



FINAL EVALUATION

China

**Thematic window
Culture and Development**

Programme Title:

The China Culture and Development
Partnership Framework

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Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.



MDG Achievement Fund
China Culture and Development
Partnership Framework



by

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**FINAL EVALUATION OF MILLENNIUM
DEVELOPMENT GOALS FUND (MDG-F) CHINA
CULTURE & DEVELOPMENT PARTNERSHIP
FRAMEWORK (4 November 2008 - 3 November 2011)**

prepared for

MDG-F China Culture and Development Partnership Framework Joint Programme

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EXECUTIVE SUMMARY

Background

The China Culture and Development Partnership Framework (CDPF) is one of four Joint Programmes in China funded through the Millennium Development Goals Achievement Fund (MDG-F) established by the Spanish Government with the UN in 2006, and one of seven JPs altogether in China. The CDPF programme was launched in China in November 2008. CDPF is unique in China in responding to the Thematic Window on Culture and Development opened under the Spanish MDG Achievement Fund. CDPF received six million dollars in funding from the MDG-F with an additional one million equivalent in kind from the Chinese Government. The focus of this pilot but seminal programme has been on integrating culture into development, with respect to the ethnic minorities of China. As an MDG-F and joint programme, the CDPF has responded to the UN's 'Delivering as One' initiative, at the same time as it has responded to China's development needs through pioneering an innovative culturally based approach to development. This has been achieved through a programme framework with two primary aims based on six main issues. These issues 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 and ethnic crafts sector development. Eight UN agencies have partnered with eight Chinese ministries and a range of academic and civil society organisations.

This has been a complex and ambitious programme. Its length has been short (three years) and the number of agencies involved has meant that funds have been spread quite thinly over the three years. However, it has accomplished notable successes as a pilot programme, in terms of the replicability of many of its interventions and results for future projects and institutional changes. This is particularly so in the fields of awareness raising and capacity building, owing to the importance of the intervention in tackling the local perceptions and misapprehensions which often adversely affect the implementation of government policies designed to benefit the members of ethnic minorities. The programme's pioneering of a culture- and rights-based approach to development in relation to ethnic minority issues has been remarkably successful in its impact on both policy and beneficiaries.

Evaluation Process

All accounts have spoken of the initial administrative difficulties of coordinating arrangements between eight UN agencies, eight government ministries and their many civil society partners. A major specific goal of this evaluation has been to see to what extent the difficulties of implementation noted at the end of the first year and in the Mid-

Term Evaluation have been met by the programme as a whole at its ending point. It is our contention that these challenges were indeed largely met successfully although longer-term results would require some extension of the current activities.

In terms of general methodological approach, we have combined quantitative comparisons of progress indicators with results achieved, together with qualitative methods including interviews, direct observation and some participatory assessment techniques during field visits to the main programme sites. A careful analysis of the extensive programme documentation has also been carried out.

The evaluation was conducted jointly by Nick Tapp and Xu Wu, social development specialists and cultural anthropologists from East China Normal University and the Australian National University, between 4th. September and 13th. October 2011. General objectives of this evaluation are given in the ToR (Annexe I). In addition to these criteria, we wished to pay particular attention to gender participation and environmental impact. We also wished to frame our assessment in terms of the very different administrative levels of the Chinese bureaucratic and social hierarchy.

The brevity of time allowed for this evaluation meant that, while satisfactory meetings were held with all stakeholders in Beijing, it was not possible to visit project sites in all 4 provinces (Guizhou, Yunnan, Tibet, Qinghai) where CDPF took place, as originally hoped. However, outputs were not extensive in the latter two and we feel we have been able to do justice to the programme as a whole through interviews and documentation besides field visits to Guizhou and Yunnan.

Description of Programme

Good governance (Output 1.1) has targeted government representatives, civil society actors, and local community leaders, through training in culturally sensitive policy approaches towards ethnic minorities and has sought to formulate policy recommendations and create exchange platforms between and among local development stakeholders. A main activity has been the translation of UNESCO's *Cultural Diversity Programming Lens Toolkit* and its testing, adaptation and transmission through local training workshops. In terms of general economy of effort, besides the fact that the agencies involved in the two outputs were identical, SEAC combined these training workshops with those scheduled under Output 2.2 (designed to encourage participatory processes in managing minority community resources and sustainable tourism livelihood enterprises) in which the UNESCO *Community-Based Tourism Capacity-Building Handbook* was transmitted. This combination of outputs and trainings was additionally reasonable since the local community-based tourist and crafts associations established (2.2 and 2.3, supported by UNDP and SEAC) have formed the community partners in the exchange platforms initiated under this component (1.1) between local communities, civil society organizations and local government to enhance the self development capacities of communities. The favourable response to training exercises, and the reiterated desire for more of them, suggests that this output, despite or even perhaps because of its combination with outputs 2.2 and to some extent 2.3, has been extremely successful. One

most encouraging sign of the sustainability of this intervention has been in the whole-scale adoption by SEAC of the principles of Cultural Impact Assessment, an unexpected initiative inspired by the adapted Cultural Diversity Lens Toolkit. Both the enhanced capacity and the adoption of participatory and culture-based development concepts approaches by government achieved are crucial for the sustainability of programme results. In addition, the community associations and platforms for exchange established have come to be highly regarded by both local government and communities. Important policy recommendations on culturally inclusive development for ethnic minorities have been formulated, and key messages integrated into development policy making processes.

In the **Basic Education** component (Output 1.2) aimed at introducing culturally sensitive approaches and materials for ethnic minority primary schoolchildren, UNICEF has worked with the Ministry of Education (MoE) in developing culturally sensitive educational curricula, impacting ethnic minority children directly through supply provision, training ethnic minority teachers and principals in culturally sensitive approaches, and enabling counties to develop scaling up plans. UNESCO through the Minzu University of China (MUC) has undertaken a major policy analysis review of ethnic minority education and introduced this to policy makers and local education practitioners. All formal targets (Annexe XI, Programme Monitoring Framework) have been exceeded in terms of ethnic minority children, teachers, principals, local and national policy makers benefited by child-sensitive school awareness programmes and culturally sensitive educational approaches. UNICEF will continue its child-friendly schools activities in three counties for a further two years. Major documentary results of this output are likely to have sustainable and long-term effects in affecting general policies towards minority education.

The **MC Health** component (1.3) has researched the relationship between culture and health targets and formulated models from these results to integrate into health care programmes in ethnic minority areas. The strategy has been to augment the existing work of UN agencies (UNICEF, UNFPA and WHO) and the MoH in improving overall access of ethnic minorities to MCH services, and generate new culture-based packages and models to impact health programmes. These objectives have entailed collecting ethnic and gender-specific baseline and endline data, cascade trainings of MCH and FP service providers, advocacy for the adoption of culturally and gender-aware and ethnically sensitive approaches at local and national level, and the adaptation of mother-baby packages for culturally appropriate MCH service provision. The strong national ownership generally demonstrated by the CDPF programme has been well exemplified in this component through matching funds supplied by partner agencies and local uptake of project models and good practices, and there was close cooperation between UNICEF and UNFPA. Among the achievements of this component has been an overall increase in hospital delivery rates and in regular antenatal care in programme sites.

Other and sustainable results have been a generally improved capacity of a substantial proportion of MCH providers, FP workers and village doctors in all the project sites; the training of village doctors, township MCH providers, and trainers; and the testing and validation and uptake of routine MCH indicators. Minority cultural media have also been

employed to transmit MCH messages. MoH and UNFPA will expand specific trainings under this component in the Seventh UNFPA-China Country programme in two CDPF sites and a further pilot site and it may be scaled up further.

Cultural Heritage Protection (Output 2.1) has been the most innovative and creative part of this programme and has succeeded in contributing to a new awareness of the importance of cultural heritage at the local level and the ways in which it can be dynamically conserved. It has had three main elements carried out in one county of Guizhou (Congjiang); cultural mapping (UNESCO with GACH and CHP), museum enhancement (UNESCO with CNME), and agro-culture (FAO with MOA/IGSNRR). Site selection was based on careful criteria but failed - for a variety of reasons given in the Report - to overlap with the villages chosen for cultural tourism development (Output 2.2). The component has produced astonishingly rich results in the form of newspaper articles, films, and reports of all kinds and should receive great praise for its C&A strategy as well as its M&E arrangements. The component well exceeded its publication targets and also its training targets, training more than two hundred local stakeholders in conservation and development methods under the agro-culture element, for instance, which also established the local ecosystem as a GIAHS. It seemed to us that cultural mapping is such an intrinsically important and participatory activity that it should not only have been at the basis of the museum enhancement and agro-cultural elements but also supplied an important basis for the establishment of other tourism and cultural crafts enterprises (Outputs 2.2 and 2.3). An issue thrown up by previous reviews and the impressive number of mission reports on this component was the difficulty of engaging woman recorders, but this had been consciously addressed and remedied in the second half of the project. Villagers interviewed consistently appreciated the effects of the project and the training they had received and wished there could have been more of it. Some concern was expressed to us about the ultimate ownership of the results of the recorders' activities (like the cultural archive). These local issues could all be easily addressed if only the component had a little more time to run, perhaps 6 months to a year. If this is not possible, the component will still have been extremely valuable in pointing the way towards innovative and creative new models and methodologies for assuring the protection of local cultural heritage.

Three separate Outputs (1.4, 2.2 and 2.3) have addressed issues of unequal access in **Employment** for ethnic minorities and the creation of new culture-based employment opportunities in the fields of tourism, and minority arts and crafts. With the smallest amount of funding, Output 1.4 has sought to address unequal access to employment for ethnic minorities and explore how minorities can be better included through culture-based economic empowerment mechanisms. ILO has been lead agency with MOHRSS, while UNESCO has cooperated with CASS. The main activities have been to supply training to labour officials on international standards and national legislation, disseminate awareness of the concepts of non-discrimination and equal opportunity among labour officials and other relevant stakeholders, make available quality data on ethnic minority employment, establish sustainable mechanisms for the exchange of information and training on equal opportunity, and prepare policy recommendations to decrease cultural and linguistic barriers and increase ethnic minority employment. Training targets and

targets for the dissemination of training materials have been well exceeded. This output has combined training with research in a way which seems to have had a quite major impact on thinking and attitudes among local labour bureau and other officials concerned with ethnic minority employment issues.

Under the **Cultural Tourism** component (Output 2.2), coupled with 1.1, extensive training in community-based tourism development and resource management has been given to local government officials, community leaders and civil society representatives, together with the adaptation, translation and testing of the UNESCO Community-Based Tourism Capacity Building Handbook. Local culture-based tourism associations have been established and strengthened. Villagers saw this as a new way to make a livelihood while preserving aspects of their traditional culture. There are good grounds therefore to hope that programme inputs will have enabled them to resist the more destructive effects of the cultural commodification commonly brought about by the impact of tourism. What is crucial here is the platforms for exchange with government and civil society organizations - supported by UNDP and SEAC, which have been developed and it is encouraging that the community associations and platforms for exchange which have been developed appear to be well thought of by both the local government and the communities. Given the shortness of programme time, they will require some further maintenance and development in future years, and it is therefore a good sign of their future sustainability that both Guizhou and Yunnan Ethnic Affairs Commissions have committed themselves to providing further technical and financial support to these associations for an additional three to five years.

