

China

Mid-Term Evaluation

Thematic window: Culture and Development

Programme Title: China Culture & Development Partnership Framework (CDPF)

Author: Bob Boase, Consultant

Prologue

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

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

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

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

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

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

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



**MID-TERM EVALUATION OF MILLENNIUM
DEVELOPMENT GOALS FUND (MDGF) CHINA
CULTURE & DEVELOPMENT PARTNERSHIP
FRAMEWORK (CDPF)**

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

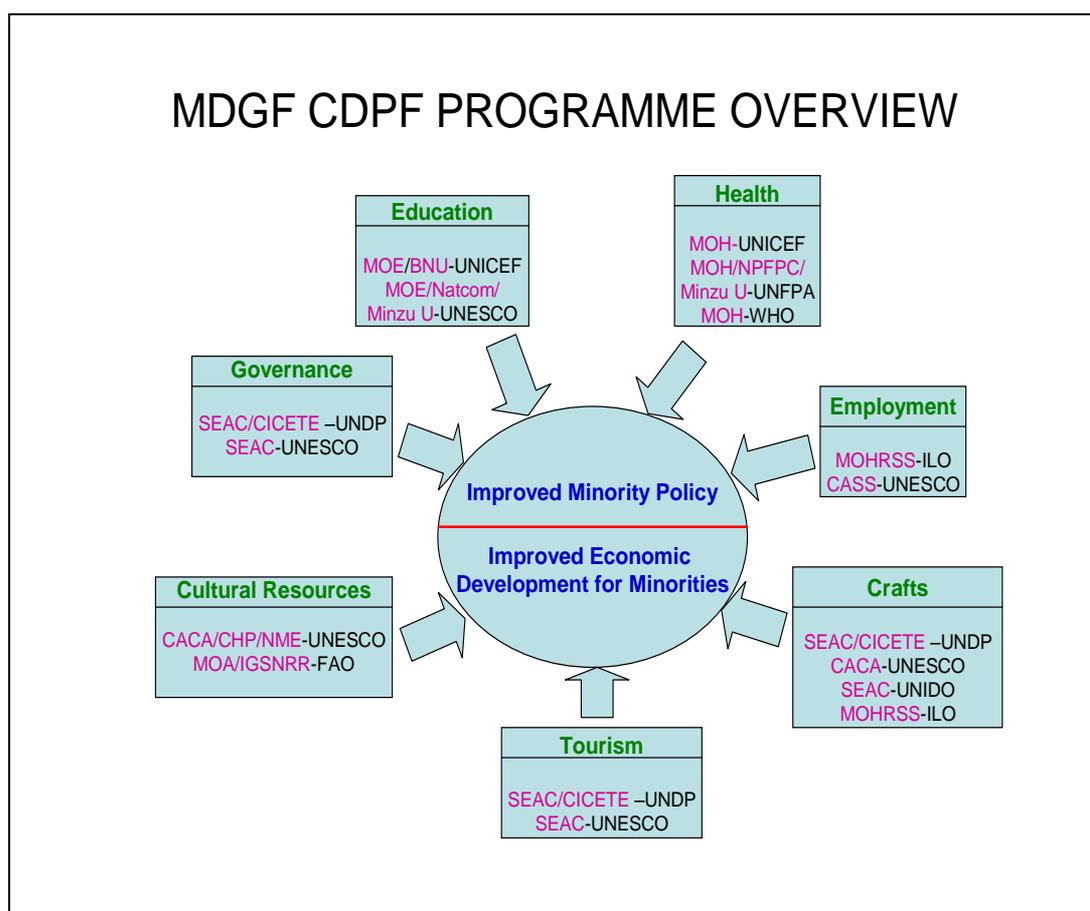
by
Bob Boase, Consultant

Vancouver CANADA
November 17, 2010

Executive Summary

This mid-term evaluation was conducted in May-June 2010. It is an evaluation of the MDGF China Culture & Development Partnership Framework (CDPF) joint programme of the UN in partnership with the Government of China.

The three year MDGF US\$7 million CDPF began November 4, 2008 and was the mid-way point at the time of this evaluation. The cornerstone of the partnership framework is built on (i) capacity development for government to enable them to promote the rights of ethnic minorities and undertake rights and culture-based policies and development; complemented by (ii) capacity development of ethnic minorities to enable them to participate more effectively in policy and development processes. CDPF is implemented in four provinces/autonomous regions with significant ethnic minority populations: (1) Yunnan; (2) Guizhou; (3) Qinghai; and (4) Tibet. The State Ethnic Affairs Commission (SEAC) is the lead institution for the Government of China and UNESCO is the lead UN agency.



Findings

CDPF has made good progress in its first half. The report cites a number of early success stories to illustrate project accomplishments perhaps the most important of which is how it is changing understandings. A senior minority county official stated, *'I thought hardware was important but now I see software is more important.'* – meaning that he used to think that the important thing in international projects was the computers or a vehicle but with CDPF he now sees that changing people's understanding and opening up their minds is far more important because it empowers the minority people to take charge of their own affairs.

The evaluation found that the CDPF complexity with many UN agencies and Chinese government and academic organizations poses its own challenges to implementation. Coordination of effort is critical to the success and a great deal of time and effort must be devoted to this task. Each participating institution has its policies and practices that must be respected which results in high transaction costs for every step of implementation. Given the challenges of implementation CDPF may have been too ambitious in scope and expectation. Sustainability is at risk but can be assured if this report's recommendations are implemented and if there is a second phase. Minority women and youth are not perhaps as involved in CDPF as they might be and training could be improved for more impact. Minority languages are a complex and challenging issue for China and for the minorities. Ownership is strong in CDPF among all stakeholders including government organizations, academic organizations, and most important of all the minorities people themselves.

Perspective on Minorities Education, Migration & Tourism

The report puts forward some views on education, migration and tourism with respect to the minorities and it cautions against proceeding too quickly with boarding school for minorities children and with tourism into the minority villages. Out migration of minority youth to the cities is a serious threat to the preservation of minority culture and this issue, although not a part of CDPF needs more attention from the Chinese government.

Recommendations

Based on the findings in the previous section of the report recommendations have been broken down into those meant to improve this China Culture & Development Partnership Programme Framework going forward and those meant for the MDGF Secretariat in New York.

Recommendations for the CDPF

Education

Primary school age minority children are extremely vulnerable if they are to be put into boarding schools. Not only may formal education not succeed, the experience may break their culture. The project should accelerate and deepen its research on what has been done in other countries with a view to finding less intrusive alternatives to boarding schools such as distance education, visiting teachers leaving assignments and the one-lap-top-per-child programme <http://laptop.org/en/>. Whatever the JP is able to discover in the remaining time it should caution government to move slowly and carefully with its current boarding school policy for minority primary age school children.

Migration

The JP should work with government to further develop an orientation/training module for migrating minority youth that not only prepares them for their migration experience but which also helps them develop a vision and plan to return to their village with the resources and new skills to develop their village. By planting the notion of returning to their village before departure prospects are enhanced for their eventual return and contribution to their village. Government may wish to consider the idea of a re-settlement allowance for migrants wishing to return home for purposes of starting their own business. If only a few of these individuals return that might not have otherwise done so the payback to their village of origin will be a good investment in the training/orientation programme. CDPF should link up with its sister JP the YEM to explore ways and means of further supporting minority migrant youth.

Tourism

Tourism can be particularly damaging for small vulnerable minority populations. It is interesting to note the policy of a China NGO on tourism for minority villages, '*We advise communities of the pros and cons of tourism and let them decide whether they wish to pursue it.*' In other words, minority villages should not blindly pursue tourism as the answer to all their problems. They should be informed of the positive and negative sides of tourism and left to decide whether they want tourism. If they decide to pursue tourism then the JP needs to help them develop codes of conduct for the tourist & villagers & a careful monitoring system to address tourism problems quickly as they emerge.

Villages should be encouraged to benefit from tourism at arms' length by having individuals or groups from the village perform in other centers and by producing handicrafts for sale in urban centers. In this way they protect the privacy of their village.

The JP may wish to examine the Bhutan tourism model which restricts the number of tourists and which caters to high-end tourists at a high cost per day. One of the consultants to the JP worked in Bhutan with UNDP and could give an overview of the Bhutan model or could mount a study mission to Bhutan for this purpose.

The JP should advise government to make it illegal for outside entrepreneurs to 'buy' a village for tourism purposes. This practice only benefits the entrepreneur and can do great damage to the culture of the village.

Minority Health Services

In the balance of this JP, effort should be devoted to publicizing and promoting where possible the fact that health and service gaps in ethnic minority areas are still large and that continued attention to underserved areas is required should MDG4 and 5 be achieved equitably; the importance of specific policies (e.g. maternity waiting rooms) to increase access of the most vulnerable population groups; the need for quality and disaggregated data for decision making; the need for language and culturally appropriate health education materials; the need for a collaborative and participatory approach while designing and implementing health promotion strategies; and the importance of improving the technical skills but also the attitudes and communication skills of the health worker.

A National Conference

CDPF will have important achievements and lessons learned in the new fields of cultural preservation, development of minorities and more effective health and education policy for minorities. These achievements should be shared more broadly in China. One way of doing so is to hold a national conference at the JP's conclusion to showcase achievements, techniques and lessons learned. A national conference will enhance the identity and self-esteem of the minorities. It will also gain traction for more attention and resources to be devoted to minorities. The conference might be held in Kunming or Guizhou to focus attention directly on the minority areas. CDPF pilots, success stories and lessons learned need to be documented over the next 18 months so that they can be showcased in the conference.

Additional Suggestions for the JP to consider

In the course of this assignment the consultant observed a number of potential activities that the JP and government may wish to consider as follows:

A national minorities village-head training/counselling programme

UNDP's current cooperation with SEAC in its poverty alleviation project has developed a training manual and training for village heads using the technique and lessons learned in this project and other projects and the manual has also been used by CDPF. This manual could be further developed from CDPF and other donor/government experiences into a national training/counselling programme to be run by the government or contracted to local NGOs. The curriculum for this course would cover such topics as the basics of village planning and management, socio-economic development, local tourism development and guidelines, environmental management, how to benefit from migration, cultural preservation and development and health and education management.

Local road maintenance programme

Some countries, including Bangladesh, have a government programme that pays villagers to maintain a portion of the road on either side of their village for a few kilometres. Maintenance consists of removing fallen rock from the road and filling in potholes with gravel. Major road works are still done by the government. This programme would generate revenue for the villagers but equally important, it makes them take pride in themselves and ownership over the road.

Village environment programme

Government and the donor community may wish to pursue the notion of a village-based environmental programme. The programme would pay villagers to develop their own project based on their values and traditions for work on small local environmental projects such as tree planting, trail construction and maintenance, water and sanitation works, etc.

Regular local radio/TV program in minority language

The consultant was surprised to learn there is no minority language programming on radio or TV in Congjiang and Leishan counties. Experience in other countries shows that minority language programming is a powerful instrument to inform people of government services, to educate them about basic health practices and to help maintain and develop their language and culture. It is understood UNESCO works in partnership with the National Ethnic Film & TV Association on a bi-annual minority language TV programme award. However, due to repeated budget cuts during the formulation stage of this JP, the partnership with this Association could not be included in the Joint Programme. But this does not prevent CDPF from mounting some pilots in collaboration with local TV/radio stations.

CDPF Websites

The UN has and SEAC is developing CDPF websites. Since a central purpose of this JP is policy advice to government it is important that these sites be complete with all documents, presentations and videos produced by the JP and that the sites be kept up to date on a regular basis. It will be important to 'advertise' these sites to interested parties in government, the media and the donor community. The sites should be interactive so that CDPF can learn stakeholders' views and suggestions.

UN Country Team to link CDPF with other development projects

CDPF is not alone. There are many other donor initiatives with the minorities. The UNCT may wish to do a survey of related work and to link up with this work so as to maximize impact. To give but one example, Action Aid has been working since 2003 in Leishan

and Congjiang counties in Guizhou province documenting the culture of the Dong and the Miao. This material would be valuable to the CDPF planned museums. Another MDGF China project entitled 'Youth, Employment & Migration' should be linked up with CDPF for purposes of minority youth migration and their particular needs. The two JPs can strengthen each other's interventions in this regard.

Strengthen Training

More emphasis – trainers and resources – should be placed on training in the second half of the JP as follows:

Training needs assessments should be done before all training bearing in mind that the awareness, organization and community involvement varies among the JP's different villages, counties and provinces. Thus it is important that any development interventions and strategies are adapted and applied in a flexible manner that allows accommodation of the different environments and realities on the ground in the target provinces;

Training should be targeted at specific groups without too many trainees in the room so that the message can be focused and participation assured. Lumping together trainees from different UN agencies, e.g. UNESCO & ILO, waters down the message. If trainees are to be brought together from different target groups then the training must allow sufficient time to address all topics;

Training materials should be tested before the training and adjusted to make sure they work;

Each training session should be evaluated with a simple one page set of questions to trainees to determine whether trainees understood and found it useful and adjustments made for the next training session;

Attention should be given to women trainees and their needs, e.g. women trainers and perhaps, segregated training, so the women feel more comfortable and therefore participate and learn more;

SEAC should take more advantage of the UN agencies and their perspective/assistance in the design and delivery of training;

Training should take advantage of local minority organizations such as the folk organizations, e.g. the Miao organizations such as Gushe, Yilang and Lilao to assist with training;

Training should be more of a mentoring system whereby classroom training is complemented with a follow-on mentoring programme where the trainer gives the trainee exercises to do and the trainee is in contact with the trainer as a coach;

Field missions should always include a 'training' session with villagers even if only a research or fact gathering exercise so that villagers benefit from the mission; otherwise, they will feel they have been taken advantage of and their motivation for future cooperation reduced;

Consideration should be given to the merit in a training-of-trainers initiative to enhance JP impact and sustainability;

Implementation of these recommendations would benefit from the contracting of a training consultant or organization to design and implement the training intervention across all JP outputs. A training consultant/organization would also have the effect of containing or reducing the number of missions to the field.

Minority Youth Vocational Certification Programme

Minority youth are the key to the future of indigenous culture. The challenge is that many leave their village for the urban areas in search of adventure and jobs. This is a well known global phenomenon. Youth will only stay in their locality if there is some prospect of livelihood and career in the market economy. A CDPF consultant has proposed a vocational certification programme for artisans by the Ministry of Human Resources and Social Security. The programme would lay out a career path for young people in various handicraft and performing arts. For example, in Bhutan, when a weaver reaches certain level, s/he can become a designer and get enrolled in a college design programme.

China has an Intangible Cultural Heritage (ICH) programme whereby selected artisans are paid by the government to transmit their skills and technique to the next generation. These individuals could serve as teachers/counsellors to youth enrolled in the vocational certification programme. A challenge is to attract young people to such a programme. Many of them are migrant workers and therefore separated from the ICH masters who live in the villages. But a vocational certification programme showing a career path may motivate some to return to their village or locality to enrol. The JP should pursue this concept in the time remaining with a view to having a policy proposal for government to consider.

JP Deficit

It is understood the JP has a deficit of around \$250,000 due to RCO and the International Project Coordinator's costs not having been taken adequately into account in the original budget. This deficit needs to be addressed now by one or more of the following:

- Mobilize the required funding;
- Cut each output budget by a certain percent;
- Terminate activities where early results are sufficient;
- Terminate activities which are problematic or not likely to bring results;
- Scale back or combine field missions;
- Combine or eliminate contracted JP expertise.

Clearly the painless option is to mobilize the required funding. If this is not possible then the simplest option is to pare back each output budget by a certain percent. Only the JP team can decide on the other options since they are more contentious and involve a detailed understanding of the project that the consultant does not have.

Cut down on Field Missions

While CDPF stakeholders have not complained about the number of field missions the fact is that such missions have high transaction costs and can be intrusive on the villagers receiving these missions.

Going forward, the number of field missions should be controlled. The National and International JP Coordinators should be informed about all planned missions with a view to combining and/or eliminating superfluous missions for the balance of the JP.

Position MDGF JPs closer to their target groups

This JP is centralized at the national level. Development experience shows that grass roots projects are most effective when located close to the target group, in this case the minority people. This means that the JP might have been better structured if it was

located in the provincial or even the county seats with funding and management at this level. When projects are too remote from the target group, transaction costs increase and the management is too removed from the local reality. It is not too late to put more funding and decision-making down at the county and even village level in this JP.

Recommendations for the MDGF Secretariat

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

Strengthening CDPF's Sustainability

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

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

The JP should contract and build the capacity of local minority organizations, e.g. Miao organizations such as Gushe, Yilang and Lilao. These organizations are permanent. Their involvement in the JP enhances sustainability.

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

It will be difficult for the JP to spend its budget responsibly within the thirty-six month time frame. Forcing JPs to disburse funds before they are ready only serves to waste development funds. An extension of the JP (without adding to the budget) would give CDPF time to plan and effectively deploy the balance of their budget. Time extension, where warranted, should perhaps be an MDGF corporate policy. This could mean an extension of a few months or up to a year depending on the JP.

Improving the Joint Programme Mechanism

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

MDGF Secretariat is accountable

The MDGF Secretariat holds the funding and is therefore accountable for approving all MDGF JPs. In the opinion of the consultant, the Secretariat needs to play a stronger role in helping MDGF proponents to scale back their initiative. The Secretariat should approve all future MDGF prodocs and where warranted indicate options for cutting back the JP, e.g. reduce pilot sites, reduce number of UN and/or government participating

agencies, reduce number of outputs, etc. but leave decisions about actual cuts up to JP management. But where it believes the JP too ambitious, it should insist on cutback of some kind before the JP goes ahead. Once implementation starts then the JP teams consisting of the NSC, the PMC and the JP team are accountable for implementation.

Re-visit MDGF Winning Proposals before start-up

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

One-UN Fund not separate UN agency funds

The logical solution to the complex finance and accounting arrangements whereby each participating UN agency holds its own money is to make the lead agency, in this case UNESCO or the JP team, the custodian of the funds. In this way all of the current complexity would be eliminated and the JP team can focus on implementation rather than complying with the complex reporting requirements of each participating UN agency. After all, UN agencies are quite capable of placing different donor monies into one pot inside their own agencies. They should be able to agree on this same principle for the MDGF.

Simplify reporting

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

Clarify decision making

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

If all funding went to the lead UN agency or to the JP implementation team it would give that agency authority and accountability for JP results. The PMC would endorse the JP plan for the period ahead put forward by the lead UN agency on the JP implementation team after discussions with other participating UN and government agencies. Once

approved by the PMC JP partners should have full authority to proceed for the period of the work plan. Unforeseen circumstances should be addressed by the Head of the lead UN agency in discussion with government and UN partners or, in exceptional circumstances, by a meeting with the Chair of the PMC who would have authority to decide between PMC meetings.

Regional MDGF Cooperation

The MDGF Secretariat has already mounted a regional MDGF gathering in Manila early on in the programme. It would be beneficial if implementation/impact experience could be shared now that JPs are well underway. As well, it would be helpful, if funds were available to mount more specific country-to-country exchanges, e.g. CDPF and Cambodia's Cultural Industries Support Programme both have a museums component. It would be very useful to exchange plans and perspectives and ideally visit each other.

