financial resources**

While a certain percentage of funding is provided to interventions when launched, the full provision of CP-TING funding is provided at the interventions close (for shorter interventions), or provided at four month intervals (for longer interventions). Funding is provided after the submission of technical and financial reports to the JPNO, detailing progress and achievements made over the reporting period. Linking funding with outcome achievement provides an added incentive for implementing agencies to achieve outcomes in a timely manner.

<sup>7</sup> Other formats include the Excol and Letter of Exchange format. These activities usually last under two months and also only require reports at the end of the project.

This management style also ensures open communication between the JPNO and implementing agencies to discuss any issues that were encountered, and technical support to be provided where appropriate. In this way, interventions can obtain support when needed to further improve their efficiency.

In more mature provinces, local stakeholders and implementing agencies have been progressively taking more responsibility for the funding of activities. This reflects the success of the project in fostering local ownership and in the relevance and success of intervention activities amongst beneficiaries.

### **3. Project Implementation**

To achieve the ultimate outcome of enhancing labour rights protection in China, consistent with international standards, the CP-TING project has three immediate objectives, each covering separate fields necessary to comprehensively achieve the project's ultimate outcome. These immediate objectives provide the strategic direction to guide project activities. This section outlines the project's implementation and outputs under this logical framework.

#### **3.1 Improved Policy Framework to Prevent Trafficking for Labour Exploitation**

The progress under this objective could be organized around six themes:

- (1) Multi-sectoral Coordination
- (2) Policy Advocacy
- (3) Knowledge Base
- (4) Media Coverage
- (5) Rights-based Events
- (6) Civil Society Engagement

##### **Multi-sectoral Coordination**

Comprehensive multi-sectoral cooperation is necessary due to the complex nature of trafficking. Previous experiences have shown that the risk factors of trafficking can only be reduced with efficient interventions from multiple angles. In order to engage key agencies, CP-TING, since its start, has laid critical emphasis on awareness raising and capacity building of stakeholders. Introductory training workshops held for PSC members and key implementing agency partners have introduced key concepts regarding project management, trafficking and labour exploitation, gender mainstreaming and CP-TING. Other training activities have been held by relevant departments, such as the PSB and Department of Justice, on labour laws and legal awareness. The significance of these workshops is not just the introduction of technical skills, but also in providing a comprehensive overview of the nature and forms of trafficking. This has facilitated the development of the conventional interpretation of trafficking as forced marriage and illegal adoption to a comprehensive overview of all forms of trafficking, including trafficking for labour exploitation. This has provided stakeholders with the solid knowledge foundation necessary for effective preventative programming.

In CP-TING pilot provinces, PSCs were normally established on the basis of existing coordinating bodies, in which Women's Federations take a leading role to protect women and children's rights. CP-TING applied this strategy to mobilize more local WFs to utilize this multi-sectoral cooperation model in their home areas. Although ACWF has a long history in China of addressing trafficking in the form of abduction of women and kidnapping of children, at the local level, Women's Federations have so far only focused on support for rescued victims, and, together with the MPS, victim assistance. In cooperation with the MPS, CP-TING organized three rounds of training workshops for 840 representatives from county level Women's Federations from 31 provinces. These trainings successfully improved trainees' understanding of why trafficking is not only a criminal issue, the responsibility of

police, but also a developmental issue; one particularly related to labour rights and women's protection.

Besides promoting the mechanism to other provinces, CP-TING directly supported pilot provinces strengthen their existing PSC network and extend them to non-project sites. Through these channels, pilot provinces have been able to mainstream CP-TING's practices into local government's programs. The following important events have strongly contributed to this component:

- In 2010, cooperating with the ACWF and MPS, CP-TING organized trainings for 840 county level WF representatives;
- In June 2010, the National Working Committee on Children and Women (NWCCW) organized a training workshop on the NPA in Hefei, Anhui Province. More than 80 government officials from 16 provinces and autonomous regions attended. Taking this opportunity, CP-TING supported all concerned WF Legal Departments Directors in Anhui to participate in the one-day training offered by the NWCCW and offered an extra day of training on trafficking for labour exploitation.
- In 2011, Jiangsu, Guizhou, Yunnan and Hunan separately organized training workshops for PSC focal points from provincial and local levels.

Furthermore, the 180 decision makers from the 6 PSCs are made aware of issues, conditions and initiatives to reduce trafficking for labour exploitation on a regular basis. Many PSC members have further supported project initiatives through their participation and support for key activities and events. Concrete examples will be provided in section of this report.

The final indicator of this output's success is the development of a provincial monitoring plan on anti-trafficking. Fujian reported that, so far at least two provincial government departments had developed their own anti-trafficking monitoring system. Other provinces have indicated that they will do this once CP-TING draws out more established models for them to follow.

While most provincial and county steering committees demonstrate effective communication and coordination, there has been uneven development among provinces. Yunnan, with the longest history of being involved in ILO anti-trafficking work, has fully integrated the PSC into their specific and permanent Provincial Anti-trafficking Committee. Their strong ownership is also reflected in their financial contributions to independently fund CP-TING focal points meetings and other project initiatives. However Guizhou, as an under developed province in China, with little experience in international project cooperation, encountered some problems in its early implementation regarding the delegation of responsibility in the PSC. They reported that representatives from the Education Bureau and Ministry of Civil Affairs were reluctant to engage in anti-trafficking activities, believing these issues fell outside their mandate. This is not new to CP-TING; almost all pilot provinces had the same problem in the early stages. The solution, as seen in other provinces, is to continuously engage PSC members in meetings and training. Gradually, their awareness is improved. At the time of writing, Guizhou reported that there had been some positive change. For example, representatives from the Education Department had expressed their interest in life skills education and agreed that it is an efficient means to prevent drop-outs in schools.

Another common problem provincial steering committee reported has been the effective and timely sharing of resources. To address this problem, Hunan province has utilized QQ to develop a strong, multi-sectoral information-sharing platform, keeping all grassroots, county and provincial stakeholders informed of the latest relevant developments.

While all provincial steering committees displayed close coordination, the Jiangsu provincial steering committee demonstrated the ideal model for provincial inter-agency collaboration, coordination and information sharing. Despite a relatively high turnover in staff, the Jiangsu PSC has maintained close relationships and has been effective in mobilizing relevant departments for effective and comprehensive policy changes. The committee meets regularly, communicates openly and has a proactive and open attitude to cooperating on crosscutting interventions.

The success of the Jiangsu PSC is evident through the successful implementation of its large portfolio of pilot interventions and the successful passing of regulations against the exploitation of student workers, based on research conducted during the project.

## **Policy Advocacy**

### *National level*

At the time of CP-TING's inception, it was found that there were differences between Chinese Criminal Law and the Palermo Protocol. These differences were most apparent regarding the purpose of trafficking, the means of trafficking, and who is considered a victim of trafficking. In particular, the notion of trafficking for labour exploitation was noticeably absent from Chinese law. Building on the experience and relationships forged during CP-TING Phase I with relevant stakeholders, CP-TING has provided inputs into legal and policy developments. For example, CP-TING shared with the MPS a set of indicators on trafficking for labour exploitation developed by the ILO and the EU, namely the Delphi Indicator. The MPS responded that these trafficking concepts were fairly new to China. As such, it would take some time for lawmakers and the MPS to develop operational indicators in the context of China. However, they warmly welcomed any related successful experiences and materials from the international community.

The CP-TING project has also been supporting UNIAP in its advisory role to the State Council Anti-Trafficking Coordinating Committee, providing inputs into the new draft NPA (2013-2017), including CP-TING's good models of trafficking prevention and suggestions on the establishment of a monitoring system

### *Provincial Level*

At the provincial level, CP-TING's influence on provincial law and policy can be seen in two examples.