The **Crafts Sector Development** component (Output 2.3) while seeming to follow naturally from Outputs 2.1 and 2.2, has to some extent combined with the more policy-oriented Output 1.4 in terms of training exercises and some studies commissioned. Based on a joint mission by UN agencies and SEAC in April 2009, pilot sites for crafts development were selected in Guizhou and Yunnan. An initial ethnic crafts training needs and baseline assessment was undertaken by Mr. Joseph Lo and CACA in August-September 2009. An output joint work matrix was developed in this to guide the work of the various partners. UNIDO also commissioned a special Consultant report from Dr. Zhen Ye, which recommended the establishment of a Minority Arts and Crafts association (MACA), supplied a full implementation plan covering a range of minority crafts, and advised a credit programme. The reports produced on specific industries by MOHRSS with ILO on Local Economic Development (LED) and Value Chain Analysis (VCA) are remarkable in describing clearly the process of market analysis, participatory data collection, and SWOT analysis under which local artisans and entrepreneurs have received SIYB training in marketing skills and techniques of improving their products which took place from 2009 onwards in Leishan and Longchuan. Altogether more than sixty-five new product designs have been created, and over sixty artisans or small business owners have been trained in SIYB aspects of business development including marketing quality and business management. One hundred local stakeholders and ethnic minority crafts workers have been trained in product development, emphasising a balance between criteria of authenticity, innovation, marketing, product quality and artisan well-being. Culturally sensitive understanding of the local crafts employment situation has

been improved among one hundred and thirty local stakeholders, and awareness of the role of cultural traditions in economic development increased among stakeholders through this component. With support from UNDP, CICETE, and SEAC, three county-level crafts associations have also been established and strengthened. The number of jobs is reported to have increased by 52.3% in enterprises supported by the programme while women's employment rates in those enterprises had increased by 63%. VCD analysis is an excellent tool for enabling an awareness of the need for associations and networks and linkages between craftspeople, for branding and trade marks, the improvement of products and general professionalization. While some local cultural enterprises are certainly under threat, some of those supported are quite high-profile cultural industries, and have been quite successful. There was no credit component in this output. However, some reports specifically declare that the most pressing need is not for money, but for business know-how and technical marketing abilities, so there may be a need for more research on this issue. A pleasing achievement under this component has been the receipt in 2010 of UNESCO Awards for Excellence by nine CDPF beneficiaries out of twenty-six awards made in all, and out of 126 submitted by China, and the participation of CDPF beneficiaries in expos and trade fairs.

Thematic Notes

Institutional Context An understanding of the complex local institutional environment has proved important under all outputs. Needs surveys and cultural impact assessments should take careful account of local institutional contexts. It is possible more involvement at the provincial or prefectural level would help remove potential barriers to local culture-based development initiatives caused by overlapping governances.

Gender Strenuous efforts had been made to increase gender awareness on all outputs in this programme and to involve women as fully as possible in activities.

Environmental Issues The programme may be considered to have helped contribute to the resolution of environmental problems through the mapping of traditional ecological knowledge in Output 2.1 where natural scientists have worked with social scientists and local villagers. The community-based tourism initiatives of Output 2.2 are also measures likely to sustain traditional eco-friendly practices. The creation of cultural industries under Output 2.3 may also have helped offer alternative livelihoods to those whose agricultural subsistence bases have been eroded.

Joint Programming This Report notes some of the difficulties of implementation this programme has undergone owing to a variety of factors such as reduced initial funding, the world economic crisis, the many UN and national partner agencies involved, and has noted remarkable successes and sustainable effects despite such handicaps of time and resources and administrative communication. It is important also to note the serious and effective measures taken to resolve some of the latter, which have included highly successful coordination practices established either by the programme as a whole or by agencies within individual outputs.

Mid-Term Evaluation While not endorsing all recommendations of the Mid-Term Evaluation, some may merit reconsideration together with those in this Report. Those which may deserve further consideration include a national training/counseling programme for minority village heads, a minority youth vocational certification programme, advertising CDPF websites more widely, linking with other similar development projects, unifying JP funding, and for implementation teams, once assembled, to have the opportunity to revisit the JP document and table any alterations to it needed before start-up. The latter may have been lessons well learnt and discussed at recent international meetings. However, for the broader understanding of this programme they should probably accompany the recommendations of this final evaluation below.

Main Findings

Equity, Synergy, and Design This programme contributes directly to issues of equity lacking in the original MDG by focusing exclusively on ethnic minorities. Issues of synergy have been raised by the complexity of the programme in its seven outputs and number of agencies but the combination of several outputs for training purposes by SEAC went a long way towards addressing these issues.

- Funding**
- 1) Funds have been spread thinly among the several agencies and components.
 - 2) Although small amounts of rural credit are available in China they are difficult to access particularly for ethnic minorities and small business enterprises. Most entrepreneurs stressed an urgent need for credit.

Reflexivity and UN Reform; ownership and alignment This programme has been a reflexive one designed to test the synergies between different UN agencies and contribute towards ‘delivering as one’ initiatives. It has also taken place in a changing global context between China and its foreign aid partners. The goals of assuring local ownership and alignment with country policy have been successfully met by this programme since strong commitment was demonstrated by the main implementing partner, SEAC, and other partners, and a large extent of inter-agency cooperation was also achieved.

Minorities, Regions, and Poverty Indicators Although it can be dangerous to focus on particular cultural groups at the expense of others, the CDPF focus on ethnic minorities in this programme is justified in terms of resolving some of the equity issues lacking in the original MDG. Many of the low development indicators for ethnic minorities, however, are not based on cultural groups but rather on particular regions where Han Chinese also form an important part of the population. There are also huge differences within China between those designated as ‘ethnic minorities’. While this programme did select poor counties with large minority populations, and Han Chinese did benefit through some activities, ethnic targeting inevitably tended to exclude local Han populations to some extent. Culture-based development initiatives need not be limited to ethnic minorities. It should be possible to target ethnic minorities in a way which is even more inclusive of both the members of ‘minority’ minorities and local Han Chinese.

Rural Out-Migration has been important in all the project counties. Project components took good account of this after activities had started, and there have been important synergies between CDPF and YEM on the understanding and management of rural out-migration issues.

Impact and Sustainability Despite the initial difficulties of implementation noted, all outputs appear to have achieved astonishingly successful results, and there are marked signs that these results will be sustainable in the long term. The draft ‘CIA’ Framework document is but one sign of this. The main desire of beneficiaries was for some more training and valuable inputs of the same kind they had received.

Policy, Practice, and Prejudice Programme studies revealed China’s many favourable policies towards ethnic minorities in various fields. It is local attitudes of misunderstanding and prejudice towards ethnic minorities which in many cases prevent the implementation of such policies. The most valuable interventions of this programme have therefore been in awareness-raising of the need for sensitivities to local culture, and the capacity building for policies to adopt more culturally sensitive approaches in for example approaches to health and primary education.

Culture and Development A guiding notion of this programme has been that you cannot achieve development unless it is based on culture. CDPF has tried to surmount the ‘seeming contradiction between culture and development’ noted in the programme document, and the communication of the need to integrate culture with development in a policy-making and institutional framework may prove to be its most long-lasting impact. While components 1.1 and 2.2 made a clear contribution to this effect, in implementing terms it has been component 2.1 which has most successfully demonstrated the fruits of such an approach. CDPF has been notably successful in championing a new appreciation of the values of culture. Similar programmes need to take particular steps to avoid their inputs falling prey to conservationist visions of culture at the local level.

Reconstructions of Culture and Ethnic Stereotyping; change and tradition Given the reconstructions of local culture which have taken place across China after the devastations of artefacts and losses of cultural knowledge suffered in the 1960s-1970s, following the ‘ethnic classification’ project of the 1950s which stereotyped particular ethnic groups in terms of particular cultural markers, CDPF has taken place in a context of rapid and dynamic cultural change which it has at times confronted successfully, while at other times there have been signs of obvious struggles with what was felt to be needed in contrast to what cultural traditions endorsed. However, the explicit demand for a recognition of cultural factors in developmental interventions in all components of this programme has had a marked effect on local government officials and policy implementers. These effects are likely to endure and affect other local projects and interventions beneficially in the future.

Research Assessments and Outputs Any intervention in the cultures of ethnic minorities needs to be based on intensive studies and research into their backgrounds and local situations. This programme has commendably commissioned a considerable number

of research reports and documentations into such subjects, and has largely based its interventions on the understandings gained from these expert studies.

General Recommendations

Baseline surveys, needs assessments, participatory surveys and full consultations with country agencies need to take place as early as possible in the project cycle.

Efforts should be taken to reduce the number of agencies involved in JPs, from eight or nine to a more manageable two or three.

To reduce the likely reliance on unofficial local moneylenders, it is advisable to include a micro-credit element in start-up small business projects for ethnic minorities.

For the larger and more successful creative industries supported, advice and assistance on where to obtain more major forms of credit would be useful.

It would be ideal if the government were able to institutionalize small-scale financial support to villages for community-initiated cultural activities or cultural heritage restoration. The CDPF experience showed strong augmented results of such small-scale support (as in the cultural mapping component).

The successful implementation of this programme and the strong partnership displayed with the implementing agency should serve as a model for future programmes of this kind, and its results and experiences deserve a wide dissemination.

Future programmes may be better able to benefit ethnic minorities through targeting ethnic minority counties, townships and prefectures in an even more conscious and deliberate regional focus, rather than particular cultural groups themselves. Relations between cultural groups also deserve consideration.

Careful attention needs to be paid to the facts of out-migration in programme design.

If there is any way to take the various outputs of this programme forward for a further year or two, even with minimal funding, we would strongly advise it.

We would also recommend a wider impact survey of results in any case in two years' time, given the likely sustainability of many results of the programme as detailed above.

Some thought may be given to mounting future programmes targeting the wider Han Chinese public with the kind of cultural sensitivities towards ethnic minorities successfully pioneered by this programme. The use of Chinese-language media in this respect would be valuable, and further the C&A strategy and general outreach and impact of such programmes.

A view of culture as dynamic needs constant reaffirmation in training workshops and materials.

For future programmes in China involving the culture of ethnic minorities, it is urged that some account be taken of the extent to which local cultures may have been already transformed and reconstructed. Some wariness regarding the exclusive identification of cultural markers with particular ethnic groups is advised.

It is recommended that, wherever possible, future programmes of this nature employ country specialists including cultural anthropologists for baseline assessments and evaluations to an even greater extent than this one already has.

Additional Specific Recommendations

Good Governance

UNFPA cultural programming manual (*Integrating Human Rights...*) - Some thought might be devoted to how this could be combined with the UNESCO Cultural Lens toolkit in a new cross-agency manual

CIA Draft Framework - Ideally this would involve not only SEAC but also SACH and the Ministry of Culture.

Basic Education

MUC Analysis report - The further research on problem areas called for in this document should ideally be supported

It would be advisable if a further impact review were undertaken in two years' time.