Prepare MDGF Management & Accountability framework

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

ACRONYMS

BNU	- Beijing Normal University
CACA	- China Arts and Craft Association
CAEE	- China Association of Ethnic Economy
CAS	- Chinese Academy of Sciences
CASS	- Chinese Academy of Social Sciences
CBT	- Community Based Tourism
CDPF	- China Culture and Development Partnership Framework also referred to as the Joint Programme (JP)
CHP	- Beijing Cultural Heritage Protection Centre
CICETE	- China International Centre for Economic and Technical Exchange
CPD	- China Country Programme Document
CPPCC	- Chinese People's Political Consultative Conference
CSO	- Civil Society Organization
DFID	- Department for International Development the British aid agency
EU	- European Union
FAO	- Food and Agriculture Organization
GACH	- Guizhou Administration of Cultural Heritage
GIAHS	- Globally Important Agricultural Heritage Systems programme
GONGO	- Government-operated Nongovernmental Organization
ICH	- Intangible cultural heritage
IEA	- Institute of Ethnology and Anthropology
IGSNRR	- Institute of Geographical Sciences and Natural Resources Research, the Chinese Academy of Sciences
ILO	- International Labour Organization
JP	- Joint Programme, i.e. the CDPF
LED	- Local Economic Development
M & E	- Monitoring and Evaluation
MCH	- Maternal and Child Health
MDGs	- Millennium Development Goals
MDGF	- Millennium Development Goal Fund
MINZU U	- Minzu University
MOE	- Ministry of Education
MOFCOM	- Ministry of Commerce
MOH	- Ministry of Health
MOHRSS	- Ministry of Human Resources and Social Security
MOLSS	- Ministry of Labour and Social Services
MSEs	- Micro and small enterprises
NAT COM	- National Commission for UNESCO
NDRC	- National Development & Reform Commission
NME	- China National Museum of Ethnology
NGOs	- Non-governmental organizations
NPC	- National Programme Coordinator
NPFPC	- National Population & Family Planning Commission of China
PMC	- Programme Management Committee
PMO	- Project Management Office
PRC	- People's Republic of China
RC	- UN Resident Coordinator
RCO	- UN Resident Coordinator's Office
SACH	- State Administration of Cultural Heritage
SC	- MDGF Steering Committee for China MDGF projects
SEAC	- State Ethnic Affairs Commission

SIYB	- Start and Improve Your Business Project
TOR	- Terms of Reference
UN	- United Nations
UNCT	- United Nations Country Team
UNDAF	- UN Development Assistance Framework
UNDP	- United Nations Development Programme
UNESCO	- United Nations Educational, Scientific and Cultural Organization
UNFPA	- United Nations Population Fund
UNICEF	- United Nations Children's Fund
UNIDO	- United Nations Industrial Development Organization
UNWTO	- United Nations World Tourism Organization
VCD	- Value Chain Development
WB	- World Bank
WHO	- World Health Organization

Contents

Executive Summary	ii
ACRONYMS	xi
1. Introduction.....	3
1.1. Premises & Context for this evaluation.....	3
1.2. Objective of this Evaluation	3
1.3. Methodology.....	3
1.4. Limitations & Caveats of the evaluation	5
2. Description of the Development Intervention	6
2.1. Description of the Theory of Change of the Programme.....	9
3. Level of Analysis: Evaluation Criteria & Evaluation Questions.....	10
4. Findings, remarks and lessons learnt.....	11
4.1. The Big Picture.....	11
4.2. Early success stories.....	11
4.3. Findings from the four China MDGF Projects	14
4.4. MDGF Transaction Costs	15
4.5. JP coverage	17
4.6. JP Design	17
4.7. Unforeseen Implications of the MDGF Concept	18
4.8. JP Management.....	19
4.9. An overly ambitious project?.....	19
4.10. Sustainability.....	20
4.11. Women.....	20
4.12. Minority Youth.....	21
4.13. JP Training.....	21
4.14. The Language Challenge.....	22
4.15. Ownership	22
4.16. Mission Overload	23
4.17. Questionnaire Results from Evaluation.....	23
5. Some Perspective on Minorities Education, Migration & Tourism.....	24
5.1. Education.....	24
5.2. Migration.....	24
5.3. Tourism.....	25
6. Recommendations	27
6.1. Recommendations for the CDPF.....	27

6.2.	<i>Recommendations for the MDGF Secretariat</i>	<i>31</i>
ANNEX A.	Terms of Reference for this Assignment.....	34
ANNEX B.	List of Stakeholders Interviewed in Beijing	48
ANNEX C.	Visit to Guizhou Province – Leishan & Congjiang Counties.....	52
ANNEX D.	Inception Report of the consultant.....	56
ANNEX E	List of YEM National Partners.....	69
ANNEX F	List of Project publications as of May 2010.....	72
ANNEX G	Synopsis of Questionnaire responses from Project Stakeholders.....	76

1. Introduction

This mid-term evaluation was carried out in May-June 2010 by Bob Boase of Vancouver CANADA. The consultant would like to thank the MDGF Secretariat in New York for its abiding support and assistance, the State Ethnic Affairs Commission (SEAC) of the Government of China for its organization of the entire mission especially the visit to Guizhou Province, the UN organization in Beijing and finally the China Culture & Development Partnership Framework (CDPF) joint programme team for its frank and open discussions in helping the consultant to understand and analyze the programme.

1.1. Premises & Context for this evaluation

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

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

1.2. Objective of this Evaluation

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

1.3. Methodology

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

1.3.1. Desk Review

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

1.3.2. Inception Report

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

1.3.3. Selection of Guizhou Province for the field visit

The project operates in four of China's most remote provinces. In the limited time available it was not possible to visit more than one province. Tibet and Qinghai have limited JP activity while the brunt of project activity is in Guizhou and Yunnan provinces. Guizhou was selected for the field visit because because it is the province with the largest number of programme interventions (together with Yunnan) and the only one where all seven outputs are present. The following is an overview of Guizhou Province for the reader.

The Guizhou Province capital is Guiyang City. The province has a total area of 176,000 square kilometers and is 92.5% mountainous. The Province is composed of 9 cities and 98 counties, of which 3 are ethnic minority autonomous prefectures and 11 are ethnic minority

autonomous counties. Guizhou has a population of 39,311,200 of which 9,457,900 are minorities – about 24%. The Miao, Dong, Zhuang, Yao, Tujia, Buyi and Shui are the primary ethnic minorities, with Miao and Dong being the two largest groups.

Congjiang and Leishan Counties were selected as CDPF pilot sites. 93% of Congjiang's population of 324,200 belongs to ethnic minorities, of which the primary group is Dong. 83% of Leishan's population of 151,900 is Miao. Both counties are in the southeast corner of Guizhou. Both counties are poor, and Congjiang is one of the key poverty alleviation counties at the national level. Both counties, however, are also well-known tourist destinations whose primary attractions are the unique customs and festivals of the Dong and the Miao ethnic minorities.

Guizhou out-migration is significant. By 2008, almost nine million Guizhou labourers migrated, of which 5,630,000 migrated outside the province. Almost all workers from the Buyi and Miao Minority Autonomous Prefecture in South Guizhou are employed outside their Prefecture. The prefecture's rural labour force is 1,490,000, of which 550,000 people have moved to other regions, and 170,000 of them are employed in Pearl Delta Area permanently and 190,000 of them in Yangtze Delta Area and the rest in Shandong or other provinces. According to Guizhou's Electronic and Information Technician College, 90% of its graduates seek employment in the Pearl Delta and Yangtze Delta Areas. Half the primary students are in boarding schools and 77.5% of the high school students board. The main industries in Leishan County are tourism and tea. In 2008, the County received a total of 1.03 million tourists from home and abroad with a total income in tourism reaching 285,050,000 Yuan. 17,100 acres of tea has been planted by the County generating an income at 16,245,700 Yuan.

Leishan's development and employment challenges are its small economic base, limited natural resources, a poor human resource skill base exacerbated by limited training capacity, limited agricultural production often hit by natural disaster and a large excess migrating rural labour force.

The Employment Bureau of Guiyang City indicates that job seekers often do not meet the job requirements. In 2008, there were 5000 job vacancies but only one third of the applicants qualified. Therefore, lack of skills in migrants is a barrier. The main reason is migrant training in labour sending areas cannot meet the requirements of employing units.

1.3.4. Work in China

The first week was spent in Beijing in meetings organized around the project outputs with all contributors to a given output participating in the meeting whether from the government, academic institutions or the UN. Questionnaires were handed out at all these meetings and their results tabulated for additional feedback from stakeholders. See Annex G. for a Synopsis of Questionnaire Responses. The second week was in Guizhou Province to review work on the ground. Leishan and Congjiang counties were visited and meetings with county officials and selected villages of the Miao and Dong ethnic groups. See Annexes B. and C. for the list of stakeholders interviewed. The final day of the mission back in Beijing was taken up with a debriefing/discussion with the CDPF project team. The consultant began drafting the final report in the field by loading in findings and conclusions in the evenings once the day's work was completed. The JP team kindly provided the consultant with:

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

- Discussions with the Project Team on the target areas; the distinct character of the different minority groups and their limited literacy and capability with the national language, nascent tourism as a source of potential supplementary income; the time frame of the Joint Programme and its components and activities; existing/previous projects in the same field/target areas, including by the UN.
- The human and financial resources at the joint programme's disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).
- Changes in the programme during implementation and how the programme fits with China's Five Year Plan and its ten-year Poverty Reduction Strategy and with the United Nations Development Assistance Framework (UNDAF).

1.3.5. Report writing back in home country

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

1.4. Limitations & Caveats of the evaluation

This evaluation was carried out with a very brief mission of only 12 working days. In the limited time available it was not possible to meet with all stakeholders nor was it possible to visit Qinghai, Tibet or Yunnan where the project operates. Nonetheless, a visit was made to Guizhou province, the most active CDPF province during the field mission. But even for the Guizhou province visit, it took a full day to reach Leishan County and another full day to reach Congjiang County. From these county seats it took a few more hours of travel to reach selected Miao and Dong villages. It should be appreciated that the JP team faces these same time-consuming challenges in implementing CDPF.

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

The project had a slow start as do almost all large and complex development projects, with the result that while it is at the halfway point time-wise, it is perhaps only a third complete in terms of outputs. Therefore, it was challenging for the consultant to foresee project results and sustainability prospects. Nonetheless, thanks to the many excellent project informants, the consultant gained a fulsome appreciation of the project intervention and is confident in this report's conclusions and recommendations.

2. Description of the Development Intervention

An estimated 106 million ethnic minorities in China account for 8.4% of the national population but sadly constitute 50% of China's poor. They are recognized within the framework of the Constitution, which is reconfirmed in the Law on Regional National Autonomy (2001). This is strengthened by the 11th Five Year Plan on the Development of Public Affairs for Ethnic Minorities (2007). Despite socio-economic progress since 1949, challenges remain in ensuring ethnic minorities have access to basic services in education, sanitation and health. Historical, geographical and environmental factors, including remoteness, language and other barriers have often resulted in ethnic minorities not benefitting fully from development programmes to date.

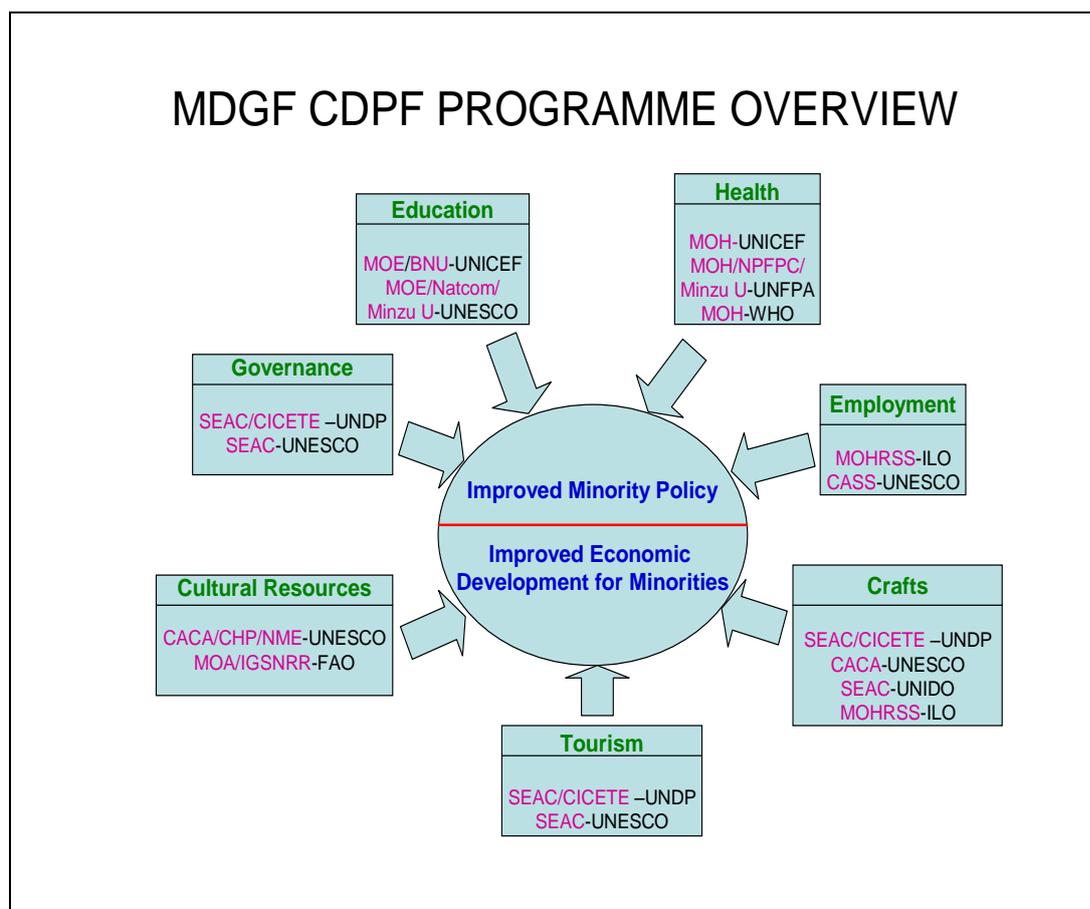
China is fully committed to poverty reduction. It is well on the path to MDG attainment by 2015 – with the exception of ethnic minority areas which are the pockets of poverty hindering MDG achievement. This MDGF project aims to protect and promote ethnic minority culture and identity, while at the same time ensuring ethnic minorities benefit from and are engaged in national development processes and outcomes.

The three year MDGF US\$7 million China Culture & Development Partnership Framework (CDPF) began November 4, 2008. CDPF is premised on the unique importance of culture as a driver for sustainable development. It seeks to address the situation of China's ethnic minorities in culturally sensitive and appropriate ways, where cultural diversity is acknowledged as part of the “common heritage of humanity ... as necessary for humankind as biodiversity is for nature.”

The cornerstone of the partnership framework is built on (i) capacity development for government to enable them to promote the rights of ethnic minorities and undertake rights and culture-based policies and development; complemented by (ii) capacity development of ethnic minorities to enable them to participate more effectively in policy and development processes.

The project has six development priorities: (1) strengthening government at all levels to make it more sensitive to the needs of ethnic minorities and with greater awareness of the importance – economic and otherwise – of cultural diversity; (2) promoting and making possible quality and culturally sensitive education for ethnic minority children; (3) supporting the creation of policy promoting linguistically and culturally appropriate maternal and child health (MCH) care; (4) fostering improved access to the labour market; (5) strengthening the local capacity of the ethnic minorities for protecting and utilizing their cultural resources; and (6) promoting cultural-based economic growth, including tourism.

This JP is implemented in four provinces/autonomous regions with significant ethnic minority populations: (1) Yunnan; (2) Guizhou; (3) Qinghai; and (4) Tibet. The State Ethnic Affairs Commission (SEAC) is the lead institution for the Government of China and UNESCO is the lead UN agency.



The diagram above illustrates the challenge and complexity of this intervention. Eight ministries of the Government of China teamed up with eight UN agencies working in four of China's remote provinces/autonomous regions with the minorities – one of the most disadvantaged and vulnerable group of people in China as the target group. To say the project is ambitious is an understatement, particularly given its short time frame when national policy change can take ten to fifteen years.

Budget by UN Agency showing budget by UN agency with expenditure amount and % of budget			
UN Agency	Budget	Expenditure to date	% of Budget
UNDP	\$1285226	370156	28
UNESCO	1298140	610037	46
UNICEF	1235011	410170	33
UNFPA	521283	204177	39
WHO	496480	177652	36
ILO	485480	194016	40
FAO	240750	107411	44
UNIDO	437630	120676	27
TOTAL	\$6,000,000	\$2,194,295	36%

The chart above shows expenditure to date on the project by UN agency as reported during this evaluation mission in May 2010. In principle, expenditure should be 50% of total budget at the midway point of the project but in fact it is only 36%. UN agencies particularly behind

in disbursement are UNDP and UNIDO. WHO is under-reported because 2010 expenditure and commitments are not yet in their financial system but in fact WHO is on track for disbursement.

UNIDO is behind because it delayed development of training materials while partner agencies discussed the possibility of a joint mission to the field with the intention of relieving the burden on the local counterparts. This was unfortunately not realised and UNIDO had to re-schedule thus lowering its disbursement but a revised schedule is now in place to catch up with activities and financial commitments/expenditures. The major part of the UNDP budget and disbursement in the prodoc is allocated for Y2 and Y3 to carry out the community level pilots, major training activities and promotional events so in fact UNDP is not behind in disbursement. UNIDO and UNDP also point out that their disbursement figures are for work completed and do not involve such items as advance payments which other UN agencies allow. Nonetheless this financial picture points to the need for more time if the project is to complete its work.

The chart below shows the many partnerships between government, academic institutions and UN agencies for each of the four pilot provinces where the project operates. Each of these partnerships involved investment of time to nurture, to write TORs and to contract in the case of academic institutions – an impressive array of partnerships developed in only 18 months. The chart shows the brunt of CDPF activity is in Guizhou and Yunnan provinces. See Annex E for list of JP partners.

MDGF China Culture and Development Partnership Outputs, Partnership & Pilot Sites									
Output	UN Agencies	National Partners	Pilot Sites						
			Guizhou		Yunnan		Qinghai	Tibet	
			Leishan	Congjiang	Longchuan	Luxi	Hualong	Gyamda	Linzhi
1.1 Governance	UNDP (lead)	CICETE, SEAC	X	X	x	x			
	UNESCO	SEAC	X	X	x	x			
1.2 Education	UNICEF (lead)	MOE			x		x		x
	UNESCO	MOE, Natcom, Minzu University	X	X	x	x	x		
1.3 Health	UNICEF (lead)	MOH	X	X	x	x	x	X	
	UNFPA	MOH, NPFPC, Minzu University	X	x	x	x	x	X	
	WHO	MOH	X	X	x	x	x	X	
1.4 Employment	ILO (lead)	MOHRSS	X	X	x	x			
	UNESCO	CAAS	X		x				
2.1 Cultural Resources	UNESCO (lead)	GACH,CHP, NME		x					

	FAO	MOA, IGSNRR, CAS		x					
2.2 Tourism	UNDP (lead)	CICETE, SEAC	X	x	x	x			
	UNESCO	SEAC	X	x	x	x			
2.3 Crafts	ILO (lead)	MOHRSS	X	x	x	x			
	UNESCO	SEAC, CACA	X	x	x	x			
	UNDP	CICETE, SEAC	X	x	x	x			
	UNIDO	SEAC	X	x	x	x			

2.1. Description of the Theory of Change of the Programme

Globalization reaches far and wide including the minorities people of China. Out-migration is rampant with as much as half the young people shifting to urban areas in their province/autonomous region or to the coastal area in search of work and adventure. Rapidly improving road, rail and air infrastructure is introducing domestic and international tourism to the minorities right down to their villages. All of this is a tsunami washing over the way and culture of China's minority people. This change is inevitable and little can be done to deter it. The challenge then is how can government provide the needed health, education and economic development services and support such that more of the next generation either stay in their locality or return from the urban areas because there is an economic future for them. In this way, there will be a socio-economic niche for the minorities in China's current and future development context so that they have something to stand on to preserve their way and their culture and that is the CDPF purpose.

The theory of CDPF is that it can support minority people's culture and economy so that it becomes vibrant in the contemporary context. The idea is that CDPF can support the translation and development of minority culture through a combination of policy change at the top, technical assistance, research and analysis and training. But the larger forces for change described above are much more powerful than the CDPF. So the project is high risk with no guarantee of success. But this does not mean the JP is unimportant or not worthwhile undertaking. Governments and the UN have a fundamental obligation to do what they can to help preserve the way of minority cultures.

CDPF with its research and analysis offers a perspective to the government of China on how it can adjust and shape its health, education and economic policy to provide culturally sensitive and therefore more effective services to its minorities people. The project's pilots with the socio-economic life of the minorities people in the fields of health, tourism, employment, and cultural preservation will provide models and lessons learned for replication elsewhere along with ideas on how national and local government policy can be adjusted for further support.

3. Level of Analysis: Evaluation Criteria & Evaluation Questions

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

4. Findings, remarks and lessons learnt

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

4.1. The Big Picture

No country is more serious about MDG achievement and perhaps no country has as much MDG success as China. That being said, national statistics can hide the situation of the minorities. While less than 10% of China's population, it is estimated that the minorities constitute 50% of China's poor. If this MDGF project can help government adjust and formulate more favourable policies for the minorities, it can help lift the minorities out of their poverty and will have a huge impact on the country's overall MDG achievement.

Originally, the concept of culture was not formally built into the MDGs. This was unfortunate because culture is at the core of the MDG challenge for ethnic minorities in all countries. Thus the importance of the CDPF in focusing on culture and its relationship to MDG achievement.

The MDGF for the first time brings together government partners and the UN family to address the issue of culture as it impacts MDG achievement. Countries and governments now see that the UN as a whole is focused on the issue of culture. This corporate perspective helps recipient governments to bring together their ministries to work on the culture issue from their different perspectives. This is the crowning achievement of the MDGF culture window and it will have far-reaching effects provided the focus can be sustained beyond the MDGF.

4.2. Early success stories

In spite of only a little more than a year of actual implementation, there are many signs of success in this project. Some of the more notable stories are summarized here according to the different project components

4.2.1. Feeding into the larger picture

CDPF has raised the profile of minority culture & development by developing fresh data and by piloting new approaches for government services. This project is ideally timed to feed into China's 12th Five Year Plan and its 2011-2020 Poverty Reduction Strategy currently under preparation. It has already had its impact in making the minorities one of the priorities of the new UNDAF. UNDP and UNESCO together with SEAC and CICETE will organize a national policy workshop this summer under the governance output to analyze CDPF experience so far and produce policy recommendations that will be fed into these planning processes. All participating UN agencies and their partners will be invited to contribute.

4.2.2. Changing Peoples understanding

Perhaps the most inspiring dimension of this project is how it has already changed people's understanding and attitudes. A senior minority county official stated, *'I thought hardware was important but now I see software is more important.'* – meaning that he used to think that the important thing in international projects was the computers or a vehicle but with CDPF he now sees that changing people's understanding and opening up their minds is far more important because it empowers the minority people to take charge of their own affairs.

Another example is the baseline surveys and cultural mapping which hold up a mirror to the minorities so they see the unique and precious nature of their culture perhaps for the first time.

4.2.3. Health

The health component was launched in Yunnan province. This brought the project to the minorities people at the outset and helped establish an early ownership of the project with the minority people. For the first time, gender disaggregated and minority health statistics were produced in the pilot sites which highlighted the health issues related to ethnic minorities, such as the high anaemia rate among women of reproductive age, at 50.9% in 2009, 13% higher than the national rural average. Another major finding was that newborn and child mortality rates were two times higher than what was previously recorded in official statistics. These findings will help national policy makers to address the situation.