The Provincial Education Department of Anhui Province developed a series of safety textbooks for primary, middle and secondary schools in the province. CP-TING provided technical assistance and information on trafficking and risks associated with labour migration. As a result, the topics of trafficking for labour exploitation, risks of migration and informed decision making when searching for employment were included as various units or chapters of the textbooks. At the time of writing, students of all 1,500 primary and middle schools in Anhui had received this set of textbooks. In the last two years, more than one million students have been trained on the topic.

CP-TING, in cooperation with the Social Development Department of Nanjing Normal University, conducted research on the circumstances of student workers in Jiangsu. This intervention was very successful. Research from the intervention has directly contributed to the improvement of provincial frameworks against trafficking and labour exploitation amongst student workers through internships and other such programs. This report was circulated amongst provincial government stakeholders through the PSC, resulting in a new section being approved by the Provincial People's Congress in September and added to

provincial labour contract regulations. This regulation consists of 50 rules, covering working hours, salary, and banning the practice of schools using agencies for internships, etc. This is the first labour regime in China that specifically spells out labour protection of student workers in their internship programs. The Jiangsu Labour Department also highly valued the contribution made by CP-TING. The research pointed out an overlooked but serious issue and motivated them to strengthen labour inspections.

## **Knowledge Base**

Identifying and addressing gaps in research and information relating to trafficking for labour exploitation is a key component of CP-TING. Clearly, the more government and other stakeholders know about the incidence and risk factors of trafficking, the more effective the strategies they design to prevent it. However, as in many other countries, trafficking is a socially complex and politically sensitive subject, and it is hard to get adequate and reliable secondary information and data. Furthermore, local research institutions lack the awareness and skills necessary to carry out direct research or case studies on trafficking for labour exploitation and child labour. Thus, CP-TING has exerted tremendous efforts in developing the capacity of research institutions in this area. So far, about 190 researchers have received training from CP-TING. By the time of evaluation, major outputs were reflected in baseline surveys and the Jiangsu Student Worker Research.

### *Baseline Survey:*

The baseline survey was conducted in 2010 in all six pilot provinces. Each provincial core team consisted of a research coordinator and approximately five assistants who prepared the research plan, methods, sampling and interview protocols. To administer the surveys, additional field researchers were identified and trained.

From September to December 2010, the research teams collected baseline survey data from a total sample of over 5,500 respondents. Five survey instruments and research interview protocols were prepared and administered. Research teams conducted meetings and held interviews with community leaders, focus groups and individual informants. The data was then processed and the results analyzed. The final summary report, published in 2011, pointed out that the majority of young migrant women respondents had experienced one or more forms of labour exploitation. For instance, 68% of respondents reported working more than 8 hours per day; a further 11% even reported working 14 hours per day with no overtime pay. Moreover, approximately 7% of respondents reported that their employers had confined them to their workplace or sleeping quarters. The wages earned by respondents were very low – some below minimum wage, while working conditions were difficult, unsafe and unhealthy.

### *Jiangsu Student Worker Research:*

The quality and contemporary insights of this research provided stakeholders with an authoritative reference to influence government decision-making. The effectiveness of this research and reporting design is evident in the success of the Jiangsu Student Worker project. As mentioned in the above, the major findings of this intervention contributed to the improvement of Jiangsu provincial labour laws through the adoption of labour contract regulations.

This intervention was inspired from Jiangsu's Baseline Survey, in which researchers surprisingly found out that almost 50% of respondents in factories were student workers. The Jiangsu office quickly proposed that an experienced research team from Nanjing Normal University carry out focused follow up research. Consequently, they found out that few student workers received training on OSH before they took their intern job, even though some positions were quite dangerous for minor workers. More than 50% of student workers

worked more than 8 hours a day, 12.15% of whom were working more than 10 hours a day. Research also found that student interns received only a small amount of payment for their long working hours and some even had to return money to their schools as a “deposit”. Unfortunately, as these youths are still enrolled as students, they are not protected by present labour laws. Some vocational schools, in collaboration with enterprises, force minor workers under the age of 16 to work overtime, frequently in dangerous working conditions.

In order to further develop the project’s knowledge base, at the time of writing two other research projects are being conducted. One is a joint effort with UNIAP to conduct the first qualitative study in China on Labour Trafficking Victim Cases. The other is a research project looking at migrant children's education access and employment prospects in Chengdu, Sichuan Province.

### **Media involvement**

The CP-TING project has stirred significant media interest; approximately 1,100 articles on the project have appeared in local, provincial and national press. This serves to spread further awareness and information on trafficking for labour exploitation amongst the general public. However, a recent media review by CP-TING shows that, among all reports on trafficking cases in China in the last two years, the proportion of reports on trafficking for labour exploitation still remains small as compared to cases on trafficking for illegal adoption and forced marriage. In late 2012, CP-TING, together with UNIAP and UNICEF, will hold a national media training workshop on trafficking for labour exploitation and applying a victim centered approach (VCA). The importance of training media in VCA recognizes the role media has as a platform for spreading awareness and anti-trafficking knowledge. Similarly, two provincial level media training seminars have already been conducted in Yunnan and Fujian.

### **Rights-based Events**

A number of rights-based events were held to facilitate direct dialogue between children and young women at risk of trafficking and decision makers. These dialogue forums facilitated direct communication and collaboration, as well as ground policy in relevant outcomes at the grassroots level.

In 2007, ACWF, ILO, UNICEF, UNIAP and Save the Children UK co-organized the 1<sup>st</sup> National Children’s Forum in Beijing. This forum, the first of its kind in China, empowered children at risk of trafficking to discuss their experiences, ideas and concerns with officials from ministries responsible for policies and programs which influence migrant youth’s lives. The forum changed officials’ views on child participation, who acknowledged the value of their views by submitting the Statement of Children to the 2<sup>nd</sup> Inter-Ministerial Meeting and the 5<sup>th</sup> Senior Official Meeting.

The CP-TING project built on the momentum generated by this forum, convening provincial level Children and Youth forums in each pilot province between May to July 2010, and a 2<sup>nd</sup> National Children and Youth Forum in July in cooperation with the ACWF, SC-UK, UNIAP, and World Vision. This built upon the space created by the first project, further demonstrating the value of youth participation in policy discussion. These forums provided officials with information direct from the grassroots, with the long-term intent of grounding policy development in their real life outcomes. Growing official recognition of the value of youth participation was again demonstrated in November 2010, as youth representatives were invited to present their solutions at the 3<sup>rd</sup> Mekong Youth Forum in Thailand.

The slow but sure advance of official recognition of the value of dialogue between youth and policy makers is also demonstrated in the Yunnan Policy Advocacy Forum, held from February to March 2012. This forum, a cooperative endeavor between the Yunnan Heart to

Heart Community Care Center (YHHCCC) and Yunnan University social work institute, facilitated dialogue between migrants, young women and children and local government. This event brought together young migrant women, CSOs and other beneficiaries for several days of discussion with the provincial Political Consultative Conference (PCC) on policies that directly impact on their lives. Following the forum, several policy proposals were submitted to the PCC for their consideration.

### **Civil Society Engagement**

CP-TING has strengthened its engagement and cooperation with a number of labour rights CSOs across China. Collaboration with CSOs brings different methods, experiences and resources to the project, particularly in approaching and engaging with migrant communities. Their initiatives, developed independently, are in response to pressing needs that may have escaped government attention. This improves the project's ability to achieve its objectives.

The added gain of CSO cooperation is evident through the long-standing cooperative activities with the Sanlijie Community Center in Anhui and the Yunnan Heart to Heart Community Care Center. More information of their support to young migrant women will be discussed in the direct assistance sections, under section 3.3.