It would be advisable to pay attention to the problem of local dialect vs. standard Mandarin Chinese when considering educational language policies for schools in minority regions.

Producing cultural textbooks is an activity which could be supported more systematically, possibly with some anthropological inputs, along the lines of participatory cultural mapping exercises.

Tibet and Qinghai are very different propositions from Guizhou and Yunnan so that it may be necessary to develop different strategies for ethnic minority education in these different provinces.

Maternal and Child Health

MUC Study on Traditional beliefs - More studies of this nature could be commissioned, of even more anthropological (holistic, long-term fieldwork) depth.

Some thought might be given to replacing some of the international case studies in the UNFPA cultural programming manual (*Integrating Human Rights...*) by more China-specific ones.

It may be appropriate for a wider impact follow-up study to be also made in 2 years' time.

The use of minority art-forms for MCH messaging needs to be approached with full participatory sensitivities.

In future health planning, it may be advisable to consider more that it is whole families who often present for treatment.

Cultural Heritage Protection

The synergies between tourism, the local appreciation of culture, traditional agriculture and work opportunities could be strengthened more consciously in future inputs. Forms of local cultural mapping could also be used to contribute to both educational and health components.

Employment and Creative Industries (Outputs 1.4 and 2.3)

Some thought might be given to widening the selection for trainees in future workshops and seminars.

Culture-Based Tourism

The platforms for exchange which have been developed are crucial for local community associations in the light of the strength of provincial and county tourism development agendas and may require some continued support, of the kind Guizhou and Yunnan Ethnic Affairs Commissions have already committed to.

Creative Industries (2.3)

It is important not to overlook less high-profile and not so successful local creative industries.

It is important not to overlook the extent of local economic agency, not necessarily of a cultural kind, which may already exist among ethnic minorities.

A micro-credit component should be introduced into SIYB activities. There may be a need for more research on this.

Institutional Context

Participatory institutional mapping processes should form part of future baseline surveys, needs assessments and cultural impact assessments.

ACRONYMS

BNU	- Beijing Normal University
CACA	- China Arts and Craft Association
CAS	- Chinese Academy of Sciences
CASS	- Chinese Academy of Social Sciences
CHP	- Beijing Cultural Heritage Protection Centre
CIA	- Cultural Impact Assessment
CICETE	- China International Centre for Economic and Technical Exchange
COMBI	- Communication for Behaviour Change
CPDRC	- China Population Development and Research Centre
CPPCC	- Chinese People's Political Consultative Conference
FAO	- Food and Agriculture Organization
FP	- Family Planning
GIAHS	- Globally Important Agricultural Heritage Systems programme
IGSNRR	- Institute of Geographical Sciences and Natural Resources Research, the Chinese Academy of Sciences
ILO	- International Labour Organization
LED	- Local Economic Development
M & E	- Monitoring and Evaluation
MCH	- Maternal and Child Health
MDGs	- Millennium Development Goals
MOA	- Ministry of Agriculture
MOE	- Ministry of Education
MOFCOM	- Ministry of Commerce
MOH	- Ministry of Health
MOHRSS	- Ministry of Human Resources and Social Services
MoV	- Means of Verification
MTR	- Mid-term Review
MUC	- Minzu University of China
NCWCH	- National Centre for Women's and Children's Health
NDRC	- National Development and Reform Commission
NGOs	- Non-governmental organizations
NME	- National Museum of Ethnology
NPFPC	- National Population and Family Planning Commission
PMC	- Programme Management Committee
PMO	- Project Management Office
PRC	- People's Republic of China
SACH	- State Administration of Cultural Heritage
SEAC	- State Ethnic Affairs Commission
SIYB	- Start and Improve Your Business projects
SWOT	- Strengths-Weaknesses-Opportunities-Threats analysis
TAR	- Tibetan Autonomous Region
TOR	- Terms of Reference
TOT	- Training of Trainers
UN	- United Nations

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
VCD	- Value Chain Development
WHO	- World Health Organization
YEM	- Youth, Education and Migration (MDG) programme

1. INTRODUCTION

1.1 Background, goal and methodological approach

The CDPF programme was approved for funding by the MDG-F in late spring 2008 and launched in November 2008. All accounts and reports have spoken of the initial administrative difficulties of coordinating arrangements between eight UN agencies, eight government ministries and their civil society partners (sixty provincial/county bodies, twenty-two research/academic institutions and thirty civil society/private sector organisations). The first year was largely taken up in establishing procedures and mechanisms for coordination, as well as in baseline surveys and needs assessments of a very high quality. Among the extraordinarily impressive documentary results this programme has achieved in the form of such surveys, M&E reports, policy recommendations and other briefings, the three single most useful documents for this evaluation have been 1) the Programme document, 2) the monitoring report produced by UNESCO with Heather Peters at the end of the first year on Outputs 1.1, 2.1, 2.2 and 2.3 ('Where Are We at the End of the First Year?'; CDPF publication No. 5), and 3) the Mid-Term Evaluation required for all three-year MDG-F JPs (see *Implementation Guidelines for MDG Achievement Fund JPs*, February 2011) prepared by Bob Boase (dated 17th. November 2010). At the end of the first year, CDPF Report No. 5 noted that a serious challenge had been posed by communication and cooperation between the different agencies, while the Mid-Term Evaluation (p. 5) concluded that while it was at the halfway point time-wise, the programme was 'perhaps only a third complete' in terms of outputs at that time. A major specific goal of this evaluation, in terms of this background context, has therefore been to see to what extent the difficulties of implementation noted at the end of the first year and in the Mid-Term Evaluation have been met by the programme as a whole at its ending point, and it is our contention that these challenges were indeed largely met successfully although clearly longer-term results would require some extension of the current activities. As the Mid-Term Evaluation noted, 'the scope and nature of change contemplated in this programme is such that it will take a generation or more to achieve'. (p. viii)¹

The methodology used for this final evaluation is described more fully in the section below ('Methodologies used in the evaluation') but in terms of general methodological approach we have tried to combine some use of quantitative techniques by comparing on the one hand indicators of progress towards goals and means of verifying them with actual results achieved, together on the other hand with more qualitative methods such as interviews, direct observation and some participatory assessment techniques during field visits to the main sites impacted by this programme. In addition to these, a careful study and analysis of programme documentation has been carried out.

The evaluation was carried out by Nick Tapp and Xu Wu, social development specialists and cultural anthropologists from the School of Social Development at East China Normal University in Shanghai, between 4th November and 13th. October 2011 and

¹ Despite the multiplicity of agencies with their own procedures and work-plans, it is notable that CDPF did manage to coordinate its outputs at the county level.

included field visits to sites in Congjiang and Leishan counties in Guizhou province and to Longchuan county and Mangshi in Yunnan province. The evaluation was conducted in accordance with the ethical guidelines of our profession.²

1.2 Purpose of the evaluation

The general and specific objectives of this final evaluation are given in the ToR (Annexe I). They include the goal of measuring this Joint Programme's contribution to the objectives set in the Culture and Development thematic window as well as its contribution to the overall MDG Fund objectives at local and national level, with reference to the MDGs, the aid effectiveness principles of the Paris Declaration and Accra Principles (including ownership, alignment, management for development, mutual accountability) and UN reform principles, in order to assist the MDG-F Secretariat's meta window evaluation. In general such evaluations seek to contribute to the credibility and accountability of programmes undertaken and support a process of continual learning from practice. Clients of this evaluation therefore include the MDG-F Secretariat and members of the UN System in China, in particular the eight participating agencies, MofCom as the national coordinating agency and SEAC as the lead national implementing agency, and all national and local partners to the programme.

The standard performance criteria for evaluations of relevance (Design level and including Ownership), efficiency (Process level), effectiveness (Results level), impact (Results level) and ultimate sustainability, can be understood in operational terms according to the Table on the next page from the ILO;³

In addition to these formal and general criteria, we wished to pay particular attention to both gender participation and environmental impact in the evaluation, and our inquiries have taken full account of these. We also wished, in the country context, to frame our assessment in terms of the very different administrative levels of the Chinese bureaucratic and social hierarchy, in particular the differences between national, local government, and grassroots (villager beneficiary) levels. We found a consideration of these levels of administration essential to our understanding of how the programme worked and impacted at local and local governmental levels, as in quite divergent interpretations and understandings of what 'culture' meant between central administrators and policy makers, local officials and outreach workers, and village cultural mappers and craftspeople.

² See <http://www.theasa.org/ethics/guidelines.shtml> and/or <http://www.aaanet.org/committees/ethics/ethcode.htm>.

³ ILO *Technical Cooperation Manual 2007* (Chapter 7).

Table 1. ILO Evaluation Criteria

Evaluation criteria	Description
Relevance and strategic fit of the project	<p>The extent to which the objectives of a development intervention are consistent with beneficiary requirements, country needs, global priorities and partner and donor policies.</p> <p>The extent to which the approach is strategic and the ILO uses its comparative advantage.</p>
Validity of project design	The extent to which the project design is logical and coherent.
Project progress and effectiveness	The extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency of resource use	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Effectiveness of management arrangements	The extent to which management capacities and arrangements put in place supports the achievement of results.
Impact orientation and sustainability of the project	<p>The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.</p> <p>The likelihood that the results of the project are durable and can be maintained or even scaled up and replicated by project partners after major assistance has been completed.</p>

1.3 Methodologies used in the evaluation

The methodologies employed for this evaluation included an extensive desk review of all project publications including baseline surveys and needs assessments, monitoring and evaluation reports, agronomic studies and policy recommendations prior to, during, and after the meetings with agencies in Beijing and visits to the field; direct observations of impact through visits to field sites; brainstorming sessions and structured interviews with the use of an orally administered questionnaire at stakeholder meetings in country and township seats; focal discussion groups on particular topics with villagers; informal and semi-structured interviews; and the use of photography and tape-recordings. The formal nature of Chinese society and shortness of time meant that it was not possible to use participatory research techniques such as ranking and mapping exercises as fully as had

been hoped. However, efforts were made to be as participatory and inclusive as possible; presentations were interrupted and turned to general discussions, while particular attempts were made to include women and others obviously excluded from discussion which were in the main largely successful.

On the field visit we were able to visit both the provinces of Guizhou and Yunnan and both counties within each province which the programme has impacted (see Annexe 3 for complete Itinerary). In Congjiang county, Guizhou, we met local stakeholders and beneficiaries in the country seat and held participatory meetings in Yintang and Xiaohuang Dong villages. In Leishan county, Guizhou, we met local stakeholders and beneficiaries in the county seat, held a participant session in Wudong Miao village, and interviewed several local beneficiary cultural artisans and small entrepreneurs. In Longchuan county, Yunnan, we held a meeting with local stakeholders and beneficiaries in the country seat, visited two primary schools and a Husa knife enterprise, and interviewed villagers in Guangshan Jingpo village. We visited Ruili on the Burmese border where we observed some cross-border trade. In Mangshi, Yunnan, we inspected local Dai dress-making shops, held a meeting with local stakeholders and beneficiaries in the prefectural seat, visited a township hospital and Chundonggua De'ang village.