Local action plans were jointly developed by UN organizations and experts at national, provincial and county level so that interventions could be sustained and developed beyond this programme. The preparatory work for establishing the service system of maternal and child health systematic health care is underway. For example, the local adaptation of mother and child health services package system in ethnic minority areas; providing basic maternal and child health service facilities, and improving the service conditions to some extent.

Research on socio-cultural health and traditional belief practices regarding maternal and child health in the 6 pilot sites has identified and analyzed enabling factors, harmful practices, gender related issues, young peoples' perspectives and socio-cultural barriers between users and providers. A sensitization workshop on culture and health introduced national and local counterparts to this new concept. In addition to supporting locally-designed health promotion initiatives, courses are being developed on community-based intervention in the health sector and client-friendly/culturally sensitive service delivery.

Local drama and a parent-held picture booklet have been used to convey the key health messages to overcome the language problem. The concept of the maternity waiting room has been introduced where women can stay for a few days prior to their birth so as to encourage more women to give birth in a hospital. Finally, local action plans were jointly developed by UN organizations and experts at national, provincial and county level so that interventions could be sustained and developed beyond this programme.

4.2.4. Education

Reports produced on education as it impacts minorities provide an excellent overview of the challenge of educating remote minorities children under government's policy of merging schools and creating boarding schools to provide a higher quality of education. The reports point to the challenges of language instruction in the schools, removing young children from their families for boarding schools and the need to make curricula resonate more with the culture of the minority children.

4.2.5. Cultural Mapping

UNESCO has led a cultural mapping activity in 11 pilot villages covering five major ethnic minorities in Congjiang. Cultural mapping enables a community to identify and document local cultural resources. After researching the elements that make a community unique, community members conduct a range of activities to record, conserve and use these elements. The ultimate goal of cultural mapping is to help communities recognize, celebrate, and support cultural diversity for economic, social and regional development.

The efforts of cultural mapping recorders trained and supported by the project have started to pay off for their communities. For example, when consulting about what made their village unique, one Miao village decided to re-construct their bull-fighting ring which was destroyed to make way for a new highway. The Miao wanted to revive their longstanding tradition where two bulls show their strength by fighting until one bull shows superiority. Close to 20,000 nearby villagers came to the historic four day event and more than 100 villagers benefited from small-scale business activities. The restored bull ring is a powerful project example of a people recovering their culture. As one minority person said in reference to the re-constructed bull ring, *'we now know how to preserve our culture.'*

In another pilot village, 37 houses were lost in a recent fire. The Dong villagers decided to use words, photos and film to record their traditional fire prevention practices in order to pass them on to younger generations.

The education policy analysis provided an overview of China's ethnic education policies and identified not only challenges but also achievements and good practices. This analysis will be helpful in informing future policy development for ethnic minorities. CDPF's pilot on bilingual teacher training and child-friendly learning environment is innovative and will be worthy of inclusion in future education policy for ethnic minorities.

4.2.6. Tourism Development

The project has helped seven minority villages develop tourism plans using a community-based development model. This participatory technique builds ownership and ensures that all views are taken into account in the development of the plan.

4.2.7. Exchange Platform in Congjiang County

CDPF's Governance component has mounted a platform in Congjiang County, Guizhou Province to create a dialogue between local government and the minority people. This dialogue has provided people the opportunity to voice their views on local government policies and services. This technique has involved minorities directly in the shaping of local services and has already led to the involvement of more women in local community development. The participatory approach has helped local officials learn better how to govern effectively.

4.2.8. Artisan Training

Artisan training is important; there has been a workshop on this topic but more effort is needed going forward. Four UN agencies are conducting artisan training. UNIDO hired an international consultant to look at product innovation and take artisans to a craft fair in Hong Kong to exhibit their product and examine the work of artisans from other countries so there are prospects for sustainability.

The project's training of artisans in design, production and business management has led to their producing and selling new products. One employer has gone from 88 to 158 employees since the training.

At the same time, there are challenges to minority handicraft producers as described in the project report entitled, 'Where are we at the end of the first year? - Monitoring and Evaluation Report on UNESCO Year One Activities' by UNESCO's Heather Peters.

'For most ethnic handicraft industries, the most threatening risk is that national minorities are losing their cultural self-confidence with the continuous invasion of strong exotic cultures. This will result in two kinds of adverse effects: on the one hand, artisans are not aware of the market value of their handicrafts, causing the continuous loss of handicraft practitioners. On

the other hand, traditional cultural elements are less and less appreciated by minority consumers, thus causing artisans to abandon their traditional product and cater to consumers blindly. These adverse effects will eventually result in the loss of core competence and shrinkage or even extinction of the whole market.

The situation is somewhat different for handicrafts faced with industrial-style production in the coastal areas. Taking Miao silver jewellery in Leishan as an example, expansion of the national market and its industrialization tendency is such that there is no worry about its extinction. However, artisans are attracted to work in these coastal enterprises by increased income and access to the Han and international markets. Hence, the decision they face is whether to stay with the minority market for traditional product or to migrate to the larger national and international markets or both.’

4.2.9. Museum Without Walls

The China National Museum of Ethnology under the Cultural Resources project output has helped Xiaohuang village develop the notion of their entire village being treated and presented as a living museum.

4.2.10. Funds Mobilization

The project has been able to mobilize additional funds, which is a sign of a successful initiative. SEAC has brought more funding to the project for the tourism component and UNFPA is using its core budget to augment the health component.

4.2.11. Project Documentation

The project has done an excellent job of producing high-quality reports in Chinese and English and branding them with the same cover page and numbering the reports for easy reference. As well, it has produced a number of high quality presentations and videos on various project outputs all of which enhances project impact and sustainability. See Annex F. for the impressive list of JP publications.

4.3. Findings from the four China MDGF Projects

A meeting was held with China’s four highly experienced and articulate MDGF Project Coordinators to gain their perspective and share experience. Important commonalities in the success of the China MDGF JPs are:

- The projects are closely tied to China’s current five-year plan and its poverty reduction plan and its commitment to achieve the MDGs thus ensuring ownership and sustainability;
- Buy-in and ownership of MDGF JPs depends on whether and how participating government ministries and agencies have been involved in and contributed to project formulation – in China government was involved and contributed to the formulation of all four JPs;
- Coordination within the four China MDGF JPs is the biggest challenge and not surprisingly since there are so many government/quasi government institutions and UN agencies involved. Government has its own internal permanent coordinating committees, e.g. child and women health, which can either help or hinder the MDGF projects depending on these permanent committees’ orientation and interest. Large amounts of project time and effort are spent on coordination but this is accepted as part of the reality of executing these multi-faceted projects. The degree to which coordination makes MDGF JPs inefficient is a function of the institutional

environment for each JP. It was pointed out that the strategic role of the MDGF Project Coordinator is to negotiate compromise between the government and the UN in situations of difference so that the project can proceed; in the case of CDPF, coordination was problematic at the outset between some UN and national partners for a number of reasons but these issues have been resolved and coordination is now good;

- Pilot site selection is challenging because of differing preferences among government ministries and individual UN agencies. The result is often a collectivity of pilot sites that is far from ideal from a project implementation standpoint, e.g. four remote provinces/autonomous regions in the case of the MDGF CDPF. Normally it is best to select sites where government is not already involved in its own programmes or pilots to avoid confusion of two concurrent initiatives. But sometimes government insists their sites be used for the MDGF project; similarly sometimes UN agencies prefer to stay with existing geographic areas of work and this may not be the preference of the JP;
- Project Coordinators cooperate and support one another by way of sharing experience and making linkages among the projects, particularly the case for the fourth project just getting underway, Improving Nutrition, Food Safety and Food Security for China's most vulnerable Women and Children. The other three MDGF projects have helped orient and advise their colleague on the start-up of his project;
- MDGF could benefit from a concrete operating model manual which states the decision-making process, the authorities and the accountabilities for project implementation. At the moment there is often the feeling among JP Coordinators that 'no one is in charge' and/or 'no one is held accountable for delivering the outputs'; without a clear operating model, project partners are reluctant to criticize one another or to hold each other accountable for results. MDGF has published implementation guidelines but these are more at the procedural level.

4.4. MDGF Transaction Costs

The RC Office in Beijing requested some indicators for the transaction costs of the MDGF. It is logical that transaction costs are high given the novelty, the number of participating institutions and the general level of complexity of these projects. Noteworthy is that transaction costs are just as high within government as they are in the UN since both institutions are heavily involved in internal coordination of effort. It may be useful to track transaction costs at different stages of the project cycle as follows:

4.4.1. Project Design Transaction Costs

Since MDGF projects involve more than one UN agency (eight in the case of the CDPF) and several government counterpart agencies, the transaction costs of designing these projects are high. All participating organizations must be brought on board and their roles and relationships in the project spelled out. One could track transaction costs by the amount of time and money spent on project design.

4.4.2. Project Start-Up Transaction Costs

Because of the multiplicity of partners these projects often have to invest considerable time and sometimes money in finding the door to implementation. So one could track the amount of time between project signing/approval and official start-up of the project as a transaction cost – in the case of CDPF five months. One could also track money that sometimes has to be spent to clarify the project or offer more definition before implementation can begin.

4.4.3. Project Implementation Transaction Costs

The challenge with JPs is that because of the novelty, project formulators and implementers could not be aware of the time and effort required in coordinating the work of several UN agencies with several more government and civil society organizations. The core transaction costs are the international & national project coordinators whose jobs full-time are dedicated to coordinating project effort and the associated costs of the Resident Coordinator's office and the SEAC PMO devoted to these projects.

Perhaps the key indicator of transaction costs of coordination is the project schedule. When things fall behind schedule this is often because of problems with coordination, so time lag could be viewed as one of the transaction costs. Another indicator would be the number of 'special' meetings (meetings beyond the normally scheduled PMC or other regular project meetings) that have to be called to arrange or negotiate coordination on the project. See the text box for a description of the extra CDPF effort in its first year on this front. Another indicator would be the number of 'failed' attempts at coordination, for this time and money is completely wasted and in fact, can lead to a loss of interest or confidence on the part of project managers to attempt further coordination in the project.

The fact that each UN agency and participating government agency has its own internal financial and reporting regulations adds a significant administrative burden to MDGF projects, not to mention the reporting requirements of the MDGF Secretariat and the many substantive project reports including this report as well. One indicator would be the number of different kinds of reports required by the project as a whole.

The two MDGF JPs evaluated by the consultant require many missions to the field because of the number of stakeholders. Some can be joint missions but most often there are separate missions – and in the case of Congjiang County in Guizhou province, which is just one of this project's sites, there have been thirty missions to date at the half-way point of the project. Granted, not all missions deal with the same government office or village but the sheer number of missions is daunting. So numbers of missions could be another way of tracking transaction costs.

The best persons to track transaction costs are the international and the national project coordinators since they are at the core of the project and would be aware of the time and effort devoted to overall JP coordination. Perhaps they could keep a simple log built around the kinds of indicators described above.

CDPF Transaction Costs

To facilitate coordination among UN agencies inter-agency meetings involving all 8 participating UN agencies are being held every 6-8 weeks. In addition, UN agencies and their partners collaborating under one output meet separately.

To strengthen UN-SEAC coordination the UNRCO and the Ministry of Commerce met after the PMC meeting together with the coordinating agencies UNESCO and SEAC to discuss issues that arose during the first year and to strengthen collaboration. A similar meeting took place as a follow up to the NSC meeting. Discussion on some of these issues is still ongoing.

A programming approach sensitive to culture and tradition and that regards diverse cultures as valuable resources needs time to take root. To promote such an approach, the CDPF has organized learning events on culture-based development for UN staff and partner agencies. In addition, UN agencies and their national partners exerted considerable effort during the past year to sensitize CDPF stakeholders about the added value of cultural programming and to strengthen relevant capacity. In October 2009, UNESCO organized an internal monitoring mission by an international cultural programming expert who provided on-site monitoring and guidance to national and local project stakeholders and wrote a comprehensive M&E report with general recommendations for the Joint Programme and specific recommendations for selected outputs. And UNFPA conducted a one-day training on culture and health for national and local counterparts by a resource person from the UNFPA regional office.

From the 2009 CDPF Annual Report

4.5. JP coverage

This project is focused on China's estimated 108 million minority population. But this figure does not reveal a more serious challenge. It is estimated that the minorities, while only 8% of the total population of China represent almost 50% of China's remaining poor. Thus the importance of this project if it can show the way to a more effective/sensitive/supportive policy environment toward the minorities. The JP selected four remote provinces/autonomous regions for study and piloting. In retrospect, it might have been better advised to select only one province/autonomous region and to have concentrated its effort so as to learn more about the relationships among its various pilots. The transaction costs of operating in four remote provinces/autonomous regions are daunting especially when Qinghai and Tibet have a very limited participation in this JP.

4.6. JP Design

This project was formulated between May 2007 and July 2008. The process was co-facilitated by UNESCO and UNFPA Heads of Agencies under the leadership of the RC and with the close involvement of the RCO. During this process numerous consultations were held with interested UN agencies and with the Chinese Government represented by MofCOM and SEAC.

It should be noted that JPs were selected based on the concept notes by the technical reviewers committees comprised of UN and external experts and led by convening agencies (in the case of the Culture Thematic Window UNESCO was the convening agency). These concept notes, in most cases, did not include information on the scale of the programmes, number of beneficiaries, or regions of intervention. This detailed information was developed during the formulation of the full project document after the programme concept had been approved.

The CDPF has brought together eight UN agencies, eight ministries, sixty provincial/county bodies, twenty-two research & academic institutions and thirty civil society and private sector organizations. The project is working in four remote provinces, seven counties and 18 even more remote villages. All of this institutional machinery is focused on the single objective of advancing culture-based development of minorities.

Key design innovations include culturally sensitive programming, culturally sensitive basic education, health monitoring indicators for minorities, community-based health communications, employment-related discrimination, protection of (agro-)cultural heritage, community-based eco-tourism and comprehensive development of selected crafts sectors. Baseline surveys and policy studies have helped fill data gaps and identify the need for policy adjustment on ethnic minority issues. Based on these findings and pilot project experiences, policy recommendations are being developed and shared with policy makers.

Project design for MDGF projects is particularly challenging because of the many potential/interested project stakeholders both in the recipient government at central and local levels and in the many UN organizations working in a given country. There is a tension in project design between restricting the number of project participants in the interest of a more simple and effective project implementation and including all who express interest. In the two MDGF projects reviewed by this consultant project designers erred on the side of inclusion, i.e. there are too many institutions involved both Chinese/Cambodian and UN for an effective implementation of the project. It is axiomatic that a balance must be struck between the need for relevant partners in a given JP and restricting the number of partnerships to a manageable number. In the case of CDPF, in the opinion of the consultant, project design erred on the

side of including too many partners – UN, government and civil society given that each additional partner tends to dilute and potentially distract management of the project.

The same tension applies when it comes to selection of pilot sites for a given MDGF JP. Too many pilot sites or sites that are spread far and wide in a given country pose heavy challenges for project implementation. The tendency is to be generous in the selection of pilot sites. This appears to be the situation in the CDPF. With four provinces/autonomous regions, viz. Qinghai, Tibet, Yunnan and Guizhou the project is spread too thin and the transaction costs of dealing with four remote provinces has posed serious challenges to project implementation. One wonders if the designers implicitly realized this when they focused almost all CDPF effort on Yunnan and Guizhou with only a token involvement of Qinghai and Tibet. On top of the issue of the number of provinces is the location of pilot sites within a given province. In Guizhou, for example, it is a one day journey over mountainous roads from the provincial capital Guiyang to the Congjiang county seat. From there it is another trip of an hour or two to individual pilot villages. So the sheer logistics of this project are daunting to say the least.

Design of this JP does not adequately take into account the front-end time and effort in establishing and launching the intervention. The first year is spent setting up the infrastructure – the office, equipment, arranging contracts, etc. along with conducting the baseline studies so essential to these projects. Thus implementation in the real sense is largely limited to years' two and three. Of course, all MDGF programmes were made aware of the three year time limitation at the outset by the MDGF Secretariat. But they could not be fully aware of the complexity of many partners and the One-UN challenge before the fact.

Time spent up front on project design should be viewed as an investment. Generally speaking, the more time spent on design, the more the project will be shaped as a cohesive intervention and the greater the ownership will be. Time spent up front is time saved during implementation.

The design focused on the substance of the project without due attention to the novelty of a One-UN project and its funding and financial complexity. The result is an overly ambitious project given the time and effort required to comply with the financial regulations of the MDGF and each of the eight UN agencies along with the operating policies and procedures of eight government ministries.

4.7. Unforeseen Implications of the MDGF Concept

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

- MDGF is a high profile initiative to work as One-UN. Agencies want to be part of the effort, regardless of whether their technical expertise is relevant or fits in a given initiative. It is not simple to exclude a UN agency if they want to be part of a project. On the contrary, the tendency is 'the more UN agencies the better' – in the case of CDPF eight agencies. While in theory the RC is in charge of MDGF project formulation, in reality it is difficult to be authoritative with the heads of UN agencies.
- MDGF does not operate in a vacuum; there are many related government and donor projects noted in the project document. CDPF has communicated its effort to other national and international agencies. But it would be better if the project document outlined a strategy for coordination with these related projects. To give but one example, Action Aid an international NGO operates in Guizhou's Leishan and Congjiang counties since 2003. The NGO has documented many of the traditions,

stories and practices of the minority peoples. This material is valuable content for the CDPF planned museums. All of the above makes it both sensitive and complex for the JP to operate in the project areas.

4.8. JP Management

Senior government and UN officials, particularly the two PMC Co-Chairs are deeply committed to this project and are largely responsible for its impressive progress to date. The SEAC Vice Minister and the RC have been entrusted with authority for the MDG-F Joint Programmes as members of the NSC. The PMC Co-Chairs play an important role in steering the programme forward. Extra meetings and discussion have had to take place to achieve agreement and push the JP ahead

At the same time considerable challenges remain in the joint programming mechanism. There is no line of authority in this project. The PMC is a deliberative body overseeing the project but committees cannot and should not be involved in day-to-day management. On the Chinese side in SEAC there is a Deputy Director for the project but SEAC has no line-authority over the other seven ministries involved in the project. This is the case in all bureaucracies, i.e. no line agency can or should have authority over another line agency, but it means that SEAC has only persuasion to convince other participating ministries to cooperate.

On the UN side, the RC is technically in charge of the project but again, this person has no formal authority over the eight participating UN agencies. There are two full-time national and international coordinators for the project but here again, these individuals have no line-management authority. The fact that JPs have to some degree no clear line of authority and draw more on skilful coordination than authoritative management lies in the nature of JPs involving numerous UN and government ministries. The whole idea of JPs is to strengthen inter-agency coordination and cooperation.

In the final analysis, authority in this JP rests with each participating government ministry and UN agency and their respective finance divisions who decide which project activity can be supported and what the payment arrangements must be irrespective of what is practical or feasible on the ground. When there is no unity of command accountability is limited to the good will and peer pressure of each participating agency. In short, management arrangements for the two MDGF JP's evaluated by this consultant are far from ideal in terms of the management principle of unity of command. The fact that JP management has had to come up with additional creative mechanisms such as regular inter-agency and output meetings, lead agencies for each output, etc. is proof of the inadequacy of existing management arrangements. In conclusion, it is the dedication and spirit of cooperation among participants that is responsible for success of these projects in spite of a diffused and complex management structure.

4.9. An overly ambitious project?

Beyond the One-UN challenge, this project is very complex with eight UN organizations and eight ministries of the government working in four remote provinces, seven counties and eighteen villages with different minorities with a time frame of only thirty-six months. Coordinating the efforts of the eight UN organizations in itself is a major challenge given their tradition of operating autonomously and their different operating policies and traditions. When the government institutional machinery and the different minority people are added the challenges in this JP are daunting, particularly given that it contemplates achieving its objectives in only 36 months.

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

4.10. Sustainability

The sustainability of this project is at risk. The combination of a complex joint programme mechanism, an overly ambitious project, a remote and fragile target group in the minorities people and a brief thirty-six month time frame poses significant risk to sustainability. Indeed, the project time frame is really only twenty-four months because the first year was spent setting up the office, writing TORS, contracting academic, research and civil society institutions and establishing the administrative procedures for the project. It is worth mentioning that the normal project time-frame in the UN is a five-year cycle so MDGF expects the same kinds of results in 40% less time than normal practice.

Nonetheless, there are promising developments on the ground and the project can be sustainable provided this report's recommendations are implemented and provided there can be a second phase.

The JP aims to bring about changes both at the local and national level. Sustainability of programme interventions at the local level is being achieved by building capacity of local stakeholders and by ensuring local ownership through alignment with local and national development strategies and the use of participatory approaches. In some cases, e.g. in Linzhi Prefecture in Tibet, the local government has already decided to use its own resources to replicate certain programme interventions. Sustainability at the national level is similarly being achieved by closely aligning the programme with national plans and strategies and by strengthening the capacity of national partners through joint programme delivery. In addition, a workshop will be held in 2010 to summarize initial experiences and put forward policy recommendations that will feed into China's 12th Five-Year-Plan (2011-2015) and the next 10-Year Poverty Alleviation Strategy (2011-2020). Culture-based development for ethnic minorities has, moreover, been included among the outputs of the new UNDAF in China (2011-2015) and in some UN agency country plans and strategies (e.g. UNFPA, UNDP, UNESCO) reflecting the intention of these UN Agencies to continue CDPF efforts. UNFPA has allocated an extra budget of \$30,000 from its own resources to mobilize an additional non-governmental partner (an NGO based in Yunnan), the objective being to expose government counterparts to the experience of the non-governmental sector in community-based intervention. Finally the health and crafts JP components have strong committed partners so prospects for sustainability are good here. It bears repeating that sustainability remains a challenge due to the limited time frame of this intervention.