Furthermore, since 2011, dialogue and cooperation with labour CSOs revealed the strong potential cooperation holds, and has opened up new opportunities for advancing project goals. New proposals, exceeding the original CP-TING work plan, include cooperation with Little Bird, a national labour rights CSO, supporting a Chinese labour CSO development forum in Shenzhen, Guangdong. This forum will build the capacity of 30 labour rights CSOs from across China, particularly in management, fundraising and dealing with complex social problems, such as trafficking for labour exploitation. Sharing CP-TING resources and experiences with these CSOs broadens the potential scope, reach and influence of the project.

Cooperation has also been proposed with the New Workers Group, a migrant workers band who will hold a series of singing tours across many provinces. Their songs share anti-trafficking messages to workers in an accessible form. Bringing the resources and experiences of CP-TING to support these initiatives will promote the self-sufficient development of preventive anti-trafficking interventions.

### **3.2. Improved implementation of trafficking prevention measures in pilot provinces**

Improved implementation of trafficking prevention measures in pilot provinces is critical to the efficient and effective achievement of CP-TING objectives. Thus, CP-TING contributed tremendous time and resources to build up local capacity in different areas to ensure the quality and efficiency of interventions. Local and provincial governments have been very involved in design, monitoring and implementation of provincial programming and subsequent reforms in the policy environment. As a result, hundreds of partners from the national to community level, ranging from researchers and government officials to teachers have been involved from the very start and have a strong personal stake in and ownership of the project. Furthermore, their institutional and personal capacities have been consistently developed to the extent that they are now able to independently support capacity building exercises in their home areas. They are able to draw upon their strong local knowledge and rich working experience to support the replication of these good practices in other geographic areas.

The ACWF commented that the CP-TING project provides an opportunity to assess the administrative capacity and comprehensiveness of services provided by implementing agencies. Through the project's activities, many gaps and areas in government's administrative capacity and services have been uncovered and addressed.



## **Political support**

At the time of this evaluation, interventions in most pilot provinces had been running for some time. In many provinces, senior PSC members have publicly demonstrated their commitment to the project, committing government resources to the project. Officials demonstrating their support come from the PWF, Provincial Legal Committees, the Public Security Bureau (PSB), and Provincial Transport Departments.

Many PSC's recommended the expansion of anti-trafficking activities through further institutionalizing and mainstreaming activities across all departments and bureaux. The degree of institutionalization of anti-trafficking measures does depend on the relative maturity of interventions. In Yunnan, PSC leaders reported that 80% of project activities had already been taken over by local partners and good practices have been replicated in local communities.

Support for Women's Homes, life skills education and awareness raising campaigns is evident by locally driven moves to expand these activities into non-pilot locations. As Women's Homes seek to build their capacity to become a 'one stop shop' for services for migrants, they engage with all relevant departments. Through doing so, they have demonstrated their value and have secured strong, enduring support from local women's federations in Jiangsu and Anhui, and a demonstrated interest from the national ACWF.

Life Skills Education programs have received strong support from Education Bureaux, the Department of Health and the Department of Justice (in the case of Fujian and Guizhou). Recognizing the value of life skills education, many Provincial and County Education Bureaux suggested that this program be incorporated into the national education curriculum.

Further evidence of local support for the project can be seen in local financial contributions. A chart detailing the first two and a half years of local financial contributions can be seen in Annex A.

## **Improved capacity of partners**

CP-TING activities in pilot provinces have been designed to take place in critical intervention points to provide targeted and effective services to migrants. Generally speaking, these take place through three key activities: integrating life skills education into schools, improving the capacity of Women's Homes, and information raising activities. In turn, capacity building activities consist of several components: training workshops for service providers, developing training materials and training trainers. These components are designed to have a long-term impact, building local capacity to sustain interventions independently.

### *Training Teachers on Life Skills Education*

The pilot schools selected for life skills education programs had neither experience nor training in anti-trafficking, life skills and participatory education. The education system in China remains strongly oriented towards preparing for high school and college entrance examinations, even in areas where the majority of students migrate following junior middle school. As such, teachers are not familiar with the concepts and techniques that the life skills education curriculum utilizes.

All teacher training programs have been implemented and developed through the cascade training model. In this model, national training workshops were organized to train provincial trainers. In turn, these trainers organized follow up trainings in their schools to train teachers. To support these interventions, CP-TING developed a full training package for life skills

education, including a TOT Manual, Teacher's Guideline and Student's Handbook for teachers and trainers reference. At present, close to 2,100 teachers and 310 trainers have been trained. Trainers are therefore able to conduct training programs, including 44 courses, in their respective schools. Additionally, in Hunan, Yunnan and Jiangsu Province, select experienced trainers have supported other new intervention sites to train more teachers.

Despite these successes, many teacher trainers felt that training workshops were too short to comprehensively engage and retain all information taught. This has a flow on effect as the trainer's knowledge shortcomings are passed on to those they teach. This can easily be addressed by increasing the length of trainer of teacher workshops.

The success of CP-TING training in improving teachers' skills and ability has had the unintended consequence of increasing the turnover of teachers in some rural areas. Through training activities, teachers from rural schools enhance their employability and many elect to move on to other schools. This phenomenon, however, depends on the local context, and is particularly prevalent in poorer areas where teachers' wages are comparatively low. While this trend makes it difficult to cultivate institutional 'seeds' in pilot schools, it may bring the benefits of life skills education to new schools. Furthermore, teachers selected as 'backbone' teachers to be trained in teacher training are often those already in more senior positions, i.e. principals, and are therefore not as likely to move on in the short term, and are able to train new staff.

#### *Training Community Center Partners on Women's Home Operations*

According to baseline research, prior to CP-TING, most Women's Homes did not have the capacity to provide effective services for migrant women. While the community service center model that Women's Homes were adapted from had been around for quite some time, their services were too general to suit the specific needs of migrant women and children. Starting with Phase I and continuing in Phase II, Women's Homes are transforming into a platform for the convergence of support services for migrant women and girls. This requires substantial change from the baseline model, including sourcing dedicated staff, relocating centers from government offices to areas accessible to migrants, facilitating linkages with relevant agencies, recruiting volunteers, facilitating peer-to-peer network development and adopting a management approach responsive to migrants needs. As previously Women's Homes were effectively government agencies, this transformation requires staff to have many new skills they previously would not have required.

Through CP-TING training activities, the capacity of implementing agencies has been built in critical areas, ensuring they can conduct intervention activities effectively. Specifically, CP-TING focuses on building capacity to turn centers it into one-stop service hubs for migrant workers, providing referral services, and assistance, training and social opportunities to assist migrant youth's integration into the community. To achieve this, the capacity of Women's Home personnel was improved through training activities, the introduction of good practice and a woman's home manual to improve operations. Training covered topics such as labour contracts, management training, gender mainstreaming, and participatory evaluation methods.

Volunteers were recruited from universities and target groups to assist in daily work. Using volunteers simultaneously increases local ownership of interventions, compensates for human resource deficits, and builds peer-to-peer networks. To date, 12 Women's Homes have been developed through CP-TING Phase II, reaching 35,000 beneficiaries.

Women's Homes frequently consult with beneficiaries for feedback on services provided and recommendations for expansion. Interviews with beneficiaries themselves have confirmed that these activities have been earnestly held, and that Women's Homes services have

steadily improved to meet migrant women's needs, providing recreational activities and training activities on urban integration, healthcare, legal awareness and assistance, employment services and risk awareness.

The effectiveness of this training, however, is hampered by the human resource deficits. Both the review and project activities found that most women's homes and community centers had very few full-time staff members, with the majority being part time. While volunteer partnerships compensate for these deficits for the most part, the impact of these human resource deficits is felt through delayed or slow reporting.