1.4 Constraints and limitations on the study conducted

The brevity of time allowed for this evaluation (twenty-one days) meant that, while satisfactory meetings were held with all stakeholders in Beijing, it was not possible to visit project sites in all four provinces where this programme has taken place, as the consultants had originally hoped. Only Guizhou and Yunnan provinces in the southwest of China were visited, and an assessment of the intervention in the Tibetan Autonomous Region and in Qinghai province has had to be made based on documentary and verbal evidence. This points to some flaws in the original project design since there is no doubt that the far-flung and very diverse nature of these provinces, each the size of a European country, has led to some difficulties of implementation and of monitoring and evaluation, and the Mid-Term Evaluation was also unable to visit these places. However, of the seven Outputs, only two (1.2 and 1.3, in basic education and MCH respectively) took place in one county in Qinghai (Hualong) and one prefecture in the TAR (Linzhi, or Nyingchi). By contrast, both these Outputs were represented in all four of the counties visited in Guizhou and Yunnan, where the other five components were also represented; indeed, one county, Congjiang in Guizhou, had been impacted by all seven Outputs. For this reason it was felt that an adequate assessment of the programme as a whole could be made even without being able to include field visits to Tibet or Qinghai.

At the time when the evaluation report was being written, the programme had not quite finished and there were some activities we were unable to receive reports of. These included a wrap-up workshop held in Guiyang on 20th October for Outputs 1.1, 2.1, 2.2 and 2.3, which involved exchanging information with like-minded organisations, a workshop in Guilin for 2.2, and recommendations on ethnic minority primary education policy submitted to the 6th National Work Meeting on Ethnic Education and awaiting Ministry of Education (MoE) approval for publication. Health indicators had just been

updated as the results of the endline survey had been processed, and we received a preliminary presentation of this in Beijing. The Master Plan on dynamic conservation in agro-culture had just been completed after a final stakeholders' meeting in September. However in Beijing we were given verbal indications or drafts of some of these reports and are confident that our evaluation has adequately covered the vast majority of activities under this programme.

2. DESCRIPTION OF THE DEVELOPMENT INTERVENTION

2.1 Background

The CDPF is one of four Joint Programmes (JPs) in China funded through the Millennium Development Goals Achievement Fund (MDG-F) established by the Spanish Government with the UN in 2006, and one of seven JPs altogether in China.⁴ The other three MDG-F programmes in China are YEM (Youth, Employment, and Migration), CCPF (Climate Change Partnership Framework), and CFSN (Children, Food Security, and Nutrition). While falling like its sister programme YEM under the UN China Theme Group on Poverty and Inequality⁵ (which supports Outcome 1 of the recent UNDAF; developing and improving social and economic policies so as to be more scientifically-based and human-centered for sustainable and equitable growth),⁶ CDPF is unique in China in responding to the Thematic Window on Culture and Development opened under the Spanish MDG Achievement Fund. Out of forty-five proposals submitted for funding under this window, eighteen country JPs were chosen, including the CDPF in China. UNESCO is active in all these country programmes and lead agency in thirteen of them, including the CDPF. CDPF received six million dollars in funding from the MDG-F with an additional one million dollars equivalent in kind from the Chinese Government. In addition to this, a sense of strong national ownership of the programme has been demonstrated by the lead partner agency, SEAC, which has donated additional funding totalling ¥4.5 million.⁷

The MDG goals, adopted by more than a hundred countries after the UN Millennium Summit in 2000, are to eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce child mortality; improve maternal health; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability; and develop a global partnership for development, under which are twenty-one quantifiable targets, measurable by sixty indicators. CDPF outputs are designed to contribute to the first five of these, besides the MDG 'zero' goal of achieving an enabling environment in terms of human rights, democracy and good

⁴ The 3 non-MDG-F JPs covered gender, domestic violence, and HIV/AIDS.

⁵ The other 4 Theme Groups are Health, Climate Change and Environment, Gender, and HIV/AIDS, besides other groupings on China's international engagement, avian influenza, and disaster management.

⁶ See *UNDAF 2011-2015 for the PRC*; the three current objectives concern environmental sustainability, equitable socio-economic development for the most vulnerable, and China's enhanced global participation.

⁷ CDPF Concluding Symposium presentation by Ms. Yang Fan, SEAC, 18 November 2011.

governance.⁸ However, the MDGs did not include a consideration of the power and uses of culture in development. In December 2006, the Spanish Government signed an agreement with the UNDP to establish the MDG Achievement Fund ('MDG-F') which was launched in spring 2007 with a fund of US\$710,000,000 (see *UNDP/Spain MDG Achievement Fund Framework Document*), which may be the largest donation ever received by the UN. It now covers 128 programmes, in forty-eight countries, of which the CDPF is one. China did well in winning four of these JPs, despite not being a priority country for Spain.⁹ The MDG-F identified eight key development challenges (under which funded thematic windows could be opened), comprising Environment and climate change; Gender equality and women's empowerment; Youth, employment and migration; Democratic economic governance; Children, food security and nutrition; Conflict prevention and peace-building; Culture and Development; and Development and the private sector. Culture and Development seeks to incorporate 'the different dimensions that link culture and development (including the economy) as well as focusing on respect for cultural diversity and addressing social exclusion of minorities.' It has the main goal of 'Protecting and enhancing cultural rights and political participation' (<http://mdgfund.org>).

The focus of this pilot but seminal programme has therefore been on integrating culture into development, with respect to a selection of the ethnic minorities of China, who since the 1950s have been recognized by the body politic as the members of officially demarcated national minorities, or *shaoshu minzu*. As CPDF Publication 5 well explains, the notion of 'culture and development' means not only using culture as a tool for economic advancement, such as supporting cultural industries and sustainable cultural tourism, although certainly these are important and should be supported. But development thinking needs to go beyond this and recognise that, since all our perceptions, actions and words are in some way determined by or based on culture, development simply cannot take place unless cultural considerations are integrated into it; culture and development are in effect inseparable.

The MDG-F also set aside specific funds to support programmes in 'One UN' countries, and besides its explicit endorsement of the MDGs, its Framework Document specifies that applications by UN County Teams must be aligned with UNDAFs, and spells out the need for a coherent and efficient country-response response by the UN development system in order for the UN to be able to meaningfully assist countries to attain the MDGs by 2015. It was in order to assist the UN to address multi-dimensional development challenges and cross-cutting issues that the Fund was to typically to finance collaborative UN activities across different UN agencies with, consequently, a range of national partners. Thus, even in those countries like China which are not funded as 'One UN' countries but still seek to fulfil 'One Nation' goals, the Spanish Fund has provided an added incentive through its funded programmes for issues of UN Reform and national ownership to be addressed, particularly those of coherence of UN inter-agency planning and management systems, alignment with country policies and development plans, and

⁸ See *China's Progress towards the MDGs 2010 Report*, Ministry of Foreign Affairs and UN System in China, which includes an assessment of the impact of the international financial crisis.

⁹ Communication from Mr. A. Singh, Beijing, 22 September.

partnerships of government with civil society organisations and private sector (November 2006 UN Report, *Delivering as One*).

Besides its commitment to the MDGs, its pioneering of a culture-based approach to development in China, and its focus on ethnic minorities, then, the CDPF can also be thought of as reflexively responding to urgent calls to repair what the November 2006 UN Report, *Delivering as One*, following the 2005 World Summit in New York, called the ‘systematic fragmentation’ of the UN system in its work on development and the environment, and the ‘inefficient...governance and...funding’ which have led to ‘policy incoherence, duplication and operational ineffectiveness’, where cooperation has been hampered by ‘competition for funding, mission creep and...outdated business practices’. The structural arrangements in this programme for oversight by the Resident Coordinator and establishment of the Steering Committee, the coordinating role of the UNDP, and above all the joint programming and involvement of eight different UN agencies with appropriate national partners for their outputs (YEM has had nine), can all be seen as signs of this programme’s ‘reflexivity’ of design in responding to these extremely critical reflections on the UN system by itself. However, we understand that in the process of competitive bidding for funds, it is sometimes difficult to exclude agencies who wish to be included, so that perhaps the number of UN agencies was not totally the result of the desire to achieve inter-agency coherence and cross-sectoral collaboration; a reduced number of agencies may have been preferred even at the design stage of the programme. In any case, as an MDG-F and joint programme, the CDPF has rightly and necessarily responded to internal UN ‘delivering as one’ initiatives, at the same time as it has tried to respond to China’s development needs through pioneering an important and innovative culturally based approach to development in a number of different but related fields. So this programme has in a sense faced both inwards, and outwards, at the same time.¹⁰

As the Programme document says, this JP has sought to address the task of integrating culture into development specifically for China’s ethnic minority population, through a project framework with two primary aims based on six main issues. These issues 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 and ethnic crafts.

The two primary outcomes are:

1. The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services. There are 4 outputs under this (below).

¹⁰ On reflexivity as a hallmark of modernization, see for instance Anthony Giddens, *Modernity and Self-Identity*, Polity Press, Cambridge, 1991.

2. Ethnic minorities empowered in the management of cultural resources and benefiting from cultural-based economic development. There are three 3 outputs under this (below).

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.

Besides having the goals of pioneering a culture-based approach to development, improving the lives of ethnic minorities, and contributing to UN Reform, CDPF has targeted two different types of beneficiary in ways which have led to very different kinds of activity and output. Outcome 1 has been predominantly aimed at policy-makers from the national to the township and local levels. Outcome 2 has been mainly aimed at villagers and has largely involved villagers, even where some of these may also have been local officials, in such activities as establishing local handicrafts businesses, tourist associations, or contributing to the mapping of local cultural and agro-cultural resources. Training, the production and translation of training materials and resources, the commissioning and dissemination of research reports and studies, and the preparation of policy recommendation documents, have been the most important activities of Outcome 1, while they have also been essential in Outcome 2.

See Table below for a list of the main agencies involved in each output.¹¹

Table 2: Sketch of Output Background

Output	Content	UN Agencies	National Partners	Pilot Counties	Provinces	Major Ethnic Minorities at Pilot Sites
Output 1.1	Governance	UNDP* UNESCO	CICETE SEAC	Leishan, Congjiang Longchuan, Luxi	Guizhou Yunnan	Dong, Miao Dai, Jingpo, Achang, De'ang
Output 1.2	Basic Education	UNICEF* — UNESCO —	MOE/BNU MOE/CMU	Leishan, Congjiang Longchuan, Luxi Hualong Linzhi	Guizhou Yunnan Qinghai Tibet	Dong, Miao Dai, Jingpo, Achang, De'ang Hui Tibetan Tibetan
Output 1.3	Maternal and Child Health	UNICEF* WHO UNFPA	MOH NPFPC	Leishan, Congjiang Longchuan, Luxi Hualong Gyamda	Guizhou Yunnan Qinghai Tibet	Dong, Miao Dai, Jingpo, Achang, De'ang Hui Tibetan Tibetan
Output 1.4	Employment and Non-Discrimination	ILO* UNESCO	MOHRSS CASS	Leishan, Congjiang Longchuan, Luxi	Guizhou Yunnan	Dong, Miao Dai, Jingpo, Achang, De'ang
Output 2.1	Cultural Heritage Protection	UNESCO* FAO	GACH CHP NME IGSNRR	Congjiang	Guizhou	Dong, Miao
Output 2.2	Cultural Tourism	UNDP* UNESCO	CICETE SEAC	Leishan, Congjiang Longchuan, Luxi	Guizhou Yunnan	Dong, Miao Dai, Jingpo, Achang, De'ang
Output 2.3	Crafts Sector Development	ILO* UNDP UNIDO UNESCO	MOHRSS CICETE SEAC CACCA	Leishan, Congjiang Longchuan, Luxi	Guizhou Yunnan	Dong, Miao Dai, Jingpo, Achang, De'ang

* Lead UN Agency

¹¹ This is an expanded version of a similar table in CDPF Publication No. 5, by Heather Peters.