4.11. Women

One of the overarching goals of this project is linked to the MDG 3 to empower women. The mother-child health output deals primarily with women while all other project outputs have a strong participation of women. Training in the localities has insisted on a quorum of women participants. At the same time it must be said that minority women are often shy and reluctant to participate in a room full of men with a male trainer. In the villages visited women were always present but silent while men dominated the

‘The education level is poor, particularly among the ethnic women, many of whom cannot read or write in Chinese, or in their own languages. This is a major obstacle to empowerment and capacity building, and also inhibits the women’s earning and bargaining potential, with implications for their socio-economic life. The governance dimensions are also grave, as this further marginalizes the ethnic women from participating in decision-making processes. A major factor is the lack of awareness and rights, that hinders their participation and involvement in community life...Ethnic women bear a tremendous burden, and are often the most impoverished and marginalized in their communities. They often work alongside their menfolk in the fields, shoulder the responsibilities for child and family nutrition, health care and general wellbeing, in addition to being the major bearers of culture and traditions. The quality of life of ethnic minority women is very low, and they face many obstacles and hurdles in attaining a certain standard of life. Yet they are the main source of culture, small scale/home based on production and ethnic traditions.’ Heather Peters monitoring report ‘Where are we at the end of the first year report- Monitoring and Evaluation Report on UNESCO Year One Activities’ by UNESCO’s Heather Peters

discussion. The text box describes the challenges faced by today’s minority women. The project could pay more attention to this challenge going forward.

In contrast, women are well represented on the Beijing JP team. The Deputy Project Director in SEAC is a woman and the PMO in SEAC is majority women while the ministries and UN CDPF teams have strong and in some cases dominant representation from women.

4.12. Minority Youth

The key to preserving minority culture lies with the next generation. If nothing is done the odds are that they will be assimilated into the national culture. CDPF is in a unique position to support the design of a vocational certification programme (handicrafts and performing arts) for artisans by the Ministry of Human Resources and Social Security. Such a programme has already been researched by the CDPF international consultant and is in the early stage of implementation in Bhutan. The idea is to provide minority youth with a culturally related programme and career in their localities without having to migrate to urban centers. The certification programme provides for a career in a specified field, for example, in Bhutan, when a weaver reaches certain level, s/he can become a designer and get enrolled in a college design programme. This concept from Bhutan should be worked on in the second half of the CDPF project.

4.13. JP Training

Training is a critical activity for this programme’s capacity building. Training of minorities people, especially women who tend to be shy, is particularly challenging given the language and cultural barriers to effective communication. There was not time to conduct an evaluation of training but indications are that there is room for improvement.

The training did not always have the benefit of a training needs assessment – the important front-end of the training cycle. Training sometimes tried to cover off too many topics and target groups and numbers of trainees in the same session. Training materials such as the cultural programming diversity lens toolkit, in the limited time available, were not able to be tuned to the needs of the trainees. SEAC did not always profit from the contribution specialized UN agencies can make to training. The training-of-trainers concept does not

appear to have been fully exploited. Finally, some field missions only gathered information from villagers without leaving any training benefits.

In other countries local NGOs experienced in community development, participatory planning and familiar with the target group do this kind of grass roots training. It is not clear that many such NGOs exist in the project's pilot areas but where they do the JP should take advantage of this valuable resource.

According to JP management the combination of many stakeholders, limited time and budget and remote pilot sites has prompted some Agencies to integrate training activities where feasible. As for the Cultural Diversity Toolkit and other training materials, these were translated into Chinese and tested during training in the first year. It is planned to further test and adapt the materials to the particular circumstances of ethnic minorities in China. Training follow-up, including coaching, is increasingly becoming a priority in years 2 and 3. The planned attention to training in the remainder of the JP will have a large payoff.

4.14. The Language Challenge

The project faces many challenges on the language front. A central part of the identity, indeed the very culture, of the minorities is their spoken language. The challenges here are many as follows:

- Only some minorities have their own public and practiced script; for the other minorities communication must be oral if it is to be in their native language;
- There are over fifty minorities in China so that communicating with each in their own language is a significant cost in time and funding; this JP is only dealing with four minorities but its pilots must bear in mind the language challenge and cost of nationalizing the effort;
- Finding minority people with training skill is difficult;
- Minorities' capacity for oral and written Mandarin varies from non-existent to fair depending on the individual and the minority area but Mandarin has been the dominant language of training & communication on this project;
- Language is so integral to culture that where training materials are rendered in the local language/culture they often 'don't work' as happened with the UNESCO Cultural Diversity Lens Toolkit, i.e. not understood or meaningless in Chinese language and examples from S.E. Asia and not Chinese; the same for the Community Based Tourism Manual for Luang Namtha. The toolkit had to be re-worked to make it appropriate for the minority culture.

In spite of these challenges CDPF has been creative in conveying its messages through use of minority language interpreters, local music, drama and pictogrammes.

4.15. Ownership

Ownership is strong on all fronts in this project starting with the Government of China. CDPF fully supports China's current Five-Year-Plan and its Poverty Reduction Strategy and is providing important analysis, pilot examples and lessons learned for the development of China's 12th Five-Year-Plan and its 2011-2020 Poverty Reduction Strategy. The SEAC Minister launched this project at its official opening and the SEAC Vice Minister joined the UN in the 2010 tour to Yunnan and Guizhou. The Vice Minister of National Population & Family Planning Commission visited the project's health pilot. This high-level commitment to CDPF demonstrates strong ownership on the part of the Government of China.

Ownership extends beyond government ministries. Twenty-two Chinese research and academic institutions and thirty civil society and private organizations are participating in this project to bring their experience to bear in helping to formulate more effective policy for the minorities.

Meetings with county officials involved in this project, particularly the Ethnic and Religious Affairs bureaux in Guizhou province showed a strong CDPF understanding and commitment. Meetings with the eight participating UN agencies in Beijing demonstrated a strong commitment, indeed, a priority for this project in their portfolios. More important, the UN in China has made ethnic minorities an output in their CCA and the new UNDAF. CDPF was instrumental in raising the profile and focus of the UN on the minorities going forward.

Most important, villagers involved in this project, at least in the villages visited by the consultant, demonstrated a strong understanding of the project with villagers committing time and resources of their own toward the project, e.g. construction of the new bull fighting ring.

In conclusion, it is strong ownership that is largely responsible for this project overcoming daunting implementation hurdles of distance, remoteness, language and coordination.

4.16. Mission Overload

The number of JP field missions multiplies with each additional participating government and UN agency. For example, in Guizhou province there have been twenty JP missions to Leishan County and thirty missions to Congjiang County. The result is that the project team spends inordinate amounts of time planning and executing field missions including the one required for this evaluation. The project has made a concerted effort to arrange joint missions whereby two or more JP partners travel to a locality or arrange a training together. In fact there have been twelve such missions in Leishan and Congjiang Counties meaning that a quarter of the missions to Guizhou province have been joint missions. For example, in August 2009, a joint baseline study mission for the outputs where UNDP, UNESCO and UNIDO work together with SEAC shared the same expert team (8 consultants), completed the baseline study task of three UN agencies for year 1 on one go, and reduced the receiving work load of the local government and the number of experts, thus lowering the cost.

But field missions, whether solo or joint come with high transaction costs to the PMO, to local officials and finally to the villagers themselves who must assemble and discuss with each visiting mission. Joint missions can also lower effectiveness of individual partners due to dilution of purpose and message.

4.17. Questionnaire Results from Evaluation

Questionnaires were handed out to all group meetings in Beijing and Guizhou province. The results are tabulated in Annex G Synopsis of Questionnaire responses from Project Stakeholders. The forty-nine responses demonstrate a strong commitment to and understanding of the JP. Many of the findings and recommendations in this report are based on the comments and suggestions by stakeholders in this questionnaire. Of particular note is the need for the JP to continue if sustainability is to be assured; the need for more and better training; the significant transaction costs; and the many early success stories.

5. Some Perspective on Minorities Education, Migration & Tourism

This project is addressing three global issues with profound impact on minority peoples around the world. The issues are education of minorities, their migration to the majority culture areas of their country and the influx of tourism to the minority areas. The consultant offers perspective on these issues based on experience in other countries.

5.1. Education

Formal education of primary school age minority children is a complex issue which has demonstrated little success in other countries. The multiple challenges of remoteness, language and culture often render formal education efforts marginally useful or counter-productive. Current China policy of merging schools and putting children from remote areas into boarding schools provides for better quality of education and is sensitive to maintaining the child in his/her own minority environment at school and allowing the child to return home for weekends where possible.

While the policy benefits Han children it may not have the same beneficial impact on minority children. Minority children have a much more fragile identity and sense of self. Taking primary school minority children from their families and putting them into boarding schools can have the effect of the child losing his/her cultural identity. It also takes the child away from the important experience of being in a family at this critical period and may have adverse impact on his/her ability to be a parent as a result.

A balance needs to be struck between educating the minority child and preserving their identity and culture. Ways and means should be explored of educating the minority primary school child that are less disruptive than boarding school. The ideal would be to educate the child without their having to leave their family and village. Options such as distance education, a schedule of visiting teachers or the one-lap-top-per child program should be explored to determine their feasibility. Where choices must be made between education and preserving the identity and culture of the minority child then the choice should be for the latter.

In short, CDPF is addressing a vitally important issue for the future of the minorities people. Research and policy advice it will give to the government on minorities children education will be critical to the very existence of minorities people into the future. The project has not so far looked at international experience in educating minorities to draw lessons.

5.2. Migration

Migration is a global phenomenon. China is experiencing the greatest migration in human history. Migration cannot be stopped. So for minorities people the question is what can be done to maximize migration's benefits while minimizing its disadvantages.

The benefits of migration are well known - money transferred back to the family in the village, new skills and sometimes education acquired by the migrant and a better economic standard of living for the migrant. But the most important benefit for minorities when it happens, is the returned migrant. Very often the village leaders and its entrepreneurs are returned migrants. They have acquired a larger perspective on how the modern world works and they bring this perspective back to their village. To give but one example, the Miao village of Wudong visited on this mission has a successful exotic Western vegetable business where it grows these greens and then ships them to Guangdong province and then out to

Hong Kong and onto air cargo to Europe and America. The operation now comprises one-third of the revenue of the village. The business was launched by a returned migrant who worked in a similar business in Guangdong province. Of course, no one wants to leave their village. They do so because there is no prospect of job/income. When there is promise, villagers return as in Xiaohuang village where many young migrants returned when they heard of all the projects & development with CDPF & WB. Ultimately the key is a village economy able to absorb the next generation.

The disadvantages of migration for the minority migrant are unique and serious. Every migrant who does not return is a loss to the fragile minority population and culture. Their children will become Han in language and culture. Statistics gathered in the project indicate that as much as fifty percent of the young generation is migrating. This scope of migration has the potential to literally halve the minority people into the next generation.

The key to minority migration is the returning migrant for it is this person who brings back fresh ideas, perspectives and business ideas to lead the village and help it develop. The returning migrant creates jobs in their village such that fewer young people will feel the urge to migrate. The project has not yet focused on the issue of the returning migrant. It is recognized that CDPF is not dealing explicitly with minority migration but this issue is integral to the whole intervention and should be coordinated closely with the other MDGF JP entitled, 'Youth, Employment and Migration.'

5.3. Tourism

Tourism for minorities is both a good and an evil. On the positive side it brings revenue and provides for the minority people to stay in their village or locality. On the negative side tourism, if not controlled, can seriously damage the vulnerable, fragile culture and identity of minority people. Too many tourists can become a tsunami that literally washes over and drowns the fragile identity and culture of a minority village – tourists buying up the traditional instruments, offering money and candy to children, disrespecting minority traditions, taking photos and video indiscriminately making minorities into animals in a zoo, etc.

'Ethnic communities are as yet not in a situation to fully benefit from, and engage in culture-based development that includes tourism and other aspects of the service industry. The basic needs have to be met first to enable the community to be in a position to manage their own development processes as appropriate to their cultures and ways of life. Premature and hastily formulated interventions that focus on economic and financial aspects without first addressing the awareness, education and rights framework will not be sustainable in the long run. Thus it is very important to engage first in community support to strengthen their sense of identity and organization to better prepare them to undertake culture based tourism that will benefit the community, and not bring in negative impacts. It is thus essential to proceed with extreme caution to ensure culture is preserved, and not destroyed.'

'Where are we at the end of the first year report- Monitoring and Evaluation Report on UNESCO Year One Activities' by UNESCO's Heather Peters

As the JP indicates, the key to minority tourism is control by the minorities themselves. If minorities are in control they can limit the scope and scale and nature of tourism into their villages such that it does not damage their identity and culture. The project has some important initiatives underway in this regard with its community-based tourism. Village tourism plans are being developed by villagers themselves with the support of tourism experts. Village-level tourism associations are being set up to ensure local ownership and training on culturally appropriate and inclusive development as well as tourism planning and management for ethnic minorities, the programme is raising awareness and strengthening capacity of local governments and communities to build confidence in their own cultural identities, recognize the economic value of their cultural wealth and safeguard / transmit their

cultural and natural heritages for sustainable development. This effort needs to make village associations more aware of the risks of tourism in their villages and to show them ways and means of gaining control over the flow of tourists into their village. An important control mechanism is to purchase their own van/bus and restrict tourists to those who board their vehicle.

6. Recommendations

Based on the findings in the previous section of the report recommendations have been broken down into those meant to improve this China Culture & Development Partnership Programme Framework going forward and those meant for the MDGF Secretariat in New York.

6.1. Recommendations for the CDPF

6.1.1. Education

Primary school age minority children are extremely vulnerable if they are to be put into boarding schools. Not only may formal education not succeed, the experience may break their culture. The project should accelerate and deepen its research on what has been done in other countries with a view to finding less intrusive alternatives to boarding schools such as distance education, visiting teachers leaving assignments and the one-lap-top-per-child programme <http://laptop.org/en/>. Whatever the JP is able to discover in the remaining time it should caution government to move slowly and carefully with its current boarding school policy for minority primary age school children.

6.1.2. Migration

The JP should work with government to further develop an orientation/training module for migrating minority youth that not only prepares them for their migration experience but which also helps them develop a vision and plan to return to their village with the resources and new skills to develop their village. By planting the notion of returning to their village before departure prospects are enhanced for their eventual return and contribution to their village. Government may wish to consider the idea of a re-settlement allowance for migrants wishing to return home for purposes of starting their own business. If only a few of these individuals return that might not have otherwise done so the payback to their village of origin will be a good investment in the training/orientation programme. CDPF should link up with its sister JP the YEM to explore ways and means of further supporting minority migrant youth.

6.1.3. Tourism

Tourism can be particularly damaging for small vulnerable minority populations. It is interesting to note the policy of a China NGO on tourism for minority villages, *'We advise communities of the pros and cons of tourism and let them decide whether they wish to pursue it.'* In other words, minority villages should not blindly pursue tourism as the answer to all their problems. They should be informed of the positive and negative sides of tourism and left to decide whether they want tourism. If they decide to pursue tourism then the JP needs to help them develop codes of conduct for the tourist & villagers & a careful monitoring system to address tourism problems quickly as they emerge.

Villages should be encouraged to benefit from tourism at arms' length by having individuals or groups from the village perform in other centers and by producing handicrafts for sale in urban centers. In this way they protect the privacy of their village.

The JP may wish to examine the Bhutan tourism model which restricts the number of tourists and which caters to high-end tourists at a high cost per day. One of the consultants to the JP worked in Bhutan with UNDP and could give an overview of the Bhutan model or could mount a study mission to Bhutan for this purpose.

The JP should advise government to make it illegal for outside entrepreneurs to ‘buy’ a village for tourism purposes. This practice only benefits the entrepreneur and can do great damage to the culture of the village.

6.1.4. Minority Health Services

In the balance of this JP, effort should be devoted to publicizing and promoting where possible the fact that health and service gaps in ethnic minority areas are still large and that continued attention to underserved areas is required should MDG4 and 5 be achieved equitably; the importance of specific policies (e.g. maternity waiting rooms) to increase access of the most vulnerable population groups; the need for quality and disaggregated data for decision making; the need for language and culturally appropriate health education materials; the need for a collaborative and participatory approach while designing and implementing health promotion strategies; and the importance of improving the technical skills but also the attitudes and communication skills of the health worker.

6.1.5. A National Conference

CDPF will have important achievements and lessons learned in the new fields of cultural preservation, development of minorities and more effective health and education policy for minorities. These achievements should be shared more broadly in China. One way of doing so is to hold a national conference at the JP’s conclusion to showcase achievements, techniques and lessons learned. A national conference will enhance the identity and self-esteem of the minorities. It will also gain traction for more attention and resources to be devoted to minorities. The conference might be held in Kunming or Guizhou to focus attention directly on the minority areas. CDPF pilots, success stories and lessons learned need to be documented over the next 18 months so that they can be showcased in the conference.

6.1.6. Additional Suggestions for the JP to consider

In the course of this assignment the consultant observed a number of potential activities that the JP and government may wish to consider as follows:

6.1.6.1. A national minorities village-head training/counselling programme

UNDP’s current cooperation with SEAC in its poverty alleviation project has developed a training manual and training for village heads using the technique and lessons learned in this project and other projects and the manual has also been used by CDPF. This manual could be further developed from CDPF and other donor/government experiences into a national training/counselling programme to be run by the government or contracted to local NGOs. The curriculum for this course would cover such topics as the basics of village planning and management, socio-economic development, local tourism development and guidelines, environmental management, how to benefit from migration, cultural preservation and development and health and education management.

6.1.6.2. Local road maintenance programme

Some countries, including Bangladesh, have a government programme that pays villagers to maintain a portion of the road on either side of their village for a few kilometres. Maintenance consists of removing fallen rock from the road and filling in potholes with gravel. Major road works are still done by the government. This programme would generate revenue for the villagers but equally important, it makes them take pride in themselves and ownership over the road.

6.1.6.3. Village environment programme

Government and the donor community may wish to pursue the notion of a village-based environmental programme. The programme would pay villagers to develop their own project based on their values and traditions for work on small local environmental projects such as tree planting, trail construction and maintenance, water and sanitation works, etc.

6.1.6.4. Regular local radio/TV program in minority language

The consultant was surprised to learn there is no minority language programming on radio or TV in Congjiang and Leishan counties. Experience in other countries shows that minority language programming is a powerful instrument to inform people of government services, to educate them about basic health practices and to help maintain and develop their language and culture. It is understood UNESCO works in partnership with the National Ethnic Film & TV Association on a bi-annual minority language TV programme award. However, due to repeated budget cuts during the formulation stage of this JP, the partnership with this Association could not be included in the Joint Programme. But this does not prevent CDPF from mounting some pilots in collaboration with local TV/radio stations.

6.1.6.5. CDPF Websites

The UN has and SEAC is developing CDPF websites. Since a central purpose of this JP is policy advice to government it is important that these sites be complete with all documents, presentations and videos produced by the JP and that the sites be kept up to date on a regular basis. It will be important to ‘advertise’ these sites to interested parties in government, the media and the donor community. The sites should be interactive so that CDPF can learn stakeholders’ views and suggestions.

6.1.6.6. UN Country Team to link CDPF with other development projects

CDPF is not alone. There are many other donor initiatives with the minorities. The UNCT may wish to do a survey of related work and to link up with this work so as to maximize impact. To give but one example, Action Aid has been working since 2003 in Leishan and Congjiang counties in Guizhou province documenting the culture of the Dong and the Miao. This material would be valuable to the CDPF planned museums. Another MDGF China project entitled ‘Youth, Employment & Migration’ should be linked up with CDPF for purposes of minority youth migration and their particular needs. The two JPs can strengthen each other’s interventions in this regard.

6.1.7. *Strengthen Training*

More emphasis – trainers and resources – should be placed on training in the second half of the JP as follows:

- Training needs assessments should be done before all training bearing in mind that the awareness, organization and community involvement varies among the JP’s different villages, counties and provinces. Thus it is important that any development interventions and strategies are adapted and applied in a flexible manner that allows accommodation of the different environments and realities on the ground in the target provinces;
- Training should be targeted at specific groups without too many trainees in the room so that the message can be focused and participation assured. Lumping together trainees from different UN agencies, e.g. UNESCO & ILO, waters down the message. If trainees are to be brought together from different target groups then the training must allow sufficient time to address all topics;

- Training materials should be tested before the training and adjusted to make sure they work;
- Each training session should be evaluated with a simple one page set of questions to trainees to determine whether trainees understood and found it useful and adjustments made for the next training session;
- Attention should be given to women trainees and their needs, e.g. women trainers and perhaps, segregated training, so the women feel more comfortable and therefore participate and learn more;
- SEAC should take more advantage of the UN agencies and their perspective/assistance in the design and delivery of training;
- Training should take advantage of local minority organizations such as the folk organizations, e.g. the Miao organizations such as Gushe, Yilang and Lilao to assist with training;
- Training should be more of a mentoring system whereby classroom training is complemented with a follow-on mentoring programme where the trainer gives the trainee exercises to do and the trainee is in contact with the trainer as a coach;
- Field missions should always include a ‘training’ session with villagers even if only a research or fact gathering exercise so that villagers benefit from the mission; otherwise, they will feel they have been taken advantage of and their motivation for future cooperation reduced;
- Consideration should be given to the merit in a training-of-trainers initiative to enhance JP impact and sustainability;
- Implementation of these recommendations would benefit from the contracting of a training consultant or organization to design and implement the training intervention across all JP outputs. A training consultant/organization would also have the effect of containing or reducing the number of missions to the field.