#### *Organization of Awareness Raising Campaigns Improved*

The capacity of implementing agencies involved in holding awareness raising campaigns has been improved through workshops for Ministry of Railway, Women's Federation and railway station personnel and volunteers. These workshops cover the CP-TING project, the intervention, trafficking issues and risk awareness and escalation strategies, both ensuring the success of campaigns and building local institutional capacity. CP-TING's successful experiences in its 2010 Spring Rain Campaign have been used by the ACWF and MPS in their organization of subsequent campaigns. An example of this can be seen in the adoption of questionnaires designed to collect target groups' feedback.

#### *Interprovincial arrangements*

At the time of the mid-term technical review, inter-provincial discussion to establish safe migration mechanisms was only in its initial stages in most provinces. Agreements have been made between some pilot sending and receiving provinces (Fujian and Guizhou), forming the basis for this mechanism.

Many provinces have expressed a desire to expand inter-provincial information and experience sharing. In particular, relatively new pilots wished to learn from the experiences and lessons learned of comparatively mature provinces. Already, anti-trafficking lessons learned and information exchange sessions have been held in Jiangsu and Yunnan; the latter of which discussed and updated the Women's Home manual. These information exchange sessions contribute to the development of strong inter-provincial communication and relationships, on which future safe migration channels can be built.

This being said, there is much room for improvement in this area. Experience and information sharing sessions should be held more regularly so that provinces can share strategies and approaches, particularly on similar projects. For instance, during the review, many provinces sought to learn from the good experience of the Anhui life skills education program, which has been successfully mainstreamed into the provincial curriculum.

### **3.3. Increased ability of women and children to protect their rights and migrate safely.**

Increasing the personal capacity of target groups is a fundamental outcome of this project. By empowering target groups themselves, we reduce the risks that trafficking for labour exploitation would ever happen in the first place. The selection of areas to hold awareness raising campaigns, counties and schools for life skills education and areas for Women's Homes has been very effective. These regions are key areas where migrants live and work in receiving provinces, and areas with high migration rates in sending provinces. In addition, awareness-raising campaigns have been held during periods of peak return at transport hubs. As a result, these services have been accessible and relevant to children and young women. These activities empower migrants with life skills and rights awareness, building their self-efficacy and capacity to fight for their rights, and are a critical component of the CP-TING project.

## **Enhancing Awareness through Publicity Campaigns**

By holding campaigns in railway and bus stations and public squares during peak travel periods, such as spring festival or the summer holidays, campaigns educate both beneficiaries and their families through the distribution of information leaflets and publicity materials (i.e. mobile phone bags and the 12 tips calendar), promoting family discussion on anti-trafficking issues and enhancing the uptake of information.

By recruiting volunteers from universities, railway and Women's Federation staff and migrant youths themselves, these campaigns have presented an approachable and knowledgeable face, encouraging youths and beneficiaries to participate in campaign activities. These activities have taken varied forms, encompassing shows, debates, artistic displays, information services, consultations, public video screenings and resource distribution. The messages of the campaigns are simple, concise and prevention oriented, covering safe migration, legal and risk awareness. These activities generate public interest, both through word of mouth and media reports and have encouraged many beneficiaries to proactively participate in activities, promoting effective anti-trafficking information retention.

## **Life Skills Training in Schools**

Life skills education has been effective and relevant to student's needs and experiences, and has achieved strong results in improving student's anti-trafficking knowledge and safe migration capacity. The success of these interventions can be attributed to the strategic selection of pilots in sending and receiving areas where the risk of trafficking for labour exploitation is particularly acute, the relevance of the life skills education curriculum recognized, its linkage with real-life situations is evident, and the innovative education approaches contained in the participatory education methodology are appreciated.

Teachers have reported that the life skills education program has been very successful in educating students on safe migration, life skills, and anti-trafficking knowledge. The flexible and engaging approach of the participatory education curriculum in particular has been well received and highly effective in promoting knowledge retention. To this end, teachers have been trained to facilitate proactive student engagement with the subject matter, a departure from traditional Chinese education forms. The success of this education model is reflected in improved relationships between teachers and students, with a student commenting that "teachers act as guides and teach us key principles. They care a lot about us. They feel more like sisters than teachers." This transformed and improved relationship builds student confidence and encourages knowledge uptake.

The close linking of life skills education curriculum with real life experiences encourages student participation and improves the likelihood that students will retain practical safe migration and anti-trafficking knowledge. Activities such as situational performances, plays, debates, performances, social survey amongst migrants (as discussed above) and hypothetical discussions (i.e. Xiao Wei and Xiao Yu) ground the curriculum in reality, and are used to analyze and discuss trafficking, rights and labour exploitation issues, possible solutions and where to go for help. As pilot schools are located in areas where these issues are relevant, they are particularly meaningful to students.

The life skills education curriculum and participatory education curriculum have fostered a spirit of independent inquiry in students, skills critical for safe migration. Through combining practical education with independent enquiry, students are encouraged to develop independent and critical approaches to practical and relevant situations. The success of this model is demonstrated by the expansion of life skills education to non-county schools, which independently approached PSCs expressing a desire to join the project. Furthermore,

teachers from pilot schools have reported a noticeable change in student behavior since its introduction. Dropout rates have been reduced, students confidence improved, and students display an in-depth knowledge of trafficking risks, self-protection strategies and safe migration and are aware of their rights.

The review did find, however, that some schools had difficulty using participatory education methods due to the sheer size of their classes, which range between 40-60 students. As a result, students are split into groups and engaged by teachers in turn. This reduces the amount of time that students are engaged, impacting the overall effectiveness of these interventions. Furthermore, schools in Fujian reported that due to their class sizes and work burdens, they were had no time to engage with students who had dropped out. Convincing students who had dropped out to reenter school is an activity some interventions recommend, as these children are particularly vulnerable to trafficking for labour exploitation.

### **Women's Homes and Community Services**

Women's Homes and community centers developed through CP-TING act as one-stop hub of services relevant to prepare and facilitate the safe integration of young migrants into their new community. They offer education on safe migration and promote legal awareness, link young migrants to education, healthcare, legal and employment services, and provide training to enhance their employability. Located in areas where migrants live in receiving provinces and in communities where youths congregate in sending provinces, these centers provide youths with services and information necessary to facilitate their smooth integration into local communities. Furthermore, they also provide a space for young migrants to socialize and form networks with the local and migrant communities, and provide services to ensure their rights are protected.

These centers promote migrant women's rights awareness and self-protection capacity, and through their activities, empower migrant children and young women to overcome discrimination and rights abuse, including gender-based rights abuse. Interviews with migrant women confirmed the success of this model, noting through the center, migrant women said they had "gained new friends, expanded their social networks and knowledge through training."

This model has proved itself adaptable and pilots have localized services to meet local needs. This is done through active engagement with beneficiaries to identify their specific needs, such as skills training and childcare, and provide them accordingly.

While Women's Homes are the primary institution developed in most provinces, in Anhui and Yunnan, partnerships were developed with CSOs. The Sanlijie Migrant Community Service Center was established in Anhui and the capacity of the Yunnan Heart to Heart Community Care Center was further developed. They were selected based on their optimum positioning with migrant communities and history of involvement in anti-trafficking activities. Activities held by these CSOs closely emulated those of Women's Homes, with the exception of the 2012 policy advocacy forum held by the YHHCCC.

Despite their strategic location, a factor unaccounted in the plan of Women's Homes intervention is the high rate of mobility of CP-TING's target 16-24 demographic. In particular, field evaluations identified some Women's Homes in Fujian and Guizhou provinces where the target demographic, while present at the project's outset, had since migrated. As such, the majority of beneficiaries were middle-aged.