2.2 Good Governance

Main Activities	Assessment
Participatory development and cultural sensitivity training for local policy makers and communities; policy recommendations on culturally appropriate inclusive development for ethnic minorities; translation, testing, adaptation and transmission of Culture Lens manual through local training workshops; establishment of exchange platforms for communication between government representatives, civil society actors, local community leaders.	Training has been highly successful and SEAC have adopted principles of CIA. Output also commissioned major Policy Recommendations for 12 th . 5-year ethnic minority development plan. Combinations with training on Outputs 2.2 and 2.3 useful. In light of strength of local government/provincial tourism agendas, exchange platforms are crucial and community associations will require some continued support of the sort promised by Guizhou and Yunnan Ethnic Affairs Commissions.

Good governance, a particularly important output under this programme, has targeted government representatives, civil society actors, and local community leaders, through training in participatory and culturally sensitive policy approaches towards ethnic minorities, has sought to create exchange platforms between and among these actors, and to formulate policy recommendations. UNDP has been the lead agency here, in liaison with SEAC and CICETE, to build the capacity of local governments and communities for participatory and culture-based development policy planning and implementation, create local exchange platforms, and formulate relevant policy recommendations, while UNESCO has collaborated with SEAC in the crucial translations and adaptation of training documentations on cultural mainstreaming programming used. The primary aim of the strategy has been to build awareness and understanding of development strategies based on acceptance of diversity, inclusion of ethnic minorities, and protection of the cultural heritage. Apart from the training by SEAC with UNESCO and UNDP, a main activity here has been the adaptation of UNESCO's *Cultural Diversity Programming Lens Toolkit* and its transmission and testing through local training workshops, of which three took place in the first year, in Yunnan, Guizhou and Sichuan provinces respectively. Further training in and revisions of the *Cultural Lens* toolkit took place in Zhejiang (including a visit to the Shanghai Expo, in combination with training for the allied SEAC/UNDP Project on Poverty Reduction for China's Ethnic Minorities) followed by a workshop in Yunnan (Longchuan) in 2010, together with a workshop in Kunming on community organisation while on-the-spot training was also received during the (quite frequent) mission visits to sites by the project team and experts.¹² In July 2011 a further leadership capacity-building training session was organised for twenty-five attendees in Spain which included cultural protection policy and creative industries development. It is

¹² Under this culture-based development project, which started in 2009, UNDP is supporting handicrafts development for ethnic minorities in Yunnan and Qinghai (overlapping with CDPF) as well as Xinjiang and Inner Mongolia.

always difficult to evaluate the uptake of training exercises, particularly while a programme is still in progress or is shortly about to end, but from our meetings and interviews in Yunnan and Guizhou with those who had attended the workshops they seemed to have left a very marked impression on those who had attended them. Project documentation such as a ‘Feedbacks Analysis Report’ and the Training Report for this output also support this view. In terms of formal quantitative indicators, while it was originally planned to target only two hundred beneficiaries, in fact as many as 865 eventually received such training.

There were some initial problems with the translation of the *Cultural Lens*, as the first year evaluation of this Output pointed out, and the manual needed to be revised at that point. With some practical thought to the extent of time taken up by local officials and others in attending these workshops and in terms of a general economy of effort, besides the fact that the agencies involved in the two outputs were identical, SEAC combined these training workshops with those scheduled under 2.2 (designed to encourage participatory processes in managing minority community resources and sustainable tourism livelihood enterprises) in which the UNESCO *Community-Based Tourism Capacity-Building Handbook* (based on that developed for Laos) was transmitted. This combination of outputs and trainings was additionally reasonable since the local community-based tourist and crafts associations established (2.2 and 2.3) with the support of UNDP, CICETE, and SEAC, have formed one of the main partners in the exchange platforms between local communities, government officials, and civil society organizations, which this component pioneered (1.1). The aims of these exchange platforms are to enhance the self development capacities of communities and contribute to ensuring that they are the real owners of local development. Through interactive training design and trainings, local government and communities have to some extent absorbed the participatory/community-driven development concept and there are signs that they are increasingly mainstreaming a respect for cultural assets into their local development planning and implementation. One such exchange platform has been established in Congjiang county on local tourism development and another one for sustainable community-based development. A related consultation workshop was held in Congjiang in mid-2010 to discuss issues of local tourism development and strategies of long-term exchange. Output 2.2 moreover merged naturally with some parts of 2.3 (culture-based LED enterprises and minority arts and crafts) since 2.2 also involved ensuring the availability of provincial artisan networks and supporting institutions for the minority crafts sector to help connect with local artisans and communities. The Year One monitoring report on outputs 1.1, 2.1, 2.2 and 2.3, found some confusions among workshop participants about the UNESCO Culture Lens which at that point needed more months of testing and translation and the replacement of Southeast Asian examples by Chinese ones. This was satisfactorily done in Year Two (see *Training Report for Output 1.1*). The Year One Report expressed some alarm at the combination of these two complex handbooks, on culturally sensitive project programming and tourism establishment respectively, into single training sessions, pointing out the lack of time allowed for each as a result. In fact only 168 workshop participants received specific training in the *Culture Lens*. One can well imagine that villagers who were not leaders or policy makers would have found it difficult to make much sense of the advice for cultural

programming contained in the *Lens*, while county officials may have felt they had not much to learn from the advice about how villagers should set up tourist associations. However, the general reaction to these combined trainings has been extremely favourable, in our opinion, and the combination of 1.1 and 2.2 will certainly have assisted in the development of the two exchange platforms planned under output 1.1. The Year One Report tentatively used the word ‘cumbersome’ in the description of the Culture Lens, and we would concur with that description of the original document. It is a complex document, and cannot be easy to administer in a short space of time. However, efforts were made by both UNESCO and SEAC to simplify the text for the Chinese version and its length was drastically reduced. Participants responded positively in Year Two to the new methodology based on China-specific examples and combined with discussions about films. During the field visit, however, we found that UNFPA had used the guidance of their own Culture Lens tool contained in a manual on training workshops under Output 1.3 (at a Beijing sensitization workshop on culture and health in autumn 2009) of this programme; *Integrating Human Rights, Culture and Gender in Programming*. This strikes us as also an admirable document, containing clear and simple instructions for specific training exercises with timescales and exercises attached to it. *Since this is a quite general document with reference to all the MDGs it would seem sensible that some thought might be devoted to how they might be combined in a new cross-agency manual.*¹³

2.2.1 Achievements

The favourable response to these training exercises, and the reiterated desire for more of them, suggests that this output, despite or even perhaps *because of* its combination with outputs 2.2 and to some extent 2.3, has been extremely successful. Attitudes seem genuinely to have been changed for the better, and of course the training may be further transmitted now that the materials are available in Chinese. Both enhanced capacity and the change of attitude of government and communities toward local development (their adoption of participatory and culture-based development concepts and methodology) are crucial for the sustainability of the programme results. In addition, the community associations and platforms for exchange have come to be highly regarded by both the local government and the communities. Guizhou and Yunnan Ethnic Affairs Commissions have now guaranteed a further three to five years of technical and financial support for the community associations and this will indeed be vital support for their continued participation in the platforms of exchange with local government and civil society actors which have been developed. The most encouraging sign of the sustainability of this intervention has been in the whole-scale adoption by SEAC of the principles of Cultural Impact Assessment. We have seen a draft *Framework of Cultural Impact Assessment* in Chinese and English versions (described as a participatory assessment tool similar to environmental impact assessment and social impact assessment, which assesses the impact of local development projects on local cultural values, cultural heritage, cultural resources and cultural diversity) and understand that it will be submitted shortly. *Ideally it would involve not only SEAC but also SACH and the Ministry of*

¹³ It has also been widely distributed in project areas through the UNFPA Advocacy Toolkit on MCH in EM areas.

Culture which for example has issued ‘Laws on the Protection of Cultural Relics’ since 1982, ‘Regulations on the Protection of Traditional Arts and Crafts’ since 1997, and the ‘Law on the Protection of Intangible Cultural Heritage’ since 2011. The ‘Policy Recommendations for 12th.Five-Year Plan on Social and Economic Development of Ethnic Minority Areas’ prepared by Mr. Kong Zhifeng of the Institute of Fiscal Science, Ministry of Finance, who was engaged by UNDP, UNESCO and SEAC, with inputs from all eight UN agencies under the CDPF (CDPF Report No. 17) is also a very major achievement in terms of the goal of impacting government policy towards ethnic minorities (as indeed is the inclusion of culture-based ethnic minority development among its objectives in the new 2011-2015 UNDAF). It is noteworthy that this Policy Recommendations report sensibly refers to the development of ethnic minority *areas* rather than to particular cultural groups *per se*. While adhering to the main platforms of government policy and arguing for further transfers of funding to ethnic minority areas, a strengthening of ethnic minority autonomous rights, and some administrative terms, this Report makes a strong argument for ‘culture-based development’ as the first of its three main themes for the Five-Year Plan. In terms both of policy recommendations and awareness-raising through training, then, this Output has been notably successful.

2.3 Basic Education

Main Activities	Assessment
Policy and implementation analyses conducted of ethnic minority education; culturally sensitive educational materials developed and distributed; training for teachers and principals, direct impact on children in pilot schools through supply provisions including library books; county scaling up plans for child-friendly school framework; policy recommendations (incl. for M&E) drawn up and disseminated.	Major documents produced will have high impact and sustainability. Further research on issues identified needed. Output vital in maintaining cultural awareness among children in boarding schools away from home communities. Production of cultural textbooks by schools an encouraging sign of success of cultural sensitivity trainings. Some attention to problems of local Chinese dialect, and differences between minority regions, advised in future activities.