6.1.8. Minority Youth Vocational Certification Programme

Minority youth are the key to the future of indigenous culture. The challenge is that many leave their village for the urban areas in search of adventure and jobs. This is a well known global phenomenon. Youth will only stay in their locality if there is some prospect of livelihood and career in the market economy. A CDPF consultant has proposed a vocational certification programme for artisans by the Ministry of Human Resources and Social Security. The programme would lay out a career path for young people in various handicraft and performing arts. For example, in Bhutan, when a weaver reaches certain level, s/he can become a designer and get enrolled in a college design programme.

China has an Intangible Cultural Heritage (ICH) programme whereby selected artisans are paid by the government to transmit their skills and technique to the next generation. These individuals could serve as teachers/counsellors to youth enrolled in the vocational certification programme. A challenge is to attract young people to such a programme. Many of them are migrant workers and therefore separated from the ICH masters who live in the villages. But a vocational certification programme showing a career path may motivate some to return to their village or locality to enrol. The JP should pursue this concept in the time remaining with a view to having a policy proposal for government to consider.

6.1.9. JP Deficit

It is understood the JP has a deficit of around \$250,000 due to RCO and the International Project Coordinator's costs not having been taken adequately into account in the original budget. This deficit needs to be addressed now by one or more of the following:

- Mobilize the required funding;
- Cut each output budget by a certain percent;
- Terminate activities where early results are sufficient;
- Terminate activities which are problematic or not likely to bring results;
- Scale back or combine field missions;
- Combine or eliminate contracted JP expertise.

Clearly the painless option is to mobilize the required funding. If this is not possible then the simplest option is to pare back each output budget by a certain percent. Only the JP team can decide on the other options since they are more contentious and involve a detailed understanding of the project that the consultant does not have.

6.1.10. Cut down on Field Missions

While CDPF stakeholders have not complained about the number of field missions the fact is that such missions have high transaction costs and can be intrusive on the villagers receiving these missions.

Going forward, the number of field missions should be controlled. The National and International JP Coordinators should be informed about all planned missions with a view to combining and/or eliminating superfluous missions for the balance of the JP.

6.1.11. Position MDGF JPs closer to their target groups

This JP is centralized at the national level. Development experience shows that grass roots projects are most effective when located close to the target group, in this case the minority people. This means that the JP might have been better structured if it was located in the provincial or even the county seats with funding and management at this level. When projects are too remote from the target group, transaction costs increase and the management is too removed from the local reality. It is not too late to put more funding and decision-making down at the county and even village level in this JP.

6.2. Recommendations for the MDGF Secretariat

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

6.2.1. Strengthening CDPF's Sustainability

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

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

and techniques such as training manuals part of the permanent operations of these institutions. In this way, sustainability is enhanced.

The JP should contract and build the capacity of local minority organizations, e.g. Miao organizations such as Gushe, Yilang and Lilao. These organizations are permanent. Their involvement in the JP enhances sustainability.

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

It will be difficult for the JP to spend its budget responsibly within the thirty-six month time frame. Forcing JPs to disburse funds before they are ready only serves to waste development funds. An extension of the JP (without adding to the budget) would give CDPF time to plan and effectively deploy the balance of their budget. Time extension, where warranted, should perhaps be an MDGF corporate policy. This could mean an extension of a few months or up to a year depending on the JP.

6.2.1. Improving the Joint Programme Mechanism

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

6.2.1.1. MDGF Secretariat is accountable

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

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

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

6.2.1.3. One-UN Fund not separate UN agency funds

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

with the complex reporting requirements of each participating UN agency. After all, UN agencies are quite capable of placing different donor monies into one pot inside their own agencies. They should be able to agree on this same principle for the MDGF.

6.2.1.4. Simplify reporting

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

6.2.1.5. Clarify decision making

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

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

6.2.1.6. Regional MDGF Cooperation

The MDGF Secretariat has already mounted a regional MDGF gathering in Manila early on in the programme. It would be beneficial if implementation/impact experience could be shared now that JPs are well underway. As well, it would be helpful, if funds were available to mount more specific country-to-country exchanges, e.g. CDPF and Cambodia's Cultural Industries Support Programme both have a museums component. It would be very useful to exchange plans and perspectives and ideally visit each other.

6.2.1.7. Prepare MDGF Management & Accountability framework

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

ANNEX A. Terms of Reference for this Assignment

General Context: The MDGF Culture and Development Window

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

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

The Culture and Development Window comprises 18 joint programmes that promote culture as a vehicle for social and economic development. The main interventions focus on supporting the development of public policies that promote social and cultural inclusion; and seeking to stimulate the creation of creative industries to expand people's opportunities.

The beneficiaries of the Joint Programs in the Culture and Development Window are diverse, ranging from national governments to local population. Virtually all joint programs involve supporting the government, at the national and/or local levels, civil society organizations, professional associations, communities, and individuals.

The following points should be provided by the joint programme team

- Describe the joint programme, programme name and goals; include when it started, what outputs and outcomes are sought, its contribution to the MDGs at the local and national levels, its duration and current stage of implementation.

The China Culture and Development Partnership Framework (CDPF) is the first UN-China Joint Programme on culture and development. It started in November 2008 and will continue until October 2011. The programme is currently in its second year of implementation.

The Joint Programme has two outcomes with seven outputs. The two outcomes are:

1. The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services. Under this outcome are four outputs.

2. Ethnic minorities empowered in the management of cultural resources and benefiting from cultural-based economic development. This outcome has three outputs.

The seven outputs are as follows:

- Output 1.1: Governance processes made more inclusive of ethnic minorities and sensitive to culturally based development strategies.
- Output 1.2: Strengthened policy and institutional capacities in developing and implementing culturally sensitive and quality basic education for ethnic minority children.
- Output 1.3: Facilitate local adaptation of national MCH policy to assure improved participation in, quality of, access to and knowledge and uptake of an essential package of evidence-based MCH and FP services and associated practices in ethnic minority areas, acknowledging culture and traditional beliefs as key influences on service strategies and uptake, prioritized by local administrators, and incorporating improvements in human and financial resources, health systems management, and monitoring and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries.
- Output 1.4: Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination.
- Output 2.1: Improved approaches and capacity of ethnic minorities in understanding and protecting cultural (tangible and intangible) capital and ethnic awareness of cultural diversity.
- Output 2.2: Capacity built and examples piloted on using participatory processes in managing minority community resources, and sustainability leveraging tourism for local livelihoods.
- Output 2.3: Culture Based Local Economic Development and livelihood creation through: (i) provision of entrepreneurship and business development services, and (ii) strengthening policy and institutional environment for ethnic minority arts and crafts sector.

The CDPF contributes to MDGs 0, 1, 2, 3, 4, and 5¹ by addressing issues related to governance, child education, maternal and child health, labour discrimination, and culture-based local economic development in relationship to ethnic minorities.

- Summarize the joint programme's scale of complexity, including its components, targeted participants (direct and indirect), geographical scope (regions) and the socio-economic context in which it operates.

China has the world's biggest ethnic minority population (106 million people), and this population is disproportionately poor, including 56% of China's entire population still in extreme poverty. China owes much of its cultural wealth to the unique diversity of its 55 recognized ethnic minority groups,

¹ Goal 0: Millennium Declaration: an enabling environment (human rights, democracy and good governance; Goal 1: Eradicate Extreme Poverty & Hunger; Goal 2: Achieve Universal Primary Education; Goal 3: Promote Gender Equality & Empower Women; Goal 4: Reduce Child Mortality; Goal 5: Improve Maternal Health; and Goal 6: Combat HIV/AIDS, Malaria & other Diseases; Goal 7: Ensure Environmental Sustainability; and Goal 8: Develop a Global Partnership for Development.

yet these minorities risk becoming increasingly vulnerable without the capacity and opportunities to access the benefits of China's overall development.

To contribute to the development of China's ethnic minorities in a culturally sensitive and culture-based manner, the programme conducts policy research, capacity building and innovative pilot interventions in the areas of governance, basic education, maternal and child health, employment, (agro-)cultural resources, tourism and crafts development in altogether 7 counties in 4 provinces and regions (Guizhou, Yunnan, Qinghai and Tibet). For further information, please refer to the programme document.

- It is also useful to describe the human and financial resources that the joint programme has at its disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).

The CDPF is implemented by 8 UN Agencies, 8 Ministries and a number of other partners, including civil society organizations and research institutes. For a complete list, please refer to the mini monitoring report.

In addition to the US \$ 6 million provided by the MDG-F, the Government of China provides US \$ 1 million of support in the form of in-kind contributions. Moreover, the State Ethnic Affairs Commission has expressed its intention to provide additional financial support to output 2.2.

- Changes noted in the programme since implementation began, and how the programme fits in with the priorities of the UNDAF and the National Development Strategies.

Changes since programme begin: There have been no major changes to the programme.

CDPF and UNDAF outcomes: All outputs contribute to UNDAF Outcome Area 2 ("The poorest and most vulnerable increasingly participate in and benefit more equitably from China's social and economic development"), particularly Outcome 2.1 ("The poorest and most vulnerable play a more active role in China's social, economic and cultural development"), Outcome 2.2 ("Income disparities are reduced through more equitable resource distribution and through improved access of the poor and vulnerable to decent work and social security"), Outcome 2.4 ("The right of all poor and vulnerable groups to live a healthy and productive life is realized") and Outcome 2.5 ("Improved access to and delivery of, universal good quality educational services and skills training - with a focus on poor and vulnerable groups, particularly in less developed regions"). Programme outputs 2.1 and 2.2, moreover, contribute to UNDAF Outcome Area 1 ("Government and other stakeholders ensure environmental sustainability, address climate change, and promote a green, low carbon economy"), particularly Outcome 1.2 ("Strengthened policy and implementation mechanisms to manage natural resources, with special attention to poor and vulnerable groups").

Alignment with national development strategies: The CDPF was devised in close consultation with the Government of China. As a result all its activities and outputs complement recent government policy, including priorities identified in the 11th Five Year Plan (2006-2010), the Ten Year Rural Poverty Alleviation and Development Plan (2001-2010), the Western Development Initiative initiated in 2000, the 11th Five Year Plan on the Development of Public Affairs for Ethnic Minorities, the Development Plan for Small Ethnic Minorities, the 11th Five Year Plan on the Development of Public Affairs for Ethnic Minorities and the 11th Five-Year Plan for Prospering the Border Areas and Enriching the Residents Therein.

2. OVERALL GOAL OF THE EVALUATION

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

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

3. SCOPE OF THE EVALUATION AND SPECIFIC GOALS

The mid-term evaluation will use an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the **joint programme**, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period of approximately three months.

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

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

1. To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms.

This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.

3. To identify the programme's **degree of effectiveness** among its participants, its contribution to the objectives of the **Culture and Development thematic window**, and the Millennium Development Goals at the local and/or country level.

4. EVALUATION QUESTIONS, LEVELS AND CRITERIA

The main users of the evaluation represented in the evaluation reference group (Section 8 of the TOR), and specifically the coordination and implementation unit of the joint programme, are responsible for contributing to this section. Evaluation questions and criteria may be added or modified up to a reasonable limit, bearing in mind the viability and the limitations (resources, time, etc.) of a quick interim evaluation exercise.

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

Design level:

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

- b) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention?

Process level

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

- a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted products and results?
- b) To what extent are the participating agencies coordinating with each other, with the government and with civil society? Is there a methodology underpinning the work and internal communications that contributes to the joint implementation?
- c) Are there efficient coordination mechanisms to avoid overloading the counterparts, participating population/actors?
- d) Is the pace of implementing the products of the programme ensuring the completeness of the results of the joint programme? How do the different components of the joint programme interrelate?
- e) Are work methodologies, financial instruments, etc. shared among agencies, institutions and Joint Programmes?
- f) Have more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural milieu identified?
- g) How conducive are current UN agency procedures to joint programming? How can existing bottlenecks be overcome and procedures further harmonized?

- Ownership in the process: Effective exercise of leadership by the country's social agents in development interventions

- h) To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place?
- i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?

Results level

- Effectiveness: Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.

- a) Is the programme making progress in helping to achieve the set results?
 - a. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals on a local level and in the country?
 - b. To what extent and in what ways is the joint programme contributing to the objectives set by the thematic window on gender equality and the empowerment of women?
- b) Is the schedule for the set products being met? What factors are contributing to progress or delay in the achievement of the products and results?
- c) Do the products created live up to the necessary quality?
- d) Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to measure progress in the achievement of the envisaged results?
- e) Is the programme providing coverage of the participating population as planned in the joint programme document?
- f) In what way has the programme come up with innovative measures for problem-solving?
- g) What good practices or successful experiences or transferable examples have been identified?
- h) In what way has the joint programme contributed towards the issue culture and development included on the public agenda? To what extent has it helped to build up and/or bolster communication and cooperation among, civil society organizations and decision-makers?
- i) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

Sustainability: Probability of the benefits of the intervention continuing in the long term.

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

At local and national level:

- i. Is the programme supported by national and/or local institutions?
 - ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?
 - iii. Have operating capacities been created and/or reinforced in national partners?
 - iv. Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?
 - v. Is the duration of the programme sufficient to ensure a cycle that will project the sustainability of the interventions?
- b) To what extent are the visions and actions of the partners consistent or divergent with regard to the joint programme?
- c) In what ways can the governance of the joint programme be improved so that it has greater likelihood of achieving future sustainability?

Country level

- d) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis?
- e) To what extent and in what way is the joint programme contributing to progress towards achieving the Millennium Development Goals in the country?
- f) To what extent and in what ways are the joint programmes contributing to progress towards United Nations reform?
- g) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes?
- h) To what extent is the joint programme helping to influence the country's public policy framework?

5. METHODOLOGICAL APPROACH

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

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

6. EVALUATION DELIVERABLES

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

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

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

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

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

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

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the following sections at a minimum:

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

7. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

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

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the reference group of the Joint

Programme in connection with the findings and/or recommendations. The consultant must corroborate all assertions, and note any disagreement with them.

- **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

8. ROLES OF ACTORS IN THE EVALUATION

The main actors in the interim evaluation process are the Secretariat of the MDGF, the management team of the joint programme and the Programme Management Committee that could be expanded to accommodate additional relevant stakeholders. The PMC Co-Chairs, the Ministry of Commerce, RC Office, the International and National Programme Coordinator and a member of the UNDAF M&E Group will serve as the evaluation reference group. The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents,(Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.

- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

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

9. TIMELINE FOR THE EVALUATION PROCESS

A. Design phase (15 days total)

1. Each of the Secretariat's portfolios managers shall send the generic TOR for the window in question to the specific country where the evaluation takes place. These are then to be adapted to the concrete situation of the joint programme in that country, using the lowest common denominator that is shared by all, for purposes of data aggregation and the provision of evidence for the rest of the MDGF levels of analysis (country, thematic window and MDGF).

This activity requires a dialogue between the Secretariat and the reference group of the evaluation (the body that comments on and reviews but does not interfere with the independent evaluation process). This dialogue should be aimed at rounding out and modifying some of the questions and dimensions of the study that the generic TOR do not cover, or which are inadequate or irrelevant to the joint programme.

2. The TOR will be sent to the MDG-F Secretariat consultant.
3. From this point on, each programme officer is responsible for managing the execution of the evaluation, with three main functions: to facilitate the work of the consultant, to serve as interlocutor between the parties (consultant, joint programme team in the country, etc.), and to review the deliverables that are produced.

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

Desk study (15 days total)

1. Briefing with the consultant (**1 day**). A checklist of activities and documents to review will be submitted, and the evaluation process will be explained. Discussion will take place over what the evaluation should entail.
2. Review of documents according to the standard list (see TOR annexes; programme document, financial, monitoring reports etc.).
3. Submission of the inception report including the findings from the document review specifying how the evaluation will be conducted. The inception report is sent and shared with the evaluation reference group for comments and suggestions (**within seven days of delivery of all programme documentation to the consultant**).
4. The focal person for the evaluation (joint programme coordinator, resident coordinator office, etc) and the consultant prepare and agenda to conduct the field visit of the evaluation. (Interview with programme participants, stakeholders, focus groups, etc) (**Within seven days of delivery of the desk study report**).

Field visit (9-12 days)

1. The consultant will travel to the country to observe and contrast the preliminary conclusions reached through the study of the document revision. The planned agenda will be carried out. To accomplish this, the Secretariat's programme officer may need to facilitate the consultant's visit by means of phone calls and emails, making sure there is a focal person in the country who is his/her natural interlocutor by default.
2. The consultant will be responsible for conducting a debriefing with the key actors he or she has interacted with.

Final Report (31 days total)

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

The evaluation reference group may also comment on the value judgements contained in the evaluation, but these may not affect the evaluator's freedom to express the conclusions and recommendations he or she deems appropriate, based on the evidence and criteria established.

3. The Secretariat's programme officer shall assess the quality of the evaluation reports presented using the criteria stipulated in the annex to this evaluation strategy (**within seven days of delivery of the draft final report**).
 4. On the completion of input from the reference group, the evaluator shall decide which input to incorporate and which to omit. The Secretariat's programme officer shall review the final copy of the report, and this phase will conclude with the delivery of this report to the evaluation reference group in the country (**within seven days of delivery of the draft final report with comments**).
- C. Phase of incorporating recommendations and improvement plan (within 21 days of delivery of the final report):**
1. The Secretariat's programme officer, as representative of the Secretariat, shall engage in a dialogue with the reference group to establish an improvement plan that includes recommendations from the evaluation.
 2. The Secretariat's programme officer will hold a dialogue with the reference group for the evaluation to develop a simple plan to disseminate and report the results to the various interested parties.