Nevertheless, overall Women's Homes have been quite successful. Their value has been recognized by other provinces and counties. Based on CP-TING experience, Women's Homes are currently being replicated in pilot and non-pilot regions alike independently by

local governments.

## **Employer Cooperation on Trafficking Prevention**

CP-TING is currently conducting a pioneer cooperative intervention with employers in Wuxi City and Changzhou City of Jiangsu province. This intervention aims to harness the potential that collaboration with employers holds by enhancing employer awareness of the significance of the issue of trafficking for labour exploitation, and establish joint efforts to prevent this practice. Through seminars and the distribution of ILO resources, such as the 'working with youth: keeping them safe' handbook, the intervention aims to improve workplace environments through educating both employers and employees alike. These efforts aim to shake off prevailing attitudes of indifference and complacency conducive to low standards of workplace safety and even trafficking.

To develop enterprises into models of positive workplace standards and anti-trafficking advocates, CP-TING has supported training activities for employers, partners and workers on labour contracts, trafficking prevention, wages, minimum standards, and labour rights protection, etc. So far, local labour inspectors and trade unions have been conducting training for employers, and the working with youth training package had been approved and is in the process of being distributed. These training activities are ongoing, and aim to build employer capacity to independently hold training activities for their staff and awareness-raising campaigns in the community.

At the time of review, this intervention was substantially behind schedule. As this intervention is the first of its kind, both employers and implementing agencies are new to CP-TING. Difficulties and delays in achieving outcomes are therefore expected, but these problems can be easily addressed through closer cooperation and technical backstopping. Another issue has been the accurate targeting of pilots. In some pilot enterprises, while the target 16-24 demographic was present at the time of project design, they had since migrated by the time of review. Again, this can be addressed through closer monitoring and surveying of pilot locations.

Employers are enthusiastic about the intervention, stating that they found that protecting labour standards improved the workplace environment, their product quality and production - a win-win scenario.

## **Peer to peer support networks**

Establishing peer-to-peer support networks for migrant children and young women is an important and effective way of facilitating safe migration and the successful integration of new migrants into their new urban environments. As new migrants are susceptible to labour exploitation and often experience discrimination from urban residents, the establishment of these networks is of added importance for achieving project outcomes. As such, Women's Homes and community centers consider facilitating peer-to-peer network development a crucial part of anti-trafficking.

As Women's Homes themselves are located in the midst of migrant communities in cities, they naturally form a good place for migrants to meet and network. Women's Homes support the development of these networks through encouraging migrants to become actively involved in guiding new migrants as 'big sisters' or volunteers at Women's Homes. Local ownership of activities makes center activities more engaging for beneficiaries, and promotes peer education and mentoring in a beneficiary-owned process. Furthermore, this is an engaging and unobtrusive method of sharing anti-trafficking information and promotes the positive social integration of migrants into their new communities. Networks with the wider community are promoted through social activities, including sports and other social activities.

This breaks down the urban-rural resident divisions and fosters positive social integration.

Peer networks have also been formed during community forum activities, such as the Hunan Children's Forum or the Yunnan Policy Forum.

#### 4. Project Achievements

At the time of writing, the CP-TING project has achieved all of the targets set out at the inception.

Direct recipients		Ultimate beneficiaries	
Targets at the start of project	Progress at the Evaluation	Targets at the start of project	Progress at the Evaluation
350 decision makers	1774 decision makers	1 million awareness raised by campaigns	<ul style="list-style-type: none"> <li>• 1,135,000 through awareness raising campaigns</li> <li>• 1,100,000 through Anhui Safety Education Curricula</li> </ul>
100 trainers /volunteers/ back stoppers/ implementing agencies	<ul style="list-style-type: none"> <li>• 2194 teachers</li> <li>• 1086 community services managers</li> <li>• 142 employers</li> <li>• 817 volunteers</li> </ul>	75,000 receive project services	95, 000
2 national research organizations	190 researchers from 2 national research institutions and 8 provincial research institutions		
2 CSOs	5 CSOs		
20 major media outlets	224 reporters and journalists		

#### 4.1 Extensive Outreach Coverage

CP-TING seeks to develop and pilot models of trafficking prevention interventions. The outreach scope of CP-TING is vast. It has extensive coverage throughout the six pilot provinces and even further through national initiatives.

At the time of evaluation, public information campaigns had reached an estimated 1,135,000 people, nearly 60,000 students had been trained through life skills education programs, and over 35,000 migrant women and children had benefited from Women's Homes services. All provinces have met or exceeded their target beneficiaries, with the exception of awareness raising campaigns in Guizhou. However this can be attributed to the relatively short running time of activities in this province as compared to others.

#### 4.2 Institutional Capacity Built

Ultimately, the CP-TING project aims to build the capacity of partner organizations and their staff so that they will be able to continue to carry out anti-trafficking activities upon the its close.

Key to this has been securing the proactive support of PSC members. The technical review

revealed that at the project's outset many PSC members were only tentatively motivated by the project. However, by the time of review, PSC members commented on how, through participation, their attitudes had changed from hesitant participant to active advocate. Through the project, some 180 decision makers from the 6 provincial steering committees had gained a comprehensive understanding of trafficking issues, the conditions and initiatives necessary to reduce trafficking for labour exploitation and the role different departments have to play. The awareness and enthusiasm fostered through this program have boosted inter-agency cooperation, and many senior members have publicly endorsed key activities and outreach events.

Capacity building activities held by CP-TING for its national and provincial partners have enjoyed strong support. Training activities have introduced new ideas and working styles to partner agencies. The improvements these trainings provided were confirmed by the ACWF Legal Department, who commented on the enhanced effectiveness of local Women's Federations trained in pilot provinces as compared those from non-pilot sites.

Many CP-TING activities have required specific research to be conducted, and so the expertise of regional universities and research institutions has been called on. These partnerships bring about a mutually beneficial knowledge exchange, with the research institute bringing their accumulated experience, local knowledge and resources to CP-TING. Similarly, as many institutes are unfamiliar with the specific trafficking concepts, data collection methodologies and international good practices CP-TING uses, training has been provided for over six research institutes and over 190 researchers have been involved.

Teachers from all pilot provinces have attended training workshops on participatory education techniques, enhancing the capacity of anti-trafficking education programs, with select teachers also trained as teacher trainers, as discussed in section 3.3. Teachers reported that these workshops were very helpful, and that they "learned much about combatting trafficking for labour exploitation, participatory education, self-protection and HIV." On this basis, teachers were able to "model (anti-trafficking classes) for students in a comprehensive way." Through educating teachers and backbone teachers as teachers' trainers, the project has sown the seeds for the sustainable continuance of life skills education programs in pilot schools.

### **4.3 Expansion of CP-TING Projects**

Based on the success of CP-TING pilots, some regions have already committed to expanding and sustaining programs past the projects close.

The technical review has revealed that the life skills education curriculum, in particular, has received the strong support of participating teachers, principals, and county and provincial Education Bureaux. Parents also strongly support the expansion of this program. Migrant worker parents in particular endorsed life skills training programs as an ideal program, filling the gap traditionally covered by family education, which they cannot provide as they are frequently absent at work. It is exactly what children need, particularly left-behind children, in addition to their academic learning. Many stakeholders have called for it to be mainstreamed into the national education curriculum.

Based on the success of the life skills education curriculum, the Anhui Education Bureau is currently integrating information on trafficking and labour exploitation in primary school (grade 6), middle school (grades 7 to 9) and high school (grade 10) curricula, as well as into vocational schools' curricula. Similarly, Education Bureaux in Guizhou, Jiangsu and Yunnan are collaboratively implementing a pilot anti-trafficking education curriculum. This indicates that the CP-TING project is already meeting its objectives, as anti-trafficking education programs become locally owned, localized and spread based on their proven merit.