Under this output which has targeted culturally sensitive primary education for ethnic minority children, the main host partner has been the MoE. UNICEF has worked with the MoE in developing culturally sensitive educational curricula, impacting ethnic minority children directly through supply provision, training ethnic minority teachers and principals in culturally sensitive approaches, and enabling counties to develop scaling up plans, while UNESCO through MUC has undertaken a major policy analysis review of ethnic minority education and introduced this to policy makers and local education practitioners. BNU has also been involved. All formal targets have been exceeded with ninety local education practitioners receiving training through a series of workshops in 2009-2010 in Yunnan, Guizhou, and Qinghai and some forty national policy makers involved in finalizing proposed policy recommendations at a Beijing seminar which will

be submitted to the MoE for consideration and as a reference document for the upcoming Sixth National Working Meeting on Ethnic Education (which only takes place every decade or so), among the most important of which may be the recommendation to establish a system of M&E for ethnic education. The component has covered twenty-one primary schools in the four relevant counties of Yunnan and Guizhou as well as Hualong in Qinghai province and Linzhi in Tibet. Over 450 teachers have attended training workshops and more than five thousand primary schoolchildren ultimately benefited, while all schools had produced participatory school development plans under this output, which has also improved capacities at SEAC's own Education Department and the Education Department of MUC. Scaling-up plans for promoting a 'child-friendly schools framework' (see Programme Document) had been developed in Linzhi and Hualong and are anticipated in the other counties.

2.3.1 Documentary Results and Policy Impact

Very major documentary results of this output, which are likely to have sustainable and long-term effects in affecting general policies towards minority education, are the *Synthesis Report of 12 Case Studies on the Implementation of Ethnic Education Policies*, and the *Analysis Report of Basic Education Policies for Ethnic Minority Children in China*, produced in May 2010 for UNESCO by a research team from the Education Department of China's Nationalities University.¹⁴ The *Analysis Report* is an extremely useful survey of all relevant policy documents, both regional and national, and constitutional provisions for ethnic minority education in China, describing the combined role of SEAC and the MoE at the local level, including relevant current policies such as bilingual policy, merging schools ('layout adjustments') and setting up boarding schools, and introducing the New Curriculum Reform. It is a sophisticated publication based on considerable experience both of the ethnic minority regions and of general studies of education in China. The Report points out a number of problems such as shortfalls in financial inputs, lack of cultural awareness in policy formulation, lack of formal M&E systems and supervision, inadequate relevant teacher training, variable understandings of bilingual education policy (is it a means towards proficiency in Chinese or an end in itself?), inconsistencies of goals, and conflicts between different policy texts particularly those issued at different levels of government and in different regions or at different periods. *The document calls for further research on these problem areas and such further research should ideally be supported.*

The *Synthesis Report* covers twelve schools in Yunnan, Guizhou and Qinghai including primary and middle schools in each. This is a most impressive document based on an initial careful site selection criteria and intensive first-hand, long-term research, replete with indicative quotations from students, teachers principals and parents. It catalogues quite a sorry litany of fears about safety, cold baths, suspended policies, textbook shortages....Considerable dissatisfaction was expressed by informants with the current policy of closing remote schools with few teachers and merging facilities and staff in

¹⁴ Note also the *12 Case Study Reports* itself (in Chinese), and under Activity 3 (developing training materials), *Formulation and Implementation of Basic Education Policies for Ethnic Minority Children* (also in Chinese).

more centralised locations where quite young children have to board and yet there also seemed to be general acceptance of the policy. We found the same reactions in our visits to two pilot primary boarding schools under this output in Yunnan where one principal said “Obviously it’s not ideal, but it’s better than having 15 kids attend a remote primary school where they can’t be taught all the subjects they need, and it’s probably better for the teachers too who suffer terribly in such remote places”. While Guizhou and Yunnan provincial governments have already made their own efforts to introduce some aspects of ethnic culture into these boarding schools in different ways, Guizhou teaching about minority culture in class while Yunnan offers minority language classes, these efforts are clearly insufficient to make up for the loss of home culture suffered by very young children away from their home communities - and this makes this component’s field inputs in the form of culturally sensitive educational materials and training even more vital to the current educational predicament of China’s ethnic minorities. It is worth noting here that the Policy recommendations produced under Output 1.2 state

“Boarding school system has made positive contribution to the universal primary education in rural areas, especially for ethnic minority children in remote areas. However, at the same time, boarding schools may have some adverse impact on ethnic minority children. For example, living away from home and local communities for a long time during childhood may affect the physical and mental development of children and the transmission of their cultural identity and heritage. Such impact should be monitored and assessed, and necessary measures should be taken to prevent and correct possible negative impacts”. It also calls for the promotion of multi-language policy at all levels.

While one of the findings of the policy analysis has been that nationwide policies are insufficiently flexible to take the needs of local areas into full account, it also seemed from our meeting in Beijing with UNESCO and UNICEF consultants that at the local or regional level there is also some failure to take full advantage of the quite liberal and generous constitutional provisions for latitude in the implementation of ethnic minority education in ethnic minority autonomous areas. It may indeed be that national curricula and standards to some extent contradict these constitutional provisions, particularly in the field of bilingual education.

2.3.2 Field Visit, Boarding, and Bilingual Policy

In Yunnan we were able to inspect the sports kits donated by UNICEF (as part of their Mobile Educational Training and Resource Kits) and some of the culturally sensitive materials being developed. The user-friendly libraries donated are an immense achievement which are already reinforcing local ethnic pride in ethnic culture and clearly a huge improvement on what we understand and can well believe were the random collections of books previously available. We are told UNICEF plans to extend this schools project by a further two years in all 3 counties which is very good news for the sustainability of this programme. It is clear that this will be locally welcome, and there is a will to continue with the project in any case. At Laying Guowen Primary School the Principal said ‘We won’t stop just because the project stops. We will go on with this!’ It

would be advisable if a further impact review were undertaken at that time, since it is not always easy to separate out the impacts of a particular initiative from the effects of other interventions (and this will be relevant for Output 1.3 too).

On our field visit (Yunnan) we could only observe Chinese being used in the classrooms. There are three years of Chinese-only instruction before one class is opened in one minority language, in this locality Dai. Give that children for example at Zhangfeng Central Primary School include 13% Han Chinese, besides the members of three different minority groups (Jingpo, De'ang and Dai), while at Laying Guowen Primary School, although 59% of the schoolchildren are Dai, the overwhelming majority of the rest are Han (apart from a very few Jingpo and two Lisu)¹⁵, it is difficult to see how even a few years of education solely in an ethnic minority language could be supported. Every class had some Han Chinese students in it. Moreover, only a small number of the teachers in these ethnic minority schools are ethnic minorities themselves, so they would be quite unable to offer instruction in minority languages. Fourteen out of thirty-six teachers in Zhangfeng were ethnic minorities; in Laying there were seven Dai, two Jingpo and one Bai out of a staff of forty-nine. We were told at Laying that a Dai teacher used Dai language to help the younger Dai children in the first few years, while older children support new entrants, and a year or two of pre-education ('they just play') is specifically designed to help such children assimilate. One imagines that in practice a few words of a local language will be thrown in where possible. The situation must be very different in Tibet, but for Guizhou and Yunnan where the ethnic minorities live in a dispersed way among others the main educational problem may be the speaking of a local dialect of Chinese rather than the standard national Mandarin which teachers from outside will speak and which of course it is the aim of the educational system as a whole to offer instruction and education in. (Often visitors from Beijing mistake what is actually a local form of Chinese for a minority language). *It would be advisable to pay some attention to the problem of local dialect vs. standard Mandarin Chinese as well as to ethnic minority language when considering educational language policies for these schools in remote minority regions.*

The problems of very young children, from the age of five or six (in pre-school), far away from home are well highlighted in project documentation. We saw the three-tier bunk dormitories (ten children to a dorm), where no personal possessions are allowed, and interviewed the male attendants who are responsible for them at night. 144 out of Laying's 405 students were Yunnanese Chinese from Burma who we were told were very happy to stay in the school. Many of the patients in local hospitals were also Chinese from Burma (see below under Health).

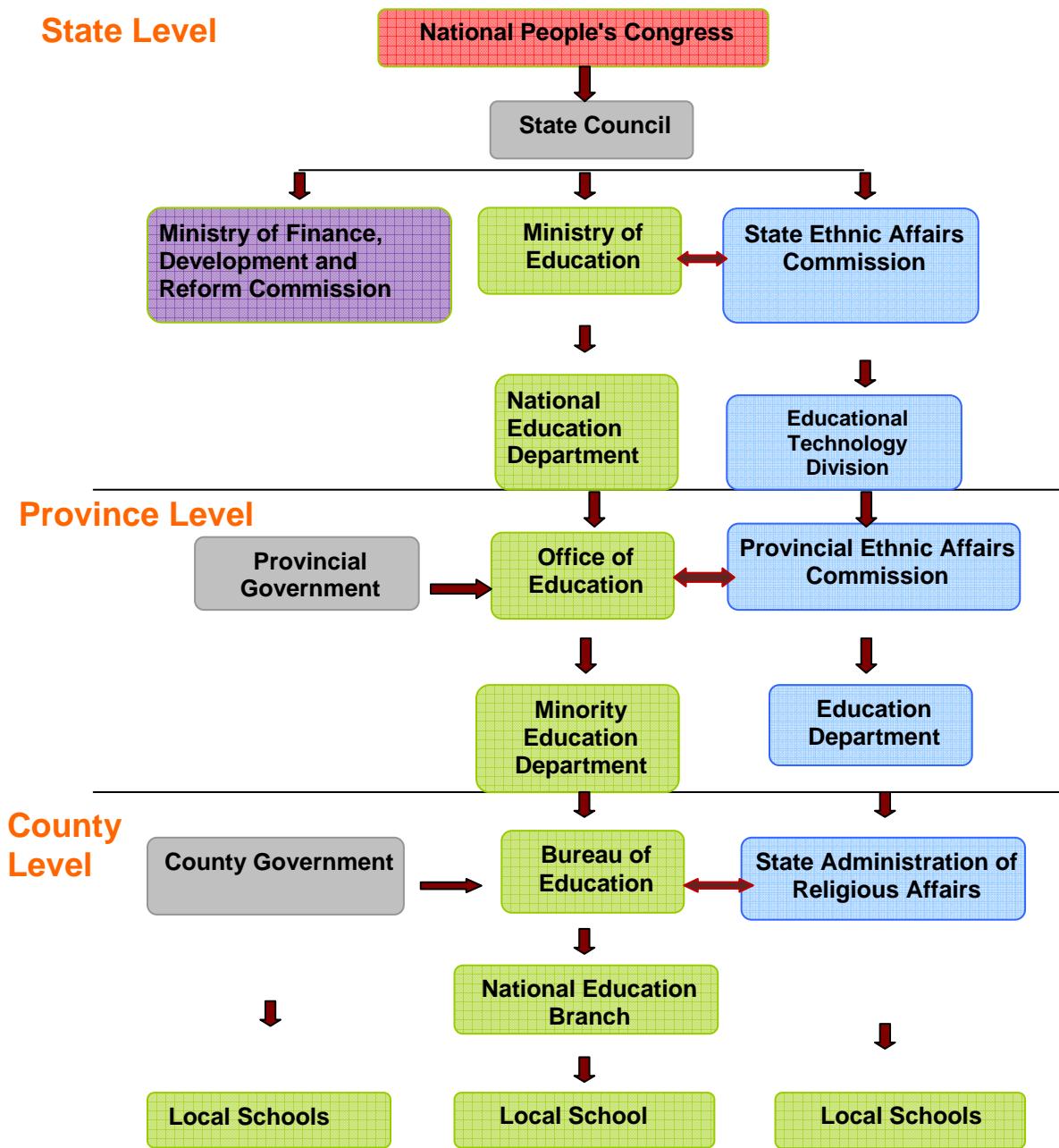
Teachers were proud to show us the textbooks schools had produced under this project, following their training, on local ethnic culture. These were arranged minority by minority, with a stress on the innocuous aspects of culture such as festivals, food, costumes, dance. There was no mention for example of the Buddhist religion which is central to Dai and De'ang culture (which raises questions of how 'culture' is defined

¹⁵ And one 'Kachin', we were told, who had graduated last year. Since s/he was described as Kachin, not Jingpo, it is probable s/he was from Burma, since Jingpo are classified as Kachin in Burma.

locally we examine below). All were in Chinese except for a sub-title in Jingpo script. One stressed that their textbook had been produced through genuinely participatory research with the children! This was a clearly highly popular activity which involves teachers visiting villages with children to ask questions of elders and the like. *This is an activity which could be supported more systematically, possibly with some anthropological inputs, along the lines of the participatory cultural mapping exercises developed under Output 2.1 for instance.* It was also encouraging to see colourful ‘minority’ drawings on the walls of both these schools. At Laying school we also observed children doing regular ethnically inflected physical exercises, although this appears to be the result of provincial policy more than a result of this project.