10. ANNEXES

a) Document Review

This section must be completed and specified by the other users of the evaluation but mainly by the management team of the joint programme and by the Programme Management Committee. A minimum of documents that must be reviewed before the field trip shall be established; in general terms the Secretariat estimates that these shall include, as a minimum:

MDG-F Context

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

Specific Joint Programme Documents

- Joint Programme Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Quarterly reports
- Mini-monitoring reports
- Biannual monitoring reports
- Annual reports

- Annual work plan
- Financial information (MDTF)

Other in-country documents or information

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

c) File for the Joint Programme Improvement Plan

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

Evaluation Recommendation No. 1				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
1.1			Comments	Status
1.2				
1.3				
Evaluation Recommendation No. 2				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
2.1			Comments	Status
2.2				
2.3				
Evaluation Recommendation No. 3				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
3.1			Comments	Status
3.2				
3.3				

ANNEX B. List of Stakeholders Interviewed in Beijing

100524 am SEAC	Ms. YANG Fan 杨帆	Deputy Director, Programme Executive Manager	Foreign Cooperation Programme Management Office at the State Ethnic Affairs Commission	yangfan@ethnicngo.org.cn
	Mr. YU Shuo 于硕	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC	yushuo@ethnicngo.org.cn
100524 pm MOFCOM	Ms. LIANG Hong 梁红	First Secretary (equal to Division Chief)	Division of Multi-lateral Cooperation, Department of International Trade and Economic Affairs	
	Mr. Pablo Barrera	Coordination Specialist	Office of UN Resident Coordinator in China	pablo.barrera@undp.org.cn
100525 am Spanish Embassy	Mr. Carlos Blasco Villa	Ambassador of Spain to PRC	Embassy of Spain	
	Ms. Carmen Cano	Counsellor	Embassy of Spain	embespcn@mail.mae.es
100525 pm UNIDO- JP Coordinators	Ms. Catherine Wong	Assistant Coordinator	Climate Change Partner Framework Programme	cwong@unido.org.cn
	Mr. DING Baoguo 丁保国	MD, PhD, UN JP Coordinator	PMO of Improving Nutrition, Food Safety and Food Security for China's Most Vulnerable Women and Children, MDG Achievement Fund	dingb@wpro.who.int
	Ms. DONG Yi 董屹	UN JP Coordinator	PMO of the MDG-F Achievement Fund Protecting and Promoting the Rights of China's Vulnerable Yong Migrants	yi.dong@undp.org
	Mr. Pablo Barrera	Coordination Specialist	Office of UN Resident Coordinator in China	pablo.barrera@undp.org.cn
100526 am UNDP- 1.1&2.2	Ms. WANG Jing 王静	Assistant Director General	CICETE	
	Ms. ZHANG Jing 张晶	Programme Officer	Division I, CICET, MOFCOM	zhangjing@cicete.org
	Ms. XIA Jin 夏瑾	Project Officer	SEAC	
	Ms. LI Jiangping 李江萍	National Programme Officer	UNESCO	jp.li@unesco.org
	Ms. HOU Xinan 侯新岸		UNDP	
	Ms. PEI Hongye 裴红叶	Programme Manager	Social and Economic Development and South-South Cooperation, UNDP	hongye.pei@undp.org
	Ms. LI Liping 李莉萍	Programme Associate	Social and Economic Development and South-South Cooperation, UNDP	liping.li@undp.org
	Mr. YU Shuo 于硕	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC	yushuo@ethnicngo.org.cn

100526 pm UNICEF- 1.3	Ms. ZHAO Yan Xia	Project Officer	NCWCH	zhaoyanxia1978@163.com
	LUO Rong		NCWCH	luorong@chinawch.org.cn
	LIU Hongyan 刘鸿雁	Director of Population Division	Chian Population and Development Research Center	liuhycpdrc@126.com
	ZHANG Cuiling 张翠玲	Associate Research	Chian Population and Development Research Center	zcl_cpdrc@hotmail.com
	Yao Lan	Professor	Tongji Medical College	lanyao@vip.163.com
	Robert Scherpbier	Medical Officer MCH	WHO	scherbierr@wpro.who.int
	XIAO Liangliang	Programme Assistant	UNFPA	liangliang@unfpa.org
	Manuel Couffigual	Programme Officer	UNFPA	couffigual@unfpa.org
	ZHAO Chunxia 赵春霞	MCH Officer	UNICEF	czhao@unicef.org
	David Hipgrave	Chief,	Section of Health, Nutrition and WASH, UNICEF	ddhipgrave@unicef.org
Mr. YU Shuo 于硕	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC	yushuo@ethnicngo.org.cn	
100527 am UNESCO - PMC Co-chairs meeting	Mr. Ge Zhongxing	DG	SEAC	
	Ms. Yang Fan 杨帆	DDG	SEAC	
	Mr. YU Shuo 于硕	Director, National Programme Coordinator	SEAC PMO	yushuo@ethnicngo.org.cn
	Mr. Abhimanyu Singh	Director and Representative	UNESCO China	
100527 pm UNESCO - 1.2	Ms. GUO Xiaoping 郭晓萍	Education Specialist	UNICEF China	xpquo@unicef.org
	Ms. HE Pei 何培	National Programme Officer for Education	UNESCO China	p.he@unesco.org
	Mr. Min Bista	Programme Specialist for Education	UNESCO China	m.bista@unesco.org
	Mr. Sha Ma Jia Jia 沙玛加甲	Ethnicity Department	MOE	
	Mr. HOU Bo 侯波		National Commission of UNESCO in China	hj@moe.edu.cn
	Mr. CHANG Yongcai 常永才	Professor	Minzu University of China	cycxyz@126.com
	Ms. HAO Jie 郝杰	Graduate (representing Pro. ZHENG Xinrong 郑新蓉)	Beijing Normal University	haojie609@163.com
100527 pm	Ms. Jennifer Powell	Consultant	ILO	jpowell@ilo.org
	Ms. DING Sai 丁赛		Institute of Ethnicity and Anthropology, CASS	dingsai@cass.org.cn

UNESCO - 1.4	Ms. WANG Lin 王琳		Employment and Vocational Association	w029@sina.com
	Ms. ZHANG Su 张涑	Programme Assistant	UNESCO	y.li@unesco.org
	Ms. LI Ying 李颖	Programme Assistant	UNESCO	s.zhang@unesco.org
100528 am UNIDO - 2.3	Mr. DENG Baoshan 邓宝山	MDG-F Programme Coordinator	ILO	dengbs@ilo.org
	Ms. Alessandro Amadio	Industrial Development Officer	UNIDO	A.Amadio@unido.org
	Ms. Shirley Matheson	International Consultant	UNIDO	S.Matheson@unido.org
	Ms. ZHANG Jing 张晶	Programme Officer	Division I, CICET, MOFCOM	zhangjing@cicete.org
	Ms. SUN Yueqi 孙玥琪		China Arts and Crafts Association	zmx_sunyueqi@126.com
	Ms. XIA Jin 夏瑾	Project Officer	CDPF PMO, SEAC	
	Ms. PEI Hongye 裴红叶	Programme Manager	Social and Economic Development and South-South Cooperation, UNDP	hongye.pei@undp.org
Ms. LI Jiangping 李江萍	National Programme Officer for Culture	UNESCO Beijing Office	jp.li@unesco.org	
100528 pm UNESCO - 2.1	Wei Ronghui 韦荣慧		CNME	aduwei@163.com
	Tao Yongbin 陶永梅		CNME	taoyongmei2003@yahoo.com.cn
	Wang Xiaowang 王晓望		CHP	wangxiaowang@bjchp.org
	Dai Weidong 戴卫东		FAO China Office	weidong.dai@fao.org
	Min Qingwen 闵庆文		IGSNRR	minqw@igsnr.ac.cn
	He Lu 何露		IGSNRR	hel.07s@igsnr.ac.cn
	Liu Shan 刘珊		IGSNRR	Lius.08s@igsnr.ac.cn
100604 pm UNDP - Debriefing	Mr. Abhimanyu Singh		UNESCO	
	Ms. Yang Fan 杨帆		SEAC	
	Mr. Pablo Barrera		RCO	
	Ms. PEI Hongye 裴红叶		UNDP	
	Ms. LI Liping 李莉萍		UNDP	
	Ms. Lata Menon	Education Chief	UNICEF	
	Ms. ZHAO Chunxia 赵春霞		UNICEF	
	Ms. Mariam Khan	Deputy Representative	UNFPA	
	Mr. Manuel Couffignal	Programme Officer	UNFPA	
Ms. XIAO Liangliang		UNFPA		

	Mr. DENG Baoshan 邓宝山		ILO
	Ms. Jennifer Powell		ILO
	Mr. Dai Weidong 戴卫东	Programme Officer	FAO
	Ms. Shirley Matheson		UNIDO
	Mr. YU Shuo 于硕		SEAC
	Ms. XIA Jin 夏瑾		SEAC
	Mr. Zhu Fuqi	Programme Officer	SEAC
	Ms. ZHANG Jing 张晶		CICETE
	Wei Ronghui 韦荣慧		CNME
	Tao Yongbin 陶永梅 ?		CNME
	Ms. Wang Xiaowang		CHP
	Ms. ZHAO Yan Xia ?		NCWCH
	LIU Hongyan 刘鸿雁 ?		China Population and Development Research Center
	Ms. LI Jiangping 李江萍		UNESCO
Ms. LI Ying 李颖		UNESCO	
Mr. Dai Weidong 戴卫东	Programme Officer	FAO	

ANNEX C. Visit to Guizhou Province – Leishan & Congjiang Counties

100529 evening	Prof SU De 苏德	Dean	Department of Education, Minzu University	68932725
100530 am Wudong Village in Leishan County	Mr. PAN Wanxin 潘万新	Village secretary	Wudong Village, Leishan County	
	Mr. YANG Changsong 杨昌松	Head of Ethnic Culture Development Association		
	Mr. YANG Yu 杨禹	Head of Village Committee		
	Ms. PAN Shizhen 潘世珍	villager, members of the Association		
	Ms. YANG Fenli 杨分里			
	Ms. PAN Chuntian 潘春天			
	Ms. YANG Outiao 杨欧条			
	Ms. YANG Yan 杨燕			
	Ms. YANG Changhua 杨昌花			
	Mr. YU Deli 余德利			Deputy Director
Mr. YU Xiuwen 余秀文		Ethnic Research Institute, Ethnic Affairs Bureau, Leishan County	13595557088	
100530 pm Leishan County with craftsmen	Mr. WU Yugui 吴玉贵	Director	Ethnic Affairs Bureau, Leishan County	
	Mr. YU Deli 余德利	Deputy Director	Lei Shan Ethnic Affairs Bureau	0855 3331333 13985289522
	Mr. YU Xiuwen 余秀文		Ethnic Research Institute, Ethnic Affairs Bureau, Leishan County	13595557088
	Mr. BAO Lianguang 鲍廉光	President	Root caving company	13765538366
	Mr. MU Niyiing 穆你应	Entrepreneur	Flying Butterfly Silver Accessory Company	15185779145
	Mr. GU Yongchong 顾永冲	Entrepreneur	Silverware company	13985811753
	Mr. LONG Zhonglin 龙忠林	Entrepreneur	Silverware company	13595511857
100531 am Local government meeting, Leishan County	Mr. Kuang Zhiguo 况治国	Deputy Director	County Health Bureau, Leishan County	13985807882
	Tai Guanghua 邵光华	Deputy Director	Economy and Trading Bureau, Leishan County	13885555838
	Tan Jianguo 谭建国	Deputy Director	Labor and Social Security Bureau, Leishan County	13885555699
	Zhou Haiying 周海英	Deputy Governor	Danjiang Township, Leishan County	13638062451
	Lu Wanxiang 陆婉香	Deputy Governor	Langde Township, Leishan County	15885800101
	Yang Xiliang 杨西良	Deputy Director	Poverty Alleviation Office, Leishan County	15985577866
	Lu Yugui 吴玉贵	Director	Ethnic Affairs Bureau, Leishan County	15085298588
	Yu Deli 余德利	Deputy Director	Ethnic Affairs Bureau, Leishan County	13985289522

	Yang ? 杨?	Deputy Director	Culture and Sports Bureau, Leishan County	13985811928
	Wu Zhiwu 吴治武		Ethnic Affairs Bureau, Leishan County	13985275455
	Yu Xiuwen 余秀文		Ethnic Affairs Bureau, Leishan County	13595556088
	Luo Yongbiao 罗永彪		Government Office, Leishan County	15085689188
	Rong Changyun 荣昌云		FP Bureau, Leishan County	
	Meng Changyuan 蒙昌元		Education Bureau, Leishan County	
100601 am Yintan Village, Congjiang County	Sun Yan 孙艳		Ethnic Affairs Bureau, Congjiang County	13595548181
	Shi Da'an 石达安		Culture and Broadcasting Bureau, Congjiang County	13765533010
	Shu Xiangmei 舒象美		Ethnic Affairs Bureau, Congjiang County	13765549990
	Pan Beishan 潘北三	Team Leader	Performance Team, and member of Tourism Association, Yintan Village, Congjiang County	13116446299
	Pan Fengqing 潘风情	performer	Performance Team, Yintan Village, Congjiang County	15870203780
	Pan Nailong 潘奶龙	woman representative	Tourism Association, Yintan Village, Congjiang County	15121402957
	Pan Xiuming 潘修明	Secretary	Village Party Committee, Yintan Village, Congjiang County	15870247566
	Wu Sheng'an 吴胜安	Accountant	Tourism Association, Yintan Village, Congjiang County	15329050413
	Wu Yong'an 吴永山	Villager	Yintan Village, Congjiang County	
	Wu Jianxiu 吴建修	Monitor	Tourism Association, Yintan Village, Congjiang County	13116452833
	Wu Jianping 吴建平	Villager		13638077275
	Wei Fei 韦飞	Villager		13688559080
	Pan Quanzhong 潘全忠	Head of village	Yintan Village, Congjiang County	13124691842
	Pan Gongxiao 潘公小	Villager		
	Zhang Jikang 张继康	Head of Association,	Tourism Association, Yintan Village, Congjiang County	15985575244
100601 pm Xiaohuang Village	Wu Xuejin 吴学进	Head of Village	Xiaohuang Village, Congjiang County	
	Chen De'an 陈德安	Accountant of village		15121459143
	Pan Pei 潘培	villager		13984458401
	Pan Nifang 潘泥芳	villager		
	Pan Zhaoying 潘照英	villager		
	Pan Huaxian 潘花线	villager		
	Pan Bihan 潘婢汗	villager		
	Wu Taohua 吴桃花	villager		
	Pan Lianxiang 潘连香	villager		

	Pan Nenghao 潘能号	villager		
	Wu Yingjiao 吴映娇	villager		
	Wu Xiyang 吴喜英	villager		
	Pan Yusheng 潘玉生	Secretary	Village Party Committee, Congjiang Village, Congjiang County	13628551347
	Shi Da'an 石达安		Culture and Broadcasting Bureau, Congjiang County	13765533010
	Yang Zhongcheng 杨忠诚	Deputy Director	Culture and Broadcasting Bureau, Congjiang County	13310457755
100602 am Government Building, Congjiang County - Meeting with Congjiang Government	Mr. LI Zhengrong 李峥嵘	Deputy Governor,	Congjiang County 从江县副县长	13985294502
	Mr. MO Guihua 莫桂华	Deputy Director,	Poverty Alleviation Office, Congjiang County 从江县扶贫办副主任	
	Ms. CHEN Shui 陈水	Deputy Director	Tourism Bureau, Congjiang County 从江县旅游局副局长	
	Zhan Hongguang 谌红光	Deputy Director,	Animal Husbandry and Veteran Bureau, Congjiang County 从江县畜牧兽医局副局长	13985279165
	Wang Changfu 王昌福	Deputy Director,	Health Bureau, Congjiang County, 从江县卫生局副局长	13985831799
	Shi Guangmao 石广茂	Director	Ethnic Affairs Bureau 从江县民宗局	13985294668
	Ran Weiguo 冉卫国		Congjiang County Government Office	13595535730
	Yang Maozhu 杨茂标		Population and Family Planning Bureau, Congjiang County 从江县人口计生局	13985835753
	Yang Zhongcheng 杨忠诚	Deputy Director	Culture and Broadcasting Bureau, Congjiang County 从江县文广局副局长	13310457755
	Shi Xuchu 石旭初	Deputy Director	Human Resources, Labor and Social Security Bureau, Congjiang County 从江县人事劳动和社会保障局副局长	13086958283
	Xue Li 薛黎	officer	Economy and Trading Bureau, Congjiang County 从江县经贸局科员	
	Shi Dan 石丹	Deputy Governor,	Guping Township, Congjiang County 从江县古坪乡副乡长	13885575968
	Zou Xueqing 邹学庆		Gaozeng Township, Congjiang County 从江县高增乡	13985294517
	Fang Zhenhui 方振辉	Director	Education Bureau, Congjiang County 从江县教育局	13765592618

<p>100602 pm</p> <p>Stakeholder and Beneficiary Meeting, Government Building, Congjiang County</p>	Mr. Kang Chunxiang 康春祥		Congjiang Maternity and Child Care Hospitals 从江县妇幼保健院	13638089012
	Mr. Wu Changjia 吴常嘉		Sitong Medicine Co., Ltd. 贵州四通药业有限公司	13765510118
	Mr. Qiu Jinliang 邱锦良		Congjiang Xiangzhu Pig Company 从江香猪特色公司	13708553175
	Mr. Liang Yi 梁毅		Family Planning Service Station 从江县计划生育服务站	13595585810
	Mr. Shi Guangyi 石广茂		Ethnic Affairs Bureau 从江县民宗局	13985294668
	Mr. Liang Jiesen 梁杰参		Congjiang *** Construction Company 从江**建筑公司	13985811068
	Ms. Shi Dan 石丹		Guping Township Government 古坪乡政府	13885575968
	Mr. Zhang Jikang 张继康		Tourism Association, Yintan Village, Congjiang County 银潭旅协	15985575244
	Mr. Fan Xibiao 范锡彪	Recorder,	Baijiu Village, Congjiang County 摆鸠村记录员	13885570446
	Mr. Yang Tongrong 杨通荣	Recorder,	Gaozeng Village, Congjiang County 高增村记录员	13985804979
	Ms. Lu Dinglan 陆定兰		Shanshui Hydropower Development Co., Ltd 从江县山水水电开发有限责任公司	13508556179
	Mr. Jia Yuanjin 贾元金	Recorder,	Xiaohuang Village, 小黄村记录员	13595548275 0855 6998189
Mr. Liang Quankang 梁全康	Recorder,	United Front Work Department, County Party Committee. Leading Recorder, Photography Network 县委统战部, 记录员, 摄影网成员	13985294665	

ANNEX D. Inception Report of the consultant

INCEPTION REPORT FOR MDGF CHINA CULTURE & DEVELOPMENT PARTNERSHIP FRAMEWORK (CDPF) MID-TERM EVALUATION MISSION

Prepared by Bob Boase, Consultant for this mission

May 2010

Vancouver CANADA

Background

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

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

The Culture and Development Window, under which the CDPF falls, comprises 18 joint programmes globally that promote culture as a vehicle for social and economic development. The main interventions focus on supporting the development of public policies that promote social and cultural inclusion; and seeking to stimulate the creation of creative industries to expand people's opportunities. The beneficiaries of the Joint Programs in the Culture and Development Window are diverse, ranging from national governments to local population. Virtually all joint programs involve supporting the government, at the national and/or local levels, civil society organizations, professional associations, communities, the private sector and individuals. These initiatives are now being evaluated at their mid-term with a view to assessing progress and making recommendations for improving impact in the remainder of the projects.

In China, there are four MDGF projects but only one will be evaluated in this mission. The MDGF initiative to be evaluated is the China Culture & Development Partnership Framework (CDPF). CDPF is the first UN-China Joint Programme on culture and development. It started in November 2008 and will continue until October 2011 and is at its half-way point at the time of this mid-term evaluation.

CDPF is also referred to as the Joint Programme (JP) because it involves Chinese government agencies and academic institutions and eight UN agencies. The twenty current Chinese ministries, agencies and academic institutions are as follows:

- Beijing Cultural Heritage Protection Center (CHP)
- Beijing Normal University (BNU)
- Center for Natural & Cultural Heritage, Institute of Geographical Sciences and Natural Resources Research, Chinese Academy of Sciences (IGSNRR)

- China Arts and Crafts Association (CACA) more of a GONGO
- China International Center for Economic and Technical Exchange (CICETE)
- China Minzu University, College of Education
- China Minzu University, School of Ethnology & Sociology
- China National Museum of Ethnology (CNME) of SEAC
- China Population and Development Research Center (CPDRC)
- Chinese Academy of Social Sciences (CASS)/Institute of Ethnology and Anthropology
- Ministry of Agriculture (MOA)
- Ministry of Commerce (MOFCOM)
- Ministry of Education (MOE)/National Commission for UNESCO
- Ministry of Health (MOH)
- Ministry of Human Resources & Social Security (MOHRSS)
- National Center of Women's and Children's Health, Chinese Center for Disease Control and Prevention (NCWCH)
- National Office for Maternal and Child Health Surveillance
- National Population & Family Planning Commission (NPFPC)
- State Administration of Cultural Heritage (SACH)
- State Ethnic Affairs Commission (SEAC)

The eight UN organizations and their budgets are as follows:

- FAO (\$240,750)
- ILO (\$485,480)
- UNDP (\$1,285,226)
- UNESCO (\$1,298,140)
- UNFPA (\$521,283)
- UNICEF (\$1,235,011)
- UNIDO (\$437,630) and
- WHO (\$496,480).

The three year CDPF has a budget of \$7 million - \$6 million MDGF funding and \$1 million in-kind funding from the Chinese government.

The intention of the programme is to strengthen the participation of ethnic minorities in cultural, socio-economic and political life through improved public policies and services. Ethnic minorities are to be empowered in the management of cultural resources and to benefit from cultural-based economic development.

The UNDAF outcome and CDPF Outcomes and Outputs are as follows:

UNDAF Outcome 1: Social and economic policies are developed and improved to be more scientifically-based and human-centred for sustainable and equitable growth.

CDPF Outcomes and Outputs

Outcome 1: Formulate, implement and monitor socially- and culturally-inclusive public policies.

Output 1: Governance processes made more inclusive of ethnic minorities and sensitive to culturally based development strategies

Output 2: Strengthened policy and institutional capacities in developing and implementing culturally sensitive and quality basic education for ethnic minority children.

Output 3: Facilitate local adaptation of national MCH policy to assure improved participation in, quality of, access to and knowledge and uptake of an essential package of evidence-based MCH and FP services and associated practices in ethnic minority areas, acknowledging culture and traditional beliefs as key influences on service strategies and uptake, prioritized by local administrators, and incorporating improvements in human and financial resources, health systems management, and monitoring and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries.

Output 4: Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination.

Outcome 2: Realise the economic and social potential of the cultural sector and strengthen cultural and creative industries.

Output 1: Improved approaches and capacity of ethnic minorities in understanding and protecting cultural (tangible and intangible) capital and ethnic awareness of cultural diversity.

Output 2: Capacity built and examples piloted on using participatory processes in managing minority community resources, and sustainability leveraging tourism for local livelihoods.

Output 3: Culture Based Local Economic Development (LED) and livelihood creation through: (i) provision of entrepreneurship and business development services, and (ii) strengthening policy and institutional environment for ethnic minority arts and crafts sector.