The joint information campaigns held with the Ministry of Public Security and the Ministry of Railways have also been successful. The Ministry of Railways in particular have been inspired by the content of CP-TING's work, and have adapted many of the working styles they used in information campaigns into their everyday work.

The success of Women's Homes developed through CP-TING has led to several requests for replication. As such, the ACWF has committed to assisting develop the 670,000 Women's Homes existing nationwide at the village and community level through drawing on both CP-TING and their own experiences and resources to develop a guidebook for daily work and rights protection. The ACWF will provide training to the staff of these Women's Homes on how to provide legal aid, relevant regulations and anti-trafficking, replicating the one-stop service hub model of the CP-TING.

#### **4.4 Policy Outcomes**

One of the three immediate objectives of the CP-TING project is facilitating the development and improvement of policy frameworks to prevent trafficking for labour exploitation. Through CP-TING research, activities and expertise, considerable progress has been made towards achieving this outcome.

As mentioned in section 3.1 above, the Jiangsu Student Workers research project pioneered a new model for facilitating policy change. Identified by baseline research, this intervention explored an area partners did not have the resources to explore. Research results were distributed to relevant provincial government stakeholders in the form of a concise, action oriented report inclusive of policy recommendations to protect the rights of students, many of which were accepted. This is the first instance of research report on student workers being directly used to improve labour regulation, and is a good model for replication.

Youth forums held through CP-TING provided the opportunity for youths, migrant workers and women to engage in dialogue with policy makers. These forums provide the opportunity to discuss pertinent issues facing those most at risk of trafficking for labour exploitation with decision makers and provide information directly from the grassroots level to government's attention, aiming to ground policy development in reality. Based on the outcomes of youth forums held in all provinces in 2010, a report detailing the recommendations and outcomes decided on was distributed to relevant ministries. Similarly, following the 2012 Yunnan Policy Advocacy Forum, a series of policy proposals were submitted to the Yunnan Political Consultative Conference for their consideration.

At the national level, CP-TING has contributed to the second National Plan of Action on Combatting Trafficking in Women and Children (2013 – 2017), currently being drafted by the State Council Anti-Trafficking Coordinating Committee. CP-TING provided comments for the new NPA through UNIAP. Based on its experience, CP-TING suggested that the new NPA support more research and data collection initiatives, improve prevention strategies (i.e. campaigns on transportation networks, life skills education and employer cooperation), strengthen labour market management and monitoring, establish a data sharing platform amongst provinces, and design more direct interventions to address the needs of high risk groups through strengthening communities' capacities.

CP-TING has also provided input based on its experience into the National 10-Year Plan for Education Reform and Development (2010-2020), recommending integrating the life skills education into the nationwide curriculum. Similarly, the experience of CP-TING and its success in anti-trafficking have been recognized, and anti-trafficking measures have been included into provincial and county Women and Children's Development Plans (2011 – 2020) nationwide.

This being said, the review found that generally speaking, CP-TING has stronger influence on provincial policy than national.

#### **4.5 Enriched Knowledge Base on Trafficking in China**

While some literature now exists on the issue of trafficking for labour exploitation in China, many knowledge gaps persist simply due to the scale and diversity of the problem. The CP-TING project, through the 2010 baseline research, research projects such as the Jiangsu Student Workers project, and independent research by partners conducted in support of Youth Forum proposals (i.e. Yunnan 2012 youth forum submissions), has enriched the knowledge base on trafficking in China. Additional research projects are currently being developed to explore the circumstances of migrant children in Sichuan, and, in cooperation with UNIAP, to research the situation of labour trafficking victims.

Furthermore, to support project activities, build the capacity of partners, and ensure the sustainability of CP-TING activities beyond its close, CP-TING has independently developed and adapted a large number of technical materials on trafficking in China, including training packages, guidelines and documentation. These include the Working with Youth training package (Worker's Book and Employer's Book), translated and localised from IPEC to the Chinese context, and the development of the Life Skills Training Trainer's Manuals, the Life Skills and Participatory Education Training Package and the Women's Home Operational Manual. It's notable that through years of investment on local capacity, CP-TING's partners have become capable of independently developing technical materials. This contrasts sharply with the early stages of CP-TING, during which all materials were introduced from the international community.

#### **4.6 Project Sustainability**

The CP-TING project aims to imbue its interventions with the capacity to be sustained beyond the projects close and assure that anti-trafficking for labour exploitation action will be continued through close partnerships and policy advocacy. CP-TING's partnerships and capacity building strategy seeks to demonstrate the value of its interventions and working methods. Through capacity building activities amongst partners, CP-TING has imparted a new understanding of trafficking in line with international standards.

Furthermore, through the networks, linkages and improved capacity and understanding the PSC has facilitated amongst members encourage the mainstreaming of anti-trafficking aspects. The results of the review suggest that this approach has been fruitful. At the policy level, anti-trafficking aspects are incorporated into the new NPA on combating trafficking and into county and provincial Women and Children's Development plans.

However, the review found that, while most PSC members and partners were supportive of projects interventions, they were not confident that partners would sustain interventions wholesale due to financial concerns. Partners were expressed concern about the viability of sustaining interventions without the mobilizing authority and legitimacy that central government and INGO support grants it.

This being said, the value demonstrated of CP-TING interventions and the improved methods utilized have been recognized, as seen by the integration of counter-trafficking awareness into Ministry of Railway training.

Some interventions, such as life skills education, have been adopted by the Anhui Education Bureau, which has committed to expanding it throughout the province, while in Hunan, the Provincial Education Bureau prefers integrating aspects of life skills education into existing

'life and health' and 'morality education' subjects in future. In other pilot provinces, the Education Bureau reported that while there is strong support for expansion, financial resources do not currently support its full-scale integration.

The projects grassroots strategy of distributing resources and training community and institutional backbone personnel at trainers trained (i.e. principals, women's home managers) ensure that the lessons learned will be sustained in the long term. Similarly, through training women's homes and community service personnel and facilitating institutional linkages and providing material resources, CP-TING has built their capacity to independently sustain activities.

## **5. Conclusions, Challenges and Recommendations**

### **5.1 Conclusions**

The CP-TING project's overall implementation has been very smooth, despite its ambitious agenda and vast scope. The project's design, while perhaps overambitious to begin with, was quickly adjusted to a more achievable scope without compromising its impact. It has since largely achieved, and in some respects surpassed, the initial targets set out in the project document. At the time of writing, the project had nine months until its close.

The project continues to be very relevant within the Chinese context, and is responsible for successfully facilitating the engagement of relevant government agencies and decision makers with the issue of trafficking for labour exploitation. Decision makers and lawmakers have been introduced to the concept of trafficking for labour exploitation, how it can be prevented, and the role of labour rights, safe migration, and community service and life skills education. The degree to which they have absorbed this knowledge is reflected by the adoption and integration into national and local policy of measures to prevent trafficking for labour exploitation. In particular, targeted policies directed to prevent trafficking for labour exploitation will be included in the second National Plan of Action on Combatting Trafficking in Women and Children (2013 – 2017), provincial Women's and Children's Development Plans (2011 – 2020) and will inform the development of new laws. This ensures the lasting impact and sustainable implementation of anti-trafficking activities beyond the CP-TING's end. By contrast, at the project outset, most decision makers were reluctant to acknowledge the issue of trafficking for labour exploitation.