It should be stressed that Tibet, and probably Qinghai, are very different propositions from Guizhou and Yunnan and that it may be necessary in the future to develop different strategies for ethnic minority education in these different provinces, with particular regard for the status of the written language. Very few Dai people apart from monks have ever been properly literate in their own language, for example, and it is a fact that facility in Dai writing is not likely to benefit them in achieving work opportunities in modern China (see Output 1.4). Moreover there are serious conflicts within the Dai community over the improved script developed for their language in China and the use of the older, religious script. Jingpo, De’ang, Achang, Miao and others have historically never had any form of writing for their language. Their scripts have been developed either along Romanized forms by missionaries and subsequently the Chinese government, or with the use of scripts developed for other dominant local minority people as with the occasional use of the improved Dai script by the De’ang. It may be that formal and absolutely exclusive training in literacy in their own languages in the preliminary years would help their later acquisition of Chinese literacy, as general literacy theory teaches us, but it is not a very feasible undertaking in the China context for these languages, particularly when one considers that under the current stringent curriculum if a child misses one grade of Chinese, they will in all probability never catch up. Tibetan would be an exception, and this is probably why the only materials developed under this output in minority languages have been those in Tibetan. On the other hand we were told that the parents were very happy their children were learning something about their culture and that the children loved it, so that ethnic content may still play an important role in instilling ethnic pride and consciousness.

Table 3. Institutional Structure of Ethnic Minority Education Administration¹⁶



¹⁶ Reproduced with kind permission from Table 11 of the MUC Analysis Report referred to in the text.

2.4 Maternal and Child Health

Main Activities	Assessment
Ethnic-specific baseline and endline data collected; major research studies of cultural backgrounds to health among different minorities undertaken; cascade trainings for MCH and FP service providers; essential medical equipments supplied; maternity waiting rooms established; culturally sensitive health materials, training guides and modules developed and translated and distributed; involvement of local religious leaders; MCH messages transmitted through ethnic cultural media; some advocacy activities at local and national levels.	Excellent training manuals used, one incorporating a cultural lens tool; cultural awareness greatly enhanced among beneficiaries; antenatal care, hospital deliveries and exclusive breastfeeding promoted and improved; strong national and local partnership and ownership demonstrated; integration of recommended approaches into county health and hospital planning.. Still more qualitative studies needed, and sensitivity in use of ethnic cultural media advised. Data collected of great value; MOH/UNFPA future uptake of trainings promises sustainability..

Under this component, which specifically addresses MDGs Four and Five, the lead agency, UNICEF, strongly supported by UNFPA and WHO, has cooperated with the lead national counterpart MoH and the National Population and Family Planning Commission (NPFPC) in researching the relationship between culture and health targets and formulating models from these results to be integrated into health care programmes in ethnic minority areas. Implementing agencies have been NCWCH and CPDRC and local health and FP bureaus, with other partners including MUC and a provincial NGO, the Yunnan Health Development Research Association. UNICEF and UNFPA have worked closely together through joint planning, co-funding, and joint activities such as on ‘communication for behaviour change’ (COMBI) trainings and a joint M&E mission to Gyamda. NPFPC's network of FP workers at grassroots level proved a valuable asset in conducting outreach health education/promotion activities at community level, and the local collaboration achieved between FP and health sectors meant that the FP sector contributed importantly to MCH promotion activities. The strategy has been to augment the existing work of UN agencies and the MoH in improving the overall access of ethnic minorities to MCH services, and to generate new culture-based packages and models to impact health programmes in remote ethnic minority areas. The assumption is that improved ‘quality of care’ will lead to improved health services access.¹⁷ These objectives have entailed collecting ethnic-specific baseline and endline data (including a major qualitative survey of cultural attitudes towards maternity and child health), cascade trainings of MCH and FP service providers, some advocacy for the adoption of culturally and gender-aware and ethnically sensitive approaches at local and national level, and the adaptation of mother-baby packages packages for culturally appropriate MCH service provision. Major indicators have concerned the percentage of pregnant women in project counties who have received regular antenatal care, the rate of hospital deliveries, rates of

¹⁷ ‘Quality’ here does not simply refer to technical provision, but also to the suitability, acceptability and friendliness of services.

exclusive breastfeeding practices, and numbers of local MCH staff trained on MCH information management systems. It may be noted how chronically difficult it is to collect such data accurately. The component has been conducted in all six counties in the four provinces under this programme.¹⁸

A previous UN-China survey *UN-China Review of the Maternal and Child Health Survival Strategy in China* (2007) had found significantly higher rates of maternity, infant and under-five mortality rates in the twelve Western provinces including these four. *China's Progress towards the Millennium Development Goals Report 2010* (by the UN and Foreign Affairs Ministry) reported that infant and child mortality rates in the western regions were almost 2.7 times higher than elsewhere.¹⁹ A baseline survey was conducted for this component by the National Centre for Women and Children Health and NPFPC's China Population and Development Research centre, and baseline indicators in the project areas found an average of 47.9% of pregnant women receiving regular antenatal care (very low in Tibet), a 60% average rate of hospital deliveries, and a 17.5% rate for exclusive breastfeeding (zero in one Tibetan county). By November 2009, the Minzu University of China (MUC) with UNFPA and local partners had produced a major qualitative *Study on Traditional Beliefs and Practices regarding MCH in Yunnan, Guizhou, Tibet and Qinghai*, covering attitudes and perceptions among the main targeted minority populations of the Miao, Dong, Jingpo, Dai, Hui and Tibetans. This is a sympathetic and culturally sensitive document which points out that deliveries at home can be either with or without the presence of a skilled TBA, that religious or spiritual guidance is not necessarily a barrier to the uptake of MCH services by ethnic minorities but can on the contrary be seen as complementary, and raises questions about the many definitions of 'culture' involved. The study also deals with issues of gender inequality, the low quality of health services, patronizing health staff attitudes, lack of consultation, and hidden costs like transport and loss of labour, and makes concrete practical recommendations for each province. *While anthropologically well informed it is inevitably limited by time and other practical considerations and our feeling is that more studies of this nature could be commissioned, of even more anthropological depth.* For example, the traditional Dai custom of a new mother lying in by the fire for a month after birth, while it may not be practiced any longer in the areas surveyed, is connected with a whole traditional medical system including ideas about how birth disturbs the normal humoral balance of the body by diminishing water in the form of blood and the need to dry out decomposing matter left in the womb and this in turn is connected to beliefs about diet for the new mother (avoiding fried, pickled, salty or sweet foods) and other customs (avoiding particular odours, low temperatures etc.) which must seem weird or inexplicable to local health providers unless they are understood in their full cultural context. Although a helpful further questionnaire-based study has been commissioned by UNFPA this year under which MUC is examining factors influencing the uptake of MCH services in selected counties in southwest China, including the role of traditional spiritual guides and the influence of migration, holistic studies of traditional medical systems

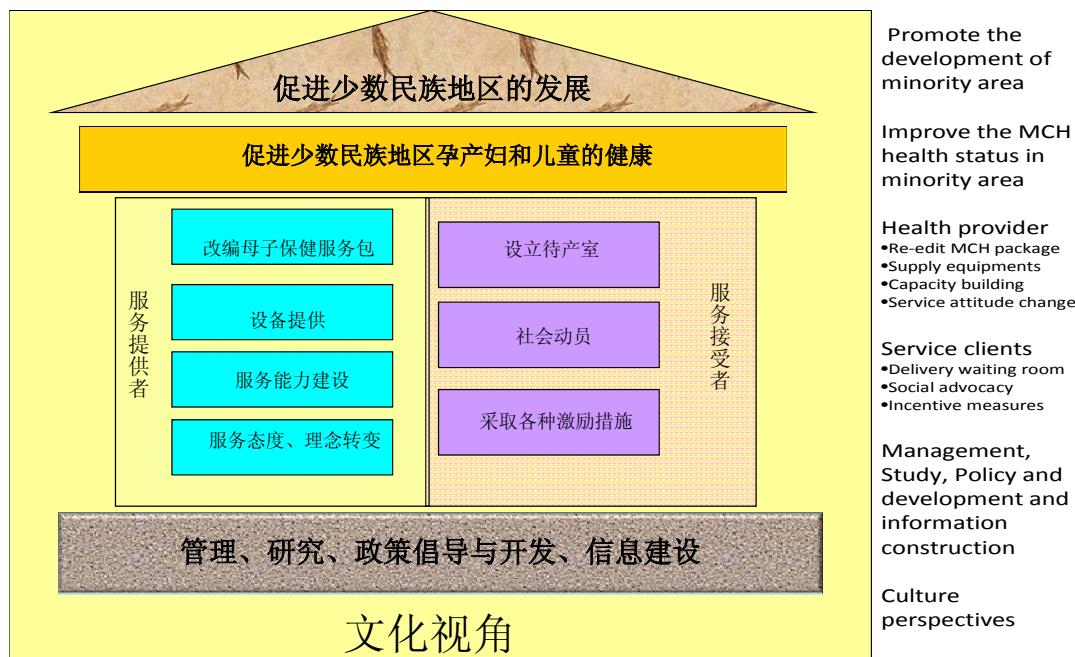
¹⁸ The related MDG project on Children, Food Security and Nutrition has impacted Guizhou and Yunnan (regarding exclusive breastfeeding practices for instance) but not the same counties.

¹⁹ This contains only 5 general references to ethnic minority areas, in the context of poverty, and almost none to culture except under China's Biodiversity Targets addressing MDG 7.2.

undertaken on the basis of long-term fieldwork and participant observation would also be useful in understanding and appreciating the significance of particular practices and beliefs.²⁰

UNFPA also used the opportunity provided by CDPF to translate into Chinese and disseminate among Chinese stakeholders their valuable *24 Tips for Culturally Sensitive Health Programming* manual. We have already mentioned the excellent training manual *Integrating Human Rights, Culture and Gender in Programming* produced by UNFPA, which integrates a Culture Lens programming tool, which we understand was used on training sessions under this component and have recommended above that some thought be given to its combination with the UNESCO Cultural Lens. *The UNFPA manual strikes us as a wonderful tool for improving the cultural awareness of policy makers in the health and other fields and again, if the experience of the UNESCO Lens is anything to go by, some thought might be given to replacing some of the international case studies in this manual by more China-specific ones.*

Diagram I : UNICEF diagram developed for this component showing cultural perceptions as the basis of health interventions.