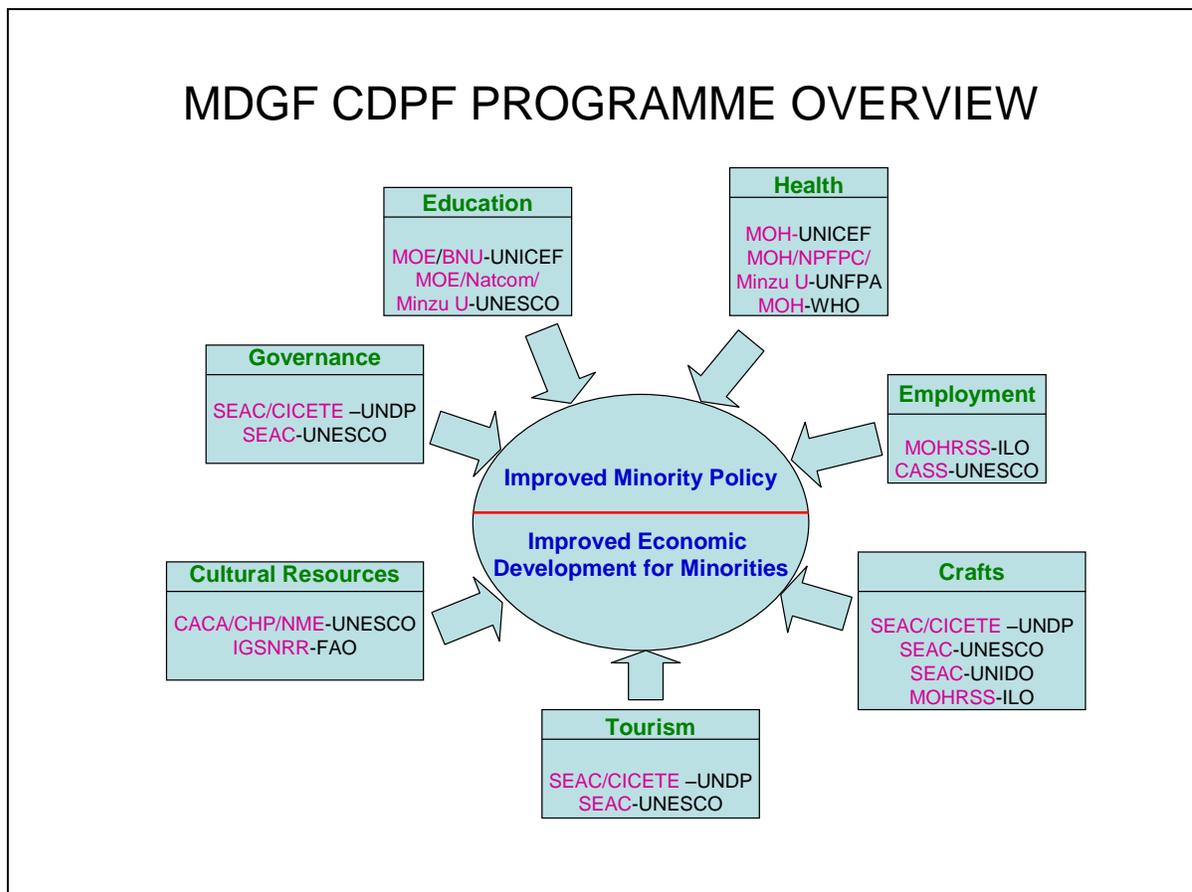
MDGs Addressed by CDPF:

1. Goal 0: Millennium Declaration: an enabling environment (human rights, democracy and good governance)
2. Goal 1: Eradicate extreme poverty and hunger
3. Goal 2: Achieve universal primary education
4. Goal 3: Promote gender equality and empower women
5. Goal 4: Reduce child mortality
6. Goal 5: Improve maternal health

The six issues to be addressed in this project are: (i) strengthening government on all levels which is sensitive to needs of ethnic minorities and has stronger awareness of the importance – economic and otherwise – of cultural diversity; (ii) promoting and making possible quality and culturally sensitive education for ethnic minority children; (iii) supporting the creation of policy promoting linguistically and culturally appropriate MCH care; (iv) fostering improved access to the labour market; (v) strengthening the local capacity of the ethnic minorities for protecting and utilizing their cultural resources; and (vi) promoting cultural-based economic growth, including tourism.

The Joint Programme encompasses a wide range of goals, outcomes, and cross-cutting issues ranging from governance to education, health, economic empowerment and preservation of cultural heritage. Nonetheless, there is a common thread linking them all – preservation of culture in the context of sustainable development. Significantly, the window does not regard culture as an obstacle to be overcome, but rather as a “tool” to strengthen development process.

China has the world’s biggest ethnic minority population (106 million people), and this population is disproportionately poor, including 56% of China’s entire population still in extreme poverty. China owes much of its cultural wealth to the unique diversity of its 55 recognized ethnic minority groups, yet these minorities risk becoming increasingly vulnerable without the capacity and opportunities to access the benefits of China’s overall development. To contribute to the development of China’s ethnic minorities in a culturally sensitive and culture-based manner, the programme conducts policy research, capacity building and innovative pilot interventions in the areas of governance, basic education, maternal and child health, employment, (agro-)cultural resources, tourism and crafts development in altogether 7 counties in 4 provinces and regions - Guizhou, Yunnan, Qinghai and Tibet. The chart below describes the national and international partners for each of the project’s seven outputs.



On the following page is a chart which lays out the institutional and geographical map of the project. It shows the seven outputs and which UN agencies and National partners are working on each of these outputs and then it shows which of the outputs are being worked on each of the pilot sites.

MDGF China Culture and Development Partnership Framework Summary of Partnership & Pilot Sites

Output	UN Agencies	National Partners	Pilot Sites						
			Guizhou		Yunnan		Qinghai	Tibet	
			Leishan	Congjiang	Longchuan	Luxi	Hualong	Gyamda	Linzhi
1.1 Governance	UNDP (lead)	CICETE, SEAC	x	x	x	x			
	UNESCO	SEAC	x	x	x	x			
1.2 Education	UNICEF (lead)	MOE			x		x		x
	UNESCO	MOE, Natcom, Minzu University	x	x	x	x	x		
1.3 Health	UNICEF (lead)	MOH	x	x	x	x	x	x	
	UNFPA	MOH, NPFPC, Minzu University	x(TBC)	x (TBC)	x	x	x	x	
	WHO	MOH	x	x	x	x	x	x	
1.4 Employment	ILO (lead)	MOHRSS	x	x	x	x			
	UNESCO	CASS	x		x				
2.1 Cultural Resources	UNESCO (lead)	GACH,CHP, NME		x					
	FAO	IGSNRR, CAS		x					
2.2 Tourism	UNDP (lead)	CICETE, SEAC	x	x	x	x			
	UNESCO	SEAC	x	x	x	x			
2.3 Crafts	ILO (lead)	MOHRSS	x	x	x	x			
	UNESCO	SEAC, CACA	x	x	x	x			
	UNDP	CICETE, SEAC	x	x	x	x			
	UNIDO	SEAC	x	x	x	x			

Abbreviations

- CICETE China International Centre for Economic and Technical Exchanges
- SEAC State Ethnic Affairs Commission
- MOE Ministry of Education
- Natcom Chinese National Commission for UNESCO
- CASS Chinese Academy of Social Sciences
- GACH Guizhou Administration of Cultural Heritage
- CHP Beijing Cultural Heritage Protection Centre
- NME National Museum of Ethnology
- IGSNRR, Chinese Academy of Sciences, Institute of Geographic Sciences and Natural Resources

CAS	Research
MOHRSS	Ministry of Human Resources and Social Security
CACA	China Arts and Crafts Association

Purpose and objectives of this Evaluation

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

The evaluation objectives are:

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

Lines of Enquiry for this Evaluation

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

Project Design

Project design will be addressed under the headings of 'Relevance' and 'Ownership.' The JP is very ambitious and complex for what it intends to accomplish in only three years. It is understood to be behind schedule at this point. What can be done to speed up implementation or simplify the initiative? Issues to be examined here are:

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

- f) Were problems and their causes (environmental and human) clearly defined?
- g) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme document?
- h) Does the Joint Programme take into account the particularities and specific interests of women, minorities and ethnic groups in the areas of intervention?
- i) To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme envisage, to respond to obstacles

- that may arise from the political and socio-cultural background? What are the limitations which the project faces regarding adaptation of the existing project document?
- j) Are the follow-up indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
 - k) Is the joint programme the best answer to solve the socio-economic needs of the targeted population? Does it cover and reach intended beneficiaries?
 - l) Is the intervention strategy well adapted to the socio-cultural context where it's being implemented?
 - m) To what extent has the MDGF Secretariat contributed to a better formulation of programmes
 - n) To what extent has the program taken advantage of existing initiatives and built upon them?
 - o) To what extent was the project affected by previous UN programmes (legacy) un-related to the project?
 - p) How has the project capitalized on other projects of the agencies involved?
 - q) To what extent does the vision outlined in the document, for the preservation and promotion of creative industries, fit within the context to globalization and the vast changes the country is undergoing?
 - r) Relationship/duplication/synergy or the JP with work of other donors and Chinese government programmes
 - s) Have all the required types of expertise been identified to assist with implementation, e.g. trainers and interpreters and project staff who speak the minority language(s)?

Ownership: The extent to which project stakeholders take a leadership and responsibility for and are committed to the JP.

- c) The substance of the project at grass roots level. Is a cultural intervention meaningful and sustainable for the minority peoples or would some other intervention bring better results and to what degree were the local minorities brought into the programme design?
- d) To what extent the objectives and intervention strategies of the joint programme are aligned to the National, Regional or local development strategies?
- e) To what extent has the opinion and interests of national, local authorities, citizens and other stakeholders been taken into account in designing the development intervention?
- f) Has the challenge of minority languages been adequately addressed in the communications and training of the JP?
- g) To what extent the targeted population and participants have taken ownership of the joint programme by playing a leadership role?
- h) To what extent national and counterpart resources (public and private) have been mobilized to contribute to the objective of generating results and impacts?
- i) What are the challenges with indigenous persons, land ownership and community and civil society organization registrations law and regulations and the reality of their operation and enforcement on the ground, which is sometimes very different from the intent of the legislation?
- j) To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place?
- k) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts? What are the limitations to their involvement?
- l) What are the expectations of the counterparts when participating in the Joint Programme and to which extent can these expectations be answered?
- m) How is the Joint Programme perceived by stakeholders, partners, beneficiaries?

Process

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

- j) To what extent does the management structure of the joint programme (organizational structure, information flows, decision making, etc) contribute to outputs and outcomes?
- k) To what extent are participating agencies and the national counterparts and the private sector coordinating (government and civil society)?
- l) Are there effective and efficient coordination mechanisms in place to avoid overlaps, confusion and work overloads of partners and participants?
- m) Are different implementation paces in the joint programmes a problem for delivering results?
- n) Are the different working methodologies, financial policies and practices, etc among United Nations agencies and the joint programme posing problems for the JP team?
- o) Are agency specific administrative and financial mechanisms adequate to support the project outcomes? If not, to what extent and how are each UN Agency adapting these mechanism to the specificity of the Joint Program and what margin do they have at the country level to do so?

- p) The involvement/coordination of the eight UN agencies and the nineteen ministries of the Chinese Government; the requirements of the many individual reporting systems;
- q) The management structure for the project. - Is this complex structure working effectively and what can be done to make it more effective/efficient?
- r) The detailed one-by-one contracting of individuals and organizations to help implement the JP which creates a lot of administration for project management. Can anything be done to simplify or streamline this, e.g. contracting of an executing agency to take on a cluster of related activity or components of the JP?
- s) The relation of resources/effort spent on inputs versus outputs in the JP. Can anything be done to put more resources directly toward the grass roots?
- t) Is the workload inside and outside the project evenly distributed and if not what can be done about it?
- u) Are on-going activities, training activities and the intrusive nature of missions of all non-indigenous people to the target area taken into account in project implementation?

Results

Effectiveness: the extent to which JP objectives have been achieved

- a) Is the programme progressing towards the established outcomes?
 - a. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at local and national level?
 - b. To what extent and in what ways is the joint programme contributing to the objectives set by the thematic window?
- b) Is the programme on schedule? What factors are contributing to progress or delay in the achievement of the products and results?
- c) Has the quality of selected products improved as expected?
- d) Are the value chains being targeted in a culturally sensitive manner, respecting local cultural limitations with respect to business development? Likewise, is sustainable management of natural resources being taken into consideration?
- e) Does the project adequately address the tension between the promotion of the development of new and improved cultural products to meet market demand and the preservation of existing IP traditions used to make these products?
- f) Does the project sufficiently safeguard IP culture, in an environment where it has been put under extreme pressure to change, recognizing the fact that IP culture (even in the creative industries) is essentially agricultural in nature, and should remain so?
- g) Does the programme have follow-up mechanisms to measure project progress in the achievement of the envisaged results?
- h) Is the project providing coverage of the participating population as planned in the joint programme document?
- i) What factors are contributing to progress or delay in the achievement of products and results?
- j) Does management have a formal way of dealing with/solving programme problems?

- k) Are outputs of the needed quality?
- l) Is the joint programme covering the number of beneficiaries planned?
- m) What are the elements that contribute to progress or delay in the implementation process and the attainment of results?
- n) To what extent has the programme contributed innovative solutions to solve problems?
- o) Have good practices or lessons learnt been documented?
- p) To what extent has the joint programme contributed to provide visibility and prioritized public policy of the country?
- q) To what extent and what type of effects is the joint programme producing in men, women and other categories of beneficiaries? (Rural versus urban population, etc)
- r) What good practices or successful experiences or transferable examples have been identified?
- s) Are project outputs realistic within the project time-frame taking into account the Chinese and the minority people context (referring here to the legislation components, the BDS infrastructure components etc).
- t) In what way has the joint programme contributed to putting culture and development on the public agenda? To what extent has it helped to build up and/or bolster communication and cooperation among, civil society organizations and decision-makers? Has an effective communications strategy been developed?
- u) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

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

- a) Are conditions and premises for sustainability of the joint programme taking place?
 - a. Is the programme supported by national and/or local institutions?
 - b. Are these institutions showing interest, technical capacity and leadership commitment to keep working with the programme and to repeat it?
 - c. Have operating capacities been created and/or reinforced in national partners?
 - d. Do the partners have sufficient financial capacity to maintain the benefits produced by the programme?
 - e. Is the duration of the programme sufficient to ensure sustainability of the intervention?
- i) To what extent are the visions and actions of the partners consistent or divergent with regard to the joint programme?
- j) In what ways can the governance of the joint programme be improved so that it has greater likelihood of achieving sustainability?
- k) Does the structure and nature of the PMC provide for timely decision-making and guidance for the programme to react to needs from the field?
- l) Besides the PMC, are there day-to-day decision making mechanisms? If not, does this pose a challenge to the Joint Programme implementation?
- m) What good practices and lessons learned would be useful for other joint programmes or other countries?
- n) To what extent and in what ways is the joint programme contributing to progress on the One UN reform?
- o) How are Aid Effectiveness principles (ownership, alignment, management for development results and mutual accountability) being applied/developed in the joint programme?
- p) To what extent is the joint programme influencing the country's public policy framework?
- q) To what extent has the programme gained knowledge from other MDGF projects on an information exchange basis for best practices or lessons learned?
- r) What are the costs and benefits of the Joint Programme with regards to the One UN set objective?

Methodology

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

6.2.2. Desk Review

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

6.2.3. Inception Report

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

6.2.4. Work in the field

Work in the field will be primarily interviews with key informants for this JP starting in Beijing the first week and then shifting to Guizhou Province in the South of China for the second week to review the project on the ground first in Leishan County and then in Congjiang County.

It should be noted that project management and the MDGF Secretariat in New York decided, due to time limitations of this evaluation, to visit only Guizhou, one of four provinces where the project operates. Guizhou was selected because almost all the project outputs are active in its two counties whereas the other provinces/autonomous regions, particularly Tibet and Qinghai have a much more restricted JP participation.

Guizhou Map showing the two project counties Leishan and Congjiang



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

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

QUESTIONNAIRE FOR BEIJING OUTPUT MEETING PARTICIPANTS

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

Output Number, e.g. 1.2

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

In Guizhou, meetings will take place with a range of stakeholders from village groups to health and education workers and grass roots JP workers. Where possible/desirable there may be some focus group sessions in the field to share perceptions and discuss the JP as a group.

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

- The joint programme goals; include when it started, what outputs and outcomes are sought, its contribution to the MDGs at the local and national levels, its duration and current stage of implementation.
- The joint programme's scale of complexity, including its components, targeted participants (direct and indirect), geographical scope (regions) and the socio-economic context in which it operates.
- Discussions with the Project Team on the context of the target areas (distance and its consequences, level of economic activity, existing capacities of available partners, the (non) availability of Business Development Services providers...) ; their populations (limited literacy, creative industries as a source of supplementary income only, very specific cultural context with which traditional business approach can hardly work; extremely fragile livelihood balance not to be perturbed); the time frame of the Joint Programme with regards to the above mentioned; the existing/previous projects undertaken in the same field/target areas, including by the UN.
- The human and financial resources that the joint programme has at its disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).
- Changes in the programme since implementation began, and how the programme fits in with the priorities of the UNDAF and the National Development Strategies.

6.2.5. Report writing back in home country

Once the consultant returns to his home country, he will complete a draft report and submit it to the client(s) for comment and feedback before finalizing the report.

Draft Work Agenda for this consultancy in China

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

MDGF China Cultural Development Programme Framework

Date	Activity	Remarks
Sun 23 May	Arrival in Beijing	
Mon 24 May	Orientation Meeting with JP Coordinators Meeting with MDGF Youth Employment Program for planning of August mid-term evaluation	
Tue 25 May	AM: Meet PMC Co-Chairs & JP Coordinators	Invite RCO Coordination Specialist to meeting with PMC Co-Chairs
	PM: Meet SEAC PMO & output meeting 1	Outputs 1.1 & 2.2
Wed 26 May	Output meetings 2 & 3	
Thur 27 May	AM: Meet MofCOM	Exact time for meeting will depend on MofCOM's availability
	PM: Output meetings 4 & 5	Outputs 1.2 & 1.4 (tentatively)
Fri 28 May	AM: Output meeting 6	Output 2.3 (tentatively)
	PM: Meet RC & Spanish Embassy	Exact time for meetings with RC & Spanish Embassy will depend on their availability
Sat 29 May	Travel to Leishan County (Guizhou)	
Sun 30 May	Visit of pilot village & county meeting with local govt. or beneficiaries	
Mon 31 May	County meeting with local govt. or beneficiaries	
	Travel to Congjiang County	
Tue 1 Jun	Visit of pilot villages	
Wed 2 Jun	County meetings with local govt. and beneficiaries	
Thur 3 Jun	Return to Beijing	Meet provincial PMO (tentatively)
Fri 4 Jun	AM: Prepare debriefing meeting	
	PM: Debriefing meeting	
Sat 5 Jun	Return to Canada	

ANNEX E List of YEM National Partners

Ministries:

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

Universities and Research Institute:

11. Chinese Academy of Social Sciences (CASS)
 12. China National Institute of Education Research (CNIER)
 13. China Academy of Labour and Social Security (CALSS)
 14. Institute for International Labour and Information Studies (IILIS)
 15. Beijing Teenager Law and Psychological Counseling Service Centre
 16. Peking University Centre for Women's Law Studies and Legal Services
 17. Peking University
 18. China Central Radio & TV University
 19. Shanghai University
 20. Tsinghua University
 21. Nankai University
 22. Jilin University
 23. Zhejiang University
 24. Zhejiang Industrial and Commercial University
 25. Hunan Normal University
 26. Zhejiang Provincial Community Research Institute
- NGOs and CSOs
27. China Adult Education Association (CAEA)
 28. All China Women's Federation (ACWF)
 29. Development Research Centre of the State Council (DRC)
 30. All-China Youth Federation (ACYF)
 31. All-China Federation of Trade Unions (ACFTU)
 32. China Enterprise Confederation (CEC)
 33. China Young Volunteers Association (CYVA)
 34. China Association for Science and Technology (CAST)
 35. China Family Planning Association (CFPA)
 36. China International Centre for Economic and Technical Exchange (CICETE)
 37. All-China Lawyers Association (ACLA)
 38. Population Service International
 39. Shining Stone Community Action
 40. James Yen Mass Education Development Centre

Tianjin:

41. Adult Education Division of Tianjin Education Commission
42. Tianjin Human Resource and Social Security Bureau
43. Tianjin Women's Federation
44. Tianjin Education Bureau

45. Tianjin Radio & TV University
46. Tianjin Health Bureau
47. Tianjin Women and Children Health Centre
48. TEDA District Management Committee
49. Tianjin Family Planning Association
50. Tianjin Public Security Bureau
51. Tianjin Department of Development and Reform Commission
52. Tianjin Civil Affairs Bureau
53. Tianjin Industrial and Commercial Administration
54. Tanggu District Xiangyang Street Community Service Volunteers Association

Cangzhou:

55. Cangzhou Women's Federation
56. Cangzhou Education bureau
57. Cangzhou Health Bureau
58. Cangzhou Radio &TV University
59. Qing County Government
60. Cangzhou Employment Service Bureau
61. Cangzhou Centre for Disease Control

Zhejiang Province:

62. Hangzhou Radio &TV University
63. Policy Study Office of Hangzhou Municipal Government
64. Hangzhou Department of Development and Reform Commission
65. Hangzhou Life Quality Study and Assessment Centre
66. Hangzhou Labour and Social Security Bureau
67. Hangzhou Industrial and Commercial Administration
68. Hangzhou Health Bureau
69. Hangzhou Education Bureau
70. Hangzhou Legal Aid Centre
71. Hangzhou Civil Affairs Bureau
72. Hangzhou Women's Federation
73. Hangzhou Construction Commission
74. Hangzhou Finance Bureau
75. Hangzhou Statistics Bureau
76. Hangzhou Public Security Bureau
77. Hangzhou Population and Family Planning Commission
78. Hangzhou Centre of Disease Control
79. Linli Community
80. Jiulian Community

Hunan Province:

81. Hunan Provincial Education Department
82. Hunan Provincial Youth Federation
83. Liuyang Education Bureau
84. Changsha Education Bureau
85. Yueyang Education Bureau
86. Hunan Radio &TV University, including Radio & TV universities in Changsha, Liuyang and Yueyang
87. Changsha Department of Development and Reform Commission
88. Changsha Finance Bureau
89. Changsha Health Bureau
90. Changsha Statistics Bureau