The project's management structure has been highly effective in building local capacity and ownership. While the national management office, jointly operated by the ILO and ACWF, has provided strong leadership and technical assistance at the national level and in all provinces during their activities, the project's true center of gravity lay at the provincial, county and municipal levels. To this end, the project has promoted local ownership of initiatives and supported capacity building measures at all levels. The achievements that the project has reaped as a result are especially notable, and can be attributed to the strong commitment of provincial Women's Federations and the effective management of the six provincial pilot offices.

CP-TING's strategy of engaging all relevant stakeholders, from the national to the county level through cross-cutting management innovations such as the PSC and strategic partnerships with the ACWF have ensured that project activities are effectively and efficiently carried out. At the management level, training activities with local stakeholders, who are already deeply familiar with the key problems, have introduced strategies, concepts and good practice for the effective and efficient management and implementation of project activities. The effectiveness of these approaches is reflected in beneficiary feedback and high rates of behavioral change. Furthermore, stakeholders have been trained in results-oriented management. This management style emphasizes the successful achievement of results as the benchmark of success, as opposed to the traditional approach of government and education departments, which view implementation as an end in itself, regardless of the outcome. Through these activities, the capacity of local partners has been significantly built, many of whom have developed from hesitant associates to proactive motivated actors, taking ownership of CP-TING interventions. As

such, the CP-TING has built the foundation for sustainable, long term anti-trafficking activities in China.

Despite the complexity of trafficking for labour exploitation, the CP-TING project has sustained its relevance through embedding, at all levels, a strong responsiveness to changes in the dynamics of migration and trafficking, and the ability to adjust its activities accordingly. Furthermore, through research such as the baseline survey and the Jiangsu student workers research project, and in partnering with CSOs and research institutions, CP-TING is able to keep closely informed of relevant anti-trafficking factors to ensure its activities are up to date and relevant.

Its approach of mobilizing local institutions as implementing agencies for life skills education, Women's Homes, and awareness raising campaigns ensures that interventions are localized, with the intent of enhancing the effectiveness, relevance and responsiveness of target group's needs. In practice, the degree to which this aspiration has been mostly realized is dependent on the degree local capacity is developed. This in turn is dependent on the relative maturity of provinces and the effectiveness of training and trainers.

Even so, the high success rates of these interventions demonstrate the effectiveness of the preventative approach to trafficking for labour exploitation and suitability for replication across China.

## **5.2 Challenges and Lessons Learned**

As with many other development projects, CP-TING has encountered a number of risks and unexpected factors that could not be foreseen at the design stage. While some of these factors have been addressed during the project period and within the project framework, others are beyond CP-TING's responsibility. Implementing the CP-TING project has been an learning process, during which lessons have been learned and applied. This section will discuss lessons learned during the implementation of CP-TING activities. Some of these lessons have already been applied, while others are recommended for the remainder of the project. These lessons are also relevant for any future CP-TING projects.

### **Scale**

The initial project design of CP-TING was overambitious because it called for pilots in eight provinces, covering huge numbers of young migrants. Trafficking itself is a complex phenomenon, prone to fast changes due to rapid economic development, employee turnover and the subsequent impact this has on migration. Considering this, the practical requirements of a project with such a vast geographic, demographic and socio-economic scope may have been underestimated at the time of project design.

Furthermore, the project's multi-sectoral coordinating strategy, utilizing a bottom-to-top approach, requires a huge amount of effort. This strategy requires working with all five administrative levels of the Chinese government, from the national level down to the community. CP-TING places great priority on process-based and participatory approaches at all levels. While this creates a huge work burden for staff, conducting activities on this scale and at all levels is effective, and has a major impact. At present, CP-TING is still the largest anti-trafficking project in China, both in terms of geographic areas, number of partners and beneficiaries reached.

It is recommended that CP-TING continue its current, more focused scope of activities in the six provinces involved, and carry out large-scale interventions there. Sichuan and Guangdong provinces, while initially part of the project plan, can still be involved in capacity building and experience sharing projects, but the bulk of project activities should continue in the six operational provinces.

### **Management Structure and Staffing Issues**

To achieve the project's multi-dimensional objectives across its vast geographic scope requires strong project management at both national and provincial level. As such, project staff must have a strong and diverse skill set, ranging from policy advocacy, project management and development, to direct assistance at the grassroots level.

Through practice, it was revealed that the success of pilot province activities and interventions reflect the relative strengths of the management team. For example, life skills education programs run by provincial management teams with strong experience in education have been more successful than those run by relatively inexperienced counterparts in other pilot provinces. Because of this dynamic, the implementation of activities has not always been even across different pilot interventions.

The project has also encountered delays at different levels due to staff turnover or departures. This is an inevitable risk to any type of developmental project. Staff changes have included the ILO's Chief Technical Advisor, who was recruited behind schedule and departed in early 2012, frequent turnover at the Yunnan Project Office, where project assistants have changed three times, and PPC and PPA changeovers at the Jiangsu Office in 2011. Further staff changes include the hiring of a new PPA in Guizhou, and the departure of the PPC from the women's federation. Despite the challenges turnover presented, these were overcome through the hard work and dedication of all team members and additional training provided by the national project team to new staff.

For the project to ensure the availability of sufficient dedicated human resources to accomplish project tasks at all levels, more opportunities should be provided to national and provincial staff to improve their skills in policy advocacy and in documenting good practice.

An additional challenge is presented in providing provincial and county partners up to date information, particularly regarding developments in policy and national and local trends (i.e. migration, economic and social trends). The advantage that the multi-level management structure of the CP-TING project offers is that trends which may not be seen at one level can be seen at another. Similarly, some levels of management may be in a better position to observe legal and policy developments that are also relevant to other levels. Currently, information is communicated via the CP-TING website, provincial newsletters and email sporadically. Given the impact these trends can have on pilot implementation and management, it is important that these information channels be improved. New avenues for rapid information exchange should be explored, including the possibility of expanding the Hunan QQ<sup>8</sup> information sharing method.

### **Target Groups**

All projects dealing with migrants, particularly young migrants, face the common challenge of their high rates of mobility. This is a challenge that CP-TING has also faced, making the accurate targeting of activities problematic. This problem was evident in employer cooperation interventions in Jiangsu and Women's Homes activities in Fujian and Guizhou.

The results of the 2010 baseline survey in receiving cities revealed that a high proportion of young migrant women worked in garment factories and surrounding local communities. However, due to the economic downturn in early 2011, many garment factories closed and relocated to inland areas. At the same time, employers reported that young migrant women had become less interested in labour intensive work and were seeking employment elsewhere. This trend particularly impacted the Jiangsu employer cooperation project. At the time of the mid-term review, the average age of workers in some of the 140 garment factories selected for the intervention had shifted from the under-24 target demographic to older.

To counter this, the county and provincial steering committees, together with participating

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<sup>8</sup> QQ is an instant messenger program that incorporates forum and blogging aspects. Users can share information and post on a secure online platform.

companies and the ACWF, should ensure demographics of the selected pilot factories should be reviewed, and the intervention activities directed only to factories whose workers fit the target demographic of under-24s. Those outside this scope should be dropped and replaced.

Another targeting issue was evident in the finding that in rural Hunan schools there are higher rates of dropping out amongst young boys than girls. Discussion revealed that, as a consequence of introducing compulsory education and the outperformance of boys by female classmates, boys felt the need to compensate by entering the workforce early. Boys abandon their studies due to a combination of shame, pride and frustration. In some provinces, boys were not as confident as girls were (Hunan), and the reverse was also true in others (Guizhou). Discussion revealed that this is because of underlying cultural and environmental factors. To address this, teachers should prioritize activities aimed to improve confidence amongst young boys and girls, taking into account local causes.

Through the field evaluation, it has become apparent that a key under-engaged group is parents. Many parents in both sending and receiving provinces expressed a desire to become more involved in anti-trafficking activities. Parent representatives should be selected to attend seminars and training activities in schools and Women's Homes.

### **Expand Cooperation with CSOs**

Collaborating with CSOs is a key area identified by CP-TING for improving the outreach and effect of the project, supporting the achievement of its objectives. Cooperation brings the opportunity to share and exchange experiences and resources, both building the capacities of local CSOs to conduct preventative anti-trafficking activities beyond CP-TING's close, and supplement CP-TING's project activities and the achievement of objectives. Based on the demonstrated success of collaboration with the YHHCCC and Sanlijie in Yunnan and Anhui provinces respectively, collaboration should be expanded to other suitable CSOs, such as Little Bird. CSOs bring different methods, experiences and resources to the project.

### **Enhanced Cooperation with Employers**

The Jiangsu Employers Cooperation intervention builds on the foundation of CP-TING Phase I. Through discussion forums, Phase I introduced the business case for actively preventing trafficking for labour exploitation in their factories. Phase II aims to put this into practice and achieve substantive outcomes. These are pioneer efforts; the partners and staff involved are inexperienced in putting into practice the concepts and training described in the intervention outline.

To address this, the JPNO should provide enhanced technical support, ensuring that activities are conducted in a timely manner and technical backstopping provided as required. To this end, the CP-TING project should work with ILO CSR projects, drawing on their good practices, expertise and experience to assist partner agencies and enterprises to conduct project activities. Furthermore, it is recommended that professional trainers who have a strong background on CSR and entrepreneurship should be contracted for upcoming training activities for employers. This will ensure training is relevant and resonant amongst employers.

## **5.3 Recommendations**

CP-TING's strategies and experiences in overcoming challenges encountered also provide a strong basis for guidance to improve the design of any similar projects. While some lessons learned are applicable within the remaining project timeframe, others are more relevant for overall project design and planning. The following section will discuss any recommendations not

discussed above on how any future CP-TING or similar project could overcome them.

### **Continue with Research**

Any future CP-TING project should continue or expand field research and analysis on pertinent trafficking for labour exploitation issue.

The success of the Jiangsu student worker research projects has demonstrated how issue-specific and action-oriented research can result in the improvement of the anti-trafficking policy framework, and the importance of providing government with firsthand information directly from the field. Basing policy and programs on up-to-date research ensures their efficiency and the continued improvement of programs delivered. Similar issue-specific research projects on other areas of policy oversight should be identified, and research projects initiated as appropriate.

### **Improve Trainer Quality**

Any future CP-TING projects should ensure that more time and attention is devoted to improving the quality of provincial level trainers, particularly in financial and management training.

In the current project, these trainers are charged with sustainably educating grassroots partners in both Chinese and ILO/IPEC management procedures. While these were covered in training workshops for trainers in this project, due to the complexity of IPEC management procedures, the three days set for the workshop were not sufficient to effectively introduce them. Improving the capacity of provincial level trainers will improve the capacity and quality of partners of implementing agencies at the county level and grassroots level.

### **Improving Life Skills Education Teacher's Capacity**

One of the key successes of the CP-TING project was the life skills education curriculum. However, a key challenge was that the life skills education curricula insufficiently addressed the different issues youths face in sending and receiving provinces. To address this, teachers linked general training to the local context, emphasizing issue areas and linking discussion to situations students are likely to face. Any future CP-TING projects should emphasize the importance of this practice to teachers and teacher trainers during life skills education workshops so that these issues are avoided from the beginning.

Another challenge faced was that many teachers felt unqualified and unprepared to teach the legal components of the life skills training manual. To address this, communication and coordination between teachers and the Education and Labour Bureau should be improved so that teachers are updated with the latest changes in relevant national and provincial policy. It is recommended any future CP-TING projects engage officials from the labour department to periodically hold guest seminars at schools, informing teachers and students alike on relevant legal and policy developments.

## **Annex A: Chinese Counterparts in-kind contributions to CP-TING**

**(January 2010 – June 2012)**

	National ACWF (RMB)	Provincial Partners (Provincial WF and provincial departments) (RMB)	Local Partners (Local WFs and governments) (RMB)	Subtotal (RMB)
Full time staff salary	150,000	851,400	761,000	1,762,400
Time input of part time staff and partners		777,900	547,400	1,325,300
Office rental	200,000	392,100	125,400	717,500
Utilities	12,500	148,700	817,780	978,980
Communication	7,500	44,700	43,680	95,880
Local transportation	20,000	76,110	174,230	270,340
Training/Meeting Venue		95,430	235,520	330,950
Publicity/newsletter/media		205,700	119,340	325,040
Incidental Costs		120,000	59,700	179,700
Others (including training and education support to target groups)		46,500	226,592	273,092
<b>Sub-total in RMB</b>	<b>390,000</b>	<b>2,758,540</b>	<b>3,110,642</b>	<b>6,259,182</b>
			<b>Total in RMB</b>	<b>6,259,182</b>
			<b>Total in US\$</b>	<b>993,206</b>
			<b>Total in CAN\$</b>	<b>947,533</b>

Exchange rates:

US \$1 : 6.302 RMB

US \$1 : 0.9812 CAN\$

## Annex B: Evaluation Methodology

The following guiding questions were used to assess the degree to which each evaluation criteria had been achieved.



## **1 Validity of the Project Purpose and Design**

1. Is the project design appropriate and adequate to address the key issues for which the project was intended?
2. How well chosen are the geographic locations and target beneficiary groups?
3. Have gender aspects been adequately integrated and addressed in the project?
4. Reflecting on projects current progress, are there any key intervention areas overlooked in the initial project design?

## **2 Effectiveness**

1. How effective has project implementation been to date?
2. How effective is the project in raising awareness about preventing trafficking for labour exploitation and supporting CIDA's objective of improving application of labour law, ILO's strategy to promote decent work and IPEC's goal to end child labor?
3. Has the project been able to effectively collaborate with relevant government departments and agencies?
4. How approachable/engaging have partner and collaborating organizations been to migrants?
5. Were there any external/environmental factors that aided/abetted project progress?
6. Are there any institutional, human or material resource deficits hindering the implementation of this project? What measures could be taken to address this?

## **3 Efficiency**

1. What is the level of government commitment and support for the project?
2. Are project funds being committed and disbursed in an efficient and timely manner?
3. Are there more efficient ways to achieve the project goal and objectives?

## **4 Relevance**

1. Were the strategies used with various target groups respectful, responsive, and relevant to the needs and conditions of the groups?
2. Is the project relevant and supportive of national, provincial and other levels policy development in areas such as education, labor, migration, law enforcement and poverty alleviation?
3. Is the project relevant and supportive of ILO's decent work country programme for China, IPEC's global programme and other UN programmes in China?

## **5 Sustainability**

1. Has the project contributed to any changes or improvements in policy or the legal framework at various levels in relevant institutions?
2. To what extent has the project been successful in "institutionalizing" concepts, messages, materials and techniques that will continue to be used to prevent trafficking for labour exploitation in China?
3. To what extent has the project been successful in building the capacity of partner organizations? How successful and sustainable has the volunteer model been to the success of projects? How could these models be improved?
4. What is the likelihood of replicating all or part of the project / program in different locations or on a bigger scale?

5. How strong and sustainable are cooperative relationships developed with local government and/or media institutions?

**Annex C: CP-TING Publications**

<b>1</b>	Jiangsu Student Workers Report
<b>2</b>	Working with Youth Package

<b>3</b>	Women's Home Manual
<b>4</b>	Participatory Life skills ToT Training Manual
<b>5</b>	Baseline Research Survey Consolidated Summary Report
<b>6</b>	Hunan's Social Survey Report
<b>7</b>	Media Review Report