91. Changsha Public Security Bureau
92. Changsha Population and Family Planning Commission
93. Changsha Justice Bureau
94. Changsha Human Resource and Social Security Bureau
95. Changsha Industrial and Commercial Administration
96. Changsha Civil Affairs Bureau
97. Hunan Women's Federation
98. Changsha Community Service Promotion Centre

Henan Province:

99. Henan Xinyang Education Bureau
100. Henan Xinyang Radio &TV University

Shaanxi Province

101. Shaanxi Health Department
102. Shaanxi Health Education Institute
103. Xincheng District Centre of Disease Control
104. Zhashui County Health Bureau,
105. Zhashui Centre of Disease Control
106. Health Education Network (NGO)

Hubei Province

107. Hubei Women's Federation
108. domestic service companies
109. private design companies

Anhui Province

110. Anhui Women's Federation

Chongqing

111. Chongqing Education Bureau
112. Chongqing Municipal Human Resource and Social Security Bureau
113. Chongqing Health Bureau
114. Chongqing Public Security Bureau
115. Chongqing Department of Development and Reform Commission
116. Chongqing Municipal Civil Affairs Bureau
117. Chongqing Industrial and Commercial Administration

ANNEX F List of Project publications as of May 2010

	Name of publication	Responsible agencies (UN & partners)	Type of publication ²	Coverage ³ (if applicable)	Language ⁴	(Expected) Date of publication
1.	Labor Employment and Social Involvement in Ethnic Districts Under Different Language and Cultural Backgrounds	UNESCO, CASS	Research report	Leishan County (Guizhou)	Chinese, English	October 2009
2.	Ethnic Craft Baseline Survey Report and Participatory Craft Survey (2009 Testing Version) Report	UNESCO, CACA	Baseline report and craft survey report	Leishan County (Guizhou), Longchuan County (Yunnan)	Chinese, English	October 2009
3.	Ethnic Museum Survey Report	UNESCO, NME	Baseline report	Leishan & Congjiang, (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	November 2009
4.	Preliminary Recommendations and Proposed Activities Framework for Output 2.3	UNESCO, Joseph Lo	Craft Training Needs Assessment	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	August 2009
5.	Monitoring and Evaluation Report on UNESCO Year One Activities	UNESCO, Heather Peters	M&E Report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	December 2009
6.	Policy Analysis on Basic Education for Ethnic Minorities	UNESCO, MOE, Minzu University	Policy analysis	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan), Hualong (Qinghai)	Chinese, English	December 2009
7.	Baseline survey report on Maternal and Child Health in Longchuan, Luxi, Leishan, Congjiang, Hualong and Gyamda	UNICEF, UNFPA, MOH (NCWCH), NPFPC (CPDRC)	Baseline survey report	Six project counties in Yunnan, Guizhou, Qinghai, and Tibet	Chinese, English	February 2010
8.	Study on traditional beliefs and practices regarding Maternal and Child Health in Yunnan, Guizhou, Qinghai and Tibet	UNFPA, Minzu University	Qualitative study	Six project counties in Yunnan, Guizhou, Qinghai, and Tibet	Chinese, English	February 2010
9.	Advocacy workshop on Culture and Health	UNFPA, Minzu University	Training materials	Six project counties	Chinese, English	April 2010

² Please indicate here the type of publication, e.g. research report (quantitative/qualitative), baseline study, training manual or guidelines.

³ Only in case of surveys: please list here the names of the provinces (or counties in cases where not all pilot sites in one province were covered) where the survey was conducted.

⁴ Please list here all languages in which the publication has been or will be published (incl. minority languages).

Mid-Term Evaluation of the China MDGF Cultural Development Programme Framework 2010

10.	Report on Employment and Training in Ethnic Minority Areas in Yunnan and Guizhou Provinces	ILO, MOHRSS	Qualitative and quantitative research report	Guiyang, Leishan, and Congjiang (Guizhou), Kunming, Dehong, Chuxiong, and Dali (Yunnan)	Chinese, English	Finalised by June 2010
11.	Improve Your Business	ILO, MOHRSS	Training manual	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese	September 2009
12.	Local Value Chain Development	ILO, MOHRSS	Training and implementation manual	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese	Finalised by September 2010
13.	Report on CDPF MCH component quantitative baseline survey results	UNICEF, UNFPA, MOH, NCWCH, NPFPC, CPDRC	Baseline survey report	Six project counties in Yunnan, Guizhou, Qinghai, and Tibet	Chinese, English	February 2010
14.	Baseline Survey Report on Basic Education in Ethnic Minority Areas of China (Simplified Version in Chinese)	UNICEF, Ministry of Education	Baseline survey report	Longchuan (Yunnan), Hualong (Qinghai), Linzhi (Tibet)	Chinese	Not decided yet
15.	Training Manual of Child-friendly Schools for Teachers	UNICEF, Ministry of Education	Training Manual	Longchuan (Yunnan), Hualong (Qinghai), Linzhi (Tibet)	Chinese (Mandarin), Tibetan	Delivered to project counties before October 2009
16.	Sports Kit for Children	UNICEF	Kit containing sports equipment	21 pilot schools located in three counties as mentioned above	NA	Delivered to 21 pilot schools before October 2009
17.	Library Book Kit for Children	UNICEF	Kit containing 50 story books	21 pilot schools located in three counties as mentioned above	Chinese (Mandarin), Tibetan	Delivered to 21 pilot schools before October 2009
18.	Research Paper Collection on Relevance of Language and Culture and Education (Chinese Version)	UNICEF, Research Center on Multiple Culture and Education, Beijing Normal University	Research paper	NA	Chinese	No plan for further publication
19.	Dynamic Conservation and Adaptive Management of China's GIAHS: Theories and Practices (I)	FAO, CAS IGSNRR	Research paper collection, incl. some about Congjiang agro-cultural heritage	Congjiang (Guizhou)	English	September 2009 by China Environmental Science Press
20.	Research on Agro-cultural Heritage Systems and Their Dynamic Conservation (II)	FAO, CAS IGSNRR	Research paper collection, incl. some about Congjiang agro-cultural heritage	Congjiang (Guizhou)	Chinese	June 2009 by China Environmental Science Press
21.	Dong Nationality's rice-fish agriculture: history, current state, opportunities, and countermeasures—a case study of Congjiang County of Guizhou Province	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	August 2008 in Chinese Journal of Eco-agriculture
22.	Ecosystem services evaluation of traditional agricultural regions	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	January 2009 in Resources Science
23.	Energy comparison of rice-fish agriculture and rice	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English	January 2009 in

Mid-Term Evaluation of the China MDGF Cultural Development Programme Framework 2010

	monocropping				abstract	Resources Science
24.	Ecological capacity of a traditional agricultural area based on ecological footprint	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	January 2009 in Resources Science
25.	Study on agricultural development mode in traditional agricultural areas	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	June 2009 in Resources Science
26.	Sustainable development analysis from ecological footprint of traditional agriculture areas	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	April 2009 in Chinese Journal of Eco-Agriculture
27.	Residents' attitudes towards tourism in a Globally Important Agricultural Heritage Systems Pilot Site: a case study in China	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	English	February 2009 in Chinese Journal of Population Resources and Environment
28.	Comparison of ecosystem services of rice-fish agriculture in Qiantian and Congjiang. China Population, Resources and Environment	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	December 2009 in China Population, Resources and Environment
29.	Report on Training, Project Site Selection and Baseline Survey	UNDP, UNESCO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
30.	Baseline Survey Report – Community-Based Tourism Development in Ethnic Minority Areas	UNDP, UNESCO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
31.	Needs Assessment Report for Capacity Building	UNDP, SEAC	Needs assessment	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
32.	Baseline Survey Report – Business Management and Marketing of Ethnic Handicrafts	UNIDO, UNESCO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
33.	Baseline Survey Report – Design and Quality of Ethnic Handicrafts	UNIDO, UNESCO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	February 2010
34.	Baseline Survey Report – Design and Quality of Ethnic Handicrafts	UNIDO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
35.	Analysis and follow up on Baseline Survey report	UNIDO	Baseline analysis	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	English	January 2010
36.	Market Assessment of the Creative Industries Sector Report	UNIDO	Sector/cluster linkages report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	English	January 2010
37.	Situation Analysis and Needs Assessment Report on Local Crafts Associations and Artisan Networks in Yunnan Province	UNDP, SEAC	Baseline survey report	Longchuan & Luxi (Yunnan)	Chinese, English	November 2009

Mid-Term Evaluation of the China MDGF Cultural Development Programme Framework 2010

38.	Study on improvement of quality of the MCH data in minority areas	WHO, MOH, Chinese National Office of Surveillance for Maternal Child Health	Quantitative and qualitative study	All 6 pilot counties	Chinese, English	November 2009
39.	Study on integration of the MCH services into the New Rural Cooperative Medical System	WHO, MOH, Huazhong University of Science and Technology	Quantitative and qualitative study	All 6 pilot counties	Chinese, English	November 2009
40.	Study on monitoring and evaluation system for MCH services	WHO, MOH, National Center for Woman and Child's Health	Study	All 6 pilot counties	Chinese, English	November 2009
41.	Situation Analysis and Needs Assessment Report on Local Crafts Associations and Artisan Networks in Guizhou Province	UNDP, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou)	Chinese, English	December 2009
42.	Community organizations development report for Wudong Village	UNDP, SEAC	Mission report	Leishan (Guizhou)	Chinese, English	April 2010
43.	Community-based Cultural Tourism Development Planning (Wudong/Nanmeng/Yintan/Zhanli)	UNDP, SEAC	Tourism Planning	Leishan & Congjiang (Guizhou)	Chinese	May 2010
44.	Exchange platform consultation workshop report	UNDP, SEAC	Report	Congjiang (Guizhou)	Chinese	May 2010
45.	Output 2.1 Implementation Guideline	UNESCO, SACH, GACH, Congjiang Government and all Output 2.1 partners	Implementation Guideline	Congjiang	Chinese, English	May 2010
46.	Cultural Mapping Mid-Term Progress Report	UNESCO, SACH, GACH, CHP	Progress Report	Congjiang	Chinese, English	May 2010

ANNEX G Synopsis of Questionnaire responses from Project Stakeholders

This questionnaire was handed out at all meetings with stakeholders in Beijing and in Leishan and Congjiang counties with County officials. The responses illustrate a high degree of commitment to this project along with many ideas and suggestions for its improvement in the second half. Numbers at the end of comments indicate the number of respondents who made this comment or suggestion.

Question 1

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

1. Bottom up, participatory and community-based approach and training encourage local people to participate in project implementation and raise their awareness about the value of their culture –15
2. Awareness-raising of local ethnic minorities and local officials on the importance of their ethnic languages and cultures, raise local people's awareness and sense of ownership...their voices heard. -7
3. Promoting economy in the project ethnic minority regions, including handicrafts, employment, especially entrepreneurship. -6
4. Help ethnic minority regions to improve MCH work and awareness. Culture and ethnicity features are considered in MCH - 5
5. Joint working between UN agencies, Chinese government departments, local governments in minority issues—3
6. Topic of minority (policy) itself is an advantage - 3
7. Conduct special research on the education of ethnic minorities and provide policy advice and develop the context-based policy towards the education of ethnic minorities. - 2
8. Integration of ethnic minority related policies into daily work for the improvement of local livelihood
9. Pre-study and information collection before actually implementing the project
10. Combining ethnic cultures with tourism development in Congjiang.
11. Enabling international organizations to share their knowledge and experience
12. Provide an opportunity to work with local counterparts to help them develop a better and more practical approach to implementing the Chinese Employment Promotion law and discrimination issues, particularly indirect discrimination which is a difficult concept to grasp and easily overlooked.

Question 2

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

1. More education, training and awareness raising for local people - 9
2. More communication with and among grassroots people for better participation— 4
3. More targeted training with better quality teachers, locally based education instructions, reading materials and textbooks for local ethnic minorities. -3
4. More (tangible) investments -3
5. Longer project implementation time period. -3
6. More coordination, better planning -3
7. More economic benefits and a good economic benefit generating mechanism to be established for the local people and for them to participate more willingly. -2
8. Quarterly meetings between partners to report on programme, and share documentation and reports -2
9. Reduce number of missions to the local level -2
10. Select right people to take charge of communication work, like former government official or those who worked in ethnic culture or education before. They are more convincing and know better about the related work.
11. Revise communication methods with local people to use more local languages and local customs.
12. The forming of policies and implementation
13. Change of mindset is very important
14. The project helps local minorities to broaden their perspective through stud missions.

15. No budget cut!
16. Hopefully phase two donor can be identified!
17. UN Agencies' added value and involvement in implementation need to be strengthened.
18. In some cases, the focus on national ownership of the MDG-F modality and super transparency budget makes UN Agencies marginalized in project implementations.
19. Some UN Agencies do not have their technical backup available in the country (e.g. UNIDO for crafts), which weakens technical coordination and delays programme progress.

Question 3

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

For Question 3, most answers are different from each other and hard to consolidate (except for education with four respondents) and are more specific than answers to other questions. They are hard to group but can be more or less categorized into different outputs like education, MCH, artisan, tourism, etc. Therefore in this question, answers are not listed in a descending order according to frequency but according to topics (outputs).

1. Governance: introduction of programming tool to local officials (diversity lens)
2. Inclusion of ethnic cultures into classrooms, using school as the education basis for not only children but also folk craftsmen - 4
3. Improved school enrolment rate in project areas, and stronger culture atmosphere on campus.
4. Challenges in MCH statistics and the disparities of implementation of national policies were identified
5. The project used local religious leaders and senior villagers to educate people on MCH and changed local people's ideas towards health (Hualong in Qinghai and Luxi in Yunnan)
6. Health emergency drills exposed the lack of capability of local health officials and high attention was generated from the local officials thereafter.
7. MCH knowledge integrated into local traditional songs and drama and other methods easy to be accepted by local people.
8. In order to enhance hospital delivery rate, county government urged health bureau to use "MCH fund" including project funds to subsidize pregnant women in terms of their food in and travel to hospital. This has become a policy now.
9. The project improves Project County's policy making on the regulated management of informed contraception and local people's knowledge, especially women of child bearing age, on contraception and MCH in general. There is a significant increase in hospital deliveries.
10. Tourism: introduction of tourism tools (monitoring manual, curriculum) from other developing countries (Laos) to encourage knowledge sharing and south-south cooperation
11. Village Tourism Plans in Nanmeng and Wudong Villages using participatory approach -2
12. Integration of local artisans into national and international crafts programmes, linking local artisans with provincial and national crafts association, art schools, design students and national masters (who offered free apprentice programme), participatory survey conducted to collect economic, cultural and social data of local artisans for evidence-based policy recommendations, survey data fed into national blue book on cultural industry development
13. National and local counterparts have varying levels of awareness about discrimination and the indirect ways in which it can occur (often very low levels of awareness). During the research validation workshop, a brief seminar introducing local labour officials to international discrimination tools was conducted. This helped to improve the level of understanding about discrimination, and provided motivation for the local counterparts to proceed with the planned activities.
14. Yang A Ni story about opening her own business and Gu Yongchong whose silverware products to be shown in Shanghai Expo.
15. By participating in the 2nd year Innovation, Creativity and Technical Training, local artisans submit their new products to 2010 UNESCO AWARD of Excellence
16. Lusheng Dance of Nanmeng Village in Leishan County won 2009 Dance Contest of Colorful Guizhou and 2010 China 9th Art Festival.
17. Cultural Resources Protection: introduction of cultural mapping as a tool to protect community cultural heritage and enhance community coherence.
18. Ethnic Culture Carrier (Transmitter?) incentive mechanism established.
19. Successfully achieving the adding of agriculture contents into a forum about eco-culture construction in Qiandongnan (Southeastern Guizhou)
20. Dong women are willing to participate in community activities.
21. Bilingual education and communication videos and CDs disseminated among project villages and townships.-2
22. Voices heard from local government officials and local farmers through their involvement in training.

23. Discovery that the returning migrants usually are the pillars of their villages in economic development.

Question 4

Can you give a lesson learned in the project based on your own experience? e.g implementation takes longer than anticipated, coordinating the effort of the UN agencies is more complicated than foreseen, etc.

1. Coordination among all levels of agencies critical for implementation. Some adjustments shall be made to improve the coordination and project management mechanism to avoid multiple leading agencies and avoid coordination issues affect local people's active participation. – 12
2. CDPF is too short compared with its ambitious goals; late starting makes it even shorter. If no significant results soon, there will be a risk of reduced support -3
3. Local government support crucial. But usually they had too much burden of receiving central level missions that they don't know much about the project. Insufficient funding weakens involvement of provincial and prefecture authorities (no funds to have contract with them or engage them in project activities). -3
4. Human resource shortage and lack of local competence – 3
5. About training and awareness-raising: The groups to be targeted by the planned training activities were extensive and very ambitious. Some implementing partners have become aware that the awareness levels of the counterparts are quite low. Therefore it is important that they focus firstly on capacity building and awareness-raising with the counterparts before rolling out training with other groups. Some local people said that training is too technical with lots of terms difficult to comprehend by local public. Local dialects suggested to be used in training. – 2
6. Shortage of equipments and poor infrastructures at local villages led to communication barriers which delayed project implementation and monitoring to some extent. -2
7. A specific phase of project development shall be incorporated. Funding is fragmented and more thinking on an evaluation framework before implementation could possibly reduce the funding fragmentation.
8. Project document shall be more user (national counterparts) friendly.
9. Better training organization. To hire a qualified expert to take overall charge of the training.
10. Lots of repetitive surveys and lack of tangible benefits reduces people's motivation/interest
11. In addition to technical training, local people would like to have more hardware support.
12. The MCH performance appraisal standard in ethnic regions was developed and furthermore the project assisted MOH to develop the national MCH performance appraisal standards, promoting the whole nation's MCH work.
13. Identifies gaps between project sites and other places in China.
14. More efficient use of resources.

Question 5

What have been your experiences with Joint Programming on the CDPF? e.g. good practices, challenges, suggestions, etc.

1. Coordination is a challenge but very critical. Timely sharing of information. Regular meeting with national and international partners needed.-9
2. Importance of training -4
3. The joint programme may be more efficient if it won't focus on too many aspects and be involved with too many UN and Chinese agencies. Too ambitious. -4
4. Mindset change and more knowledge and broader vision. – 3
5. New perspective and new contents. human rights, culture sensitiveness, public participation, gender sensitivity and sustainable development concepts are embedded in this programme -2
6. Establishing a multi-sectoral cooperation mechanism
7. The Congjiang agri-culture heritage photography exhibition is unexpectedly successful
8. Pre-study and training critical.
9. How to encourage local people to participate more actively.
10. Clearer understanding on the direction and priorities of community tourism.
11. Strong technical coherence of JP design (OP2.1, OP2.2, OP2.3);
12. Study tour to sites of strong relevance
13. Challenges at the pilot sites for implementation: heavy drinking culture, low capacity of planning and report writing.

Question 6

How has your output contributed to culture-based development/culturally sensitive programming?

1. The project promotes integration of ethnic culture into classroom. -4
2. Output 1.3 helpful to enhance health status of pregnant women and children in ethnic minority regions, reduce death rate of pregnant women and children below 5, promoting the achieving of MDG. - 3

3. Helping local museum -2
4. Help promote ethnic culture industries and their products - 2
5. Help them promote public awareness about ethnic culture products and customs. Enhancing local people's pride about their culture-2
6. The project explores a way to combine protection and development. – 2
7. Hopefully the Culture Mapping work will enhance the indigenous people's awareness about their own culture and policy makers' awareness as well.
8. UNFPA, NPFPC, CPDRC and all project sites joint discussed, developed and revised project annual plans to integrate culture sensitiveness, MCH knowledge etc into activities.
9. The project developed MCH guideline according to the features of China's population and family planning departments to enhance their knowledge and service quality.
10. Promote local craftsmen's innovation in their products, which will keep the traditional culture as well as bring them income.
11. Economic development needed for local villages
12. Good talent fostering planning
13. The cultural diversity lens is expected to contribute to culture mainstreaming in ethnic minority areas.
14. Contribution to the national blue book on cultural industry based on the participatory crafts survey is expected to serve for the purpose of evidence-based policy recommendation for cultural industry, in particular for ethnic minority artisans.

Question 7

Additional comment or suggestion:

1. Quicker provision of funds to the local areas (villages) needed. And more consideration of local people's economic benefits needed. -12
2. More time needed (second phase), (even if the project stops, contacts shall be maintained with project sites.) -8
3. More training for local people – 5
4. More national and international investment and support, financial and technical support (both hardware and software) for these remote and poor regions. -5
5. Better use of limited funds/resources of this programme. Better project management -3
6. Local people should be more involved and as early as possible (from the design phase) - 2
7. Capacity building for project management offices staff and trainers -3
8. More study trips for local people to improve their capacity -2
9. More funds allocated for renovation of traditional architecture - 2
10. Towards the end of the project, a JP overview/synopsis and interpretation workshop could be useful –1
11. Better planning. Project document to be more specific about the objective, contents, funds.
12. Peer evaluation modality for the JP final evaluation, among all 18 culture JP. This will offer great opportunities of knowledge sharing and south-south cooperation.
13. Difficulties of measuring success of cultural programmes due to low JP visibility. More technical input is required to strengthen the cultural thematic window indicators for monitoring.