2.4.1 Achievements

The strong ownership generally demonstrated by the CDPF programme has also been particularly well exemplified in this component through matching funds supplied by partner agencies and local uptake of project models and good practices. For example, Congjiang county in Guizhou allocated a matching fund of ¥120,000 for the project with

²⁰ Case Study on Factors Influencing the Increasing Uptake of MCH Services in Ethnic Minority Areas, MUC.

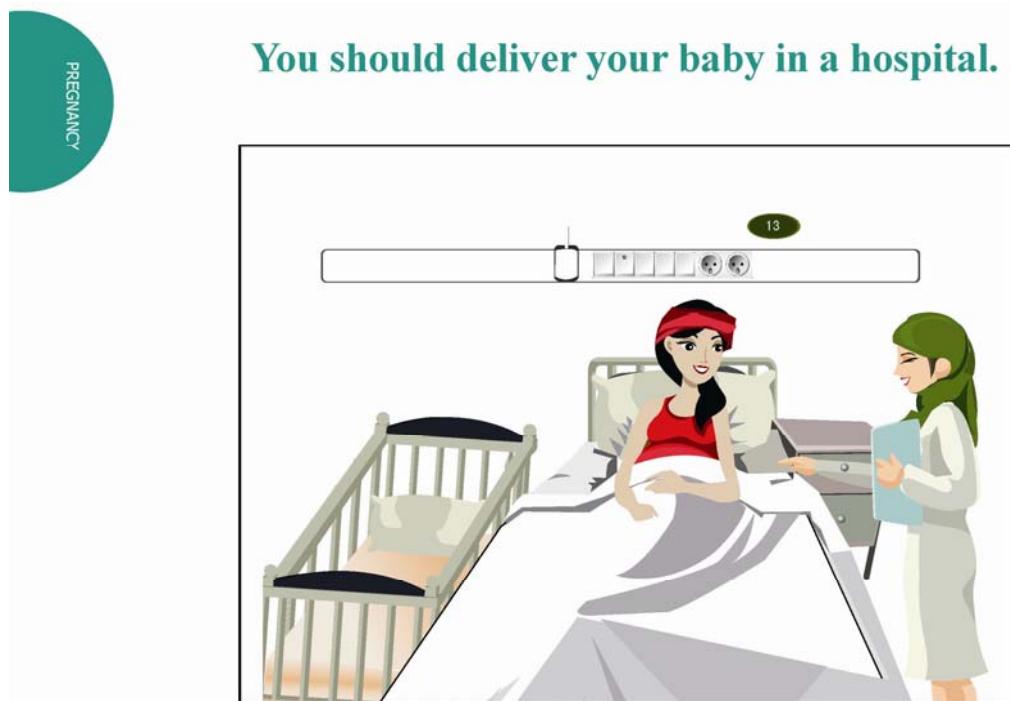
¥40,000 per year to strengthen project training, annual meetings, MCH data collection and health provision. Hualong county in Qinghai provided basic medical equipment for township hospitals from its specific Health Bureau funding. All project counties attached great attention to the project and have integrated many of its practices into routine MCH work. Congjiang county included key MCH indicators, including maternal and infant mortality rates and hospital delivery rates in the local government's performance assessment plan. Hualong county put into action a plan to demonstrate improved quality of care in all its township hospitals. Congjiang county, inspired by this component, recruited thirty-one graduates and health professionals to work at township hospitals to make up for grass-roots level staffing shortages, while Gyamda county recruited village doctors and trained them in basic MCH. Congjiang issued a specific plan to cover the transportation costs for rural pregnant women delivering in hospital which greatly promoted hospital delivery rates. Particular regulations were issued regarding the costs of hospital delivery for rural women in Congjiang, and a management plan drawn up for the support of poor pregnant women. Women covered by the Rural Cooperative Medical scheme and supported by the national hospital delivery subsidy programme consequently pay no fees for hospital deliveries at both township and county level in Congjiang county.

Among the achievements of this component are listed an overall increase in hospital delivery rates of 32% and in regular antenatal care coverage of 21%. The exclusive breastfeeding rate remained unchanged owing to the strength of traditional beliefs about childcare in ethnic minority areas. One must note that it is not always easy to directly attribute the increase in such indicators unambiguously to the effects of a particular intervention where other interventions may also have taken place. *This is why we feel it may be appropriate, as with Output 1.2, for a wider impact follow-up study to be made in two years' time.* At the time of writing this Evaluation, not all the final data had been processed.

Other and sustainable results have been a generally improved capacity of a substantial proportion of MCH providers, FP workers and village doctors in all the project sites; the training of village doctors, township MCH providers, and trainers; and the testing and validation and uptake of routine MCH indicators. MCH providers, FP workers, and village doctors and health personnel have been trained both jointly and as separate groups. Training of local FP workers has focused on increasing their MCH knowledge (using the *Culturally Sensitive MCH Service Guide* developed by CPDRC; see next section, 2.4.2), besides the joint COMBI training facilitated by UNICEF and co-funded by UNICEF-UNFPA. Essential medical equipment has been supplied to local hospitals (including infant incubators, heaters, midwife kits, postpartum blood collectors, and haemoglobin analyzers). Twelve maternity waiting rooms have been physically installed in the two Guizhou counties, Qinghai and Tibet, which will undoubtedly improve hospital delivery rates. As mentioned, a pilot short course on culturally sensitive MCH provision was developed and delivered, with versions in Chinese and Tibetan, and taken up by the MoH. Workshops have been held on the same for health service providers and community stakeholders. A pamphlet on anaemia in Tibetan was developed. A Mother's Handbook was adapted to the Tibetan context, and in the Tibetan language. MCH/FP guidelines and related training materials have been widely disseminated in the project counties.

In Hualong an important achievement of this component has been to successfully involve Islamic religious leaders in health promotion activities. For the purposes of wider dissemination and advocacy, colourful umbrellas and calendars were produced carrying MCH stories and messages. We should also mention the set of extremely useful flash cards which have been produced in Chinese and Tibetan as part of the CPDRC-developed *Culturally Sensitive MCH Counselling Service Guide* for the use of FP outreach workers advising pregnant women, the picture being shown to the client while the counsellor reads information aloud from the back of it. There has also been the attempt to integrate MCH stories and messages into local songs, dramas and art forms, such as in a local drama in Congjiang and through the involvement of a local TV station in Longchuan, Yunnan. We were shown an example of a Dai story-drama exemplifying this in Beijing, and in Yunnan narrowly missed a similar performance by the De'ang. Surely the use of indigenous languages and art forms is an important medium for the relaying of health messages. It must be noted, though, that the Chinese Government has a long history of utilizing local art forms to transmit health and other messages, and that local performance troupes quite often integrate such messages or are asked to do so by local government, so that here the project may have been treading on well-trodden grounds. *It is very needful to approach such messaging with full participatory sensitivities, or local audiences may just ignore them.*

Diagram II : One MCH Flash Card developed for this Component by UNFPA/NPFPC/CPDRC



PREGNANCY

Many unpredictable complications can occur during delivery, such as foetal hypoxia, difficulties with the delivery, high blood pressure, and injury to the birth canal. After delivery there is also potential for complications, both to the mother (such as haemorrhage and infection), and to the newborn (such as difficulties with breathing). Midwives are not able to handle many of the more serious complications, and many complications can occur very suddenly, not allowing time for transit to a hospital.

For this reason it is recommended that women attend a hospital for delivery, where they will have access to advanced life support equipment and sterilised facilities. In addition, experienced doctors and midwives can closely monitor women and newborns for signs of complications.

Note: Miao, Dong, Hui and Jingpo people should be made aware they will be allowed to take the placenta home with them.



UNFPA has also produced a very useful Advocacy Toolkit (*Maternal and Child Health in Ethnic Minority Areas*, CDPF Report No. 6) with 5 handout leaflets, in Chinese and English, for the benefit of health care managers and providers in ethnic minority areas, aimed at encouraging the adoption of culturally sensitive policies in MCH programming in minority areas. This Advocacy Toolkit is particularly to be praised for stressing that ‘Cultures are dynamic, responding to change and internal and external stimuli’, and for noting that while similar challenges exist in the health field for the Han Chinese populations of these regions, dealing with ethnic minorities presents additional cultural complexities, where health messages may well not be understood or be inappropriate. Important recommendations contained in this Toolkit include the need to acknowledge local health knowledge and traditional medicine, to use language sensitively, to disaggregate health data by ethnicity, and (following the recommendation of the 2007 *UN-China Review* mentioned above) to consider a midwifery programme for remote areas of China. Given the synergies which have occurred on this component between the various partner agencies, it is hoped these recommendations will have a wide impact on the MoH.

2.4.2 Other Major Documentary Results

Other major documentary results of this component include the *Culturally Sensitive Maternal and Child Health Counselling Service Guide* (March 2010) developed by CPDRC with UNFPA support, referred to above. This introduces the CDPF programme and provides basic principles for culturally sensitive MCH counselling based on respect for health clients, with topics ranging from the need to listen carefully and respect minority culture to particular advice on diet, the need for folic acid supplements, to avoid

livestock during pregnancy (if only!), recognising danger signs, the benefits of colostrum, hospital fees and exemptions, and so on; a mixture of general commonsensical and culturally oriented behavioural advice with practical technical instructions to impart. It seems an exceptionally useful document and will probably be widely used.

Finally we should stress the importance of the extensive (129pp.) *Training Module on Culturally Sensitive and Community-Based MCH Service Provision* (Trainer's Guide), produced by the NCWCH in collaboration with the Yunnan Health and Development Research Association and MUC and supported by UNFPA. This is a complete training module for a three-day course designed for county and township-level health service providers in ethnic minority areas and has Chinese, Tibetan and English versions (used in the pilot course referred to above). The draft curriculum has been tested in four training sessions in Longchuan (Yunnan), Congjiang (Guizhou), Hualong (Qinghai), and GongbuJiangda (Tibetan Autonomous Region) and has been extensively revised and redrafted after each session. Based on the baseline studies findings, the objectives of this participatory module have been to improve understanding of local beliefs and practices related to MCH; improve health workers' communication skills and attitudes in minority areas; and encourage dialogue around effective MCH promotion strategies between health workers and community-based stakeholders. On the third day of training, community stakeholders (women villagers, village doctors, religious leaders etc.) are invited to participate; sessions are designed to encourage direct constructive discussions between providers and community members. Instead of theoretical explanations about client-friendly or culturally-sensitive approaches, the module is designed to provide concrete examples and practical skills in order to meet the needs of local level MCH staff. MOH and UNFPA have decided to expand this training in the framework of the 7th. Regular UNFPA-China Country Program (2011-2015) in 2 CDPF sites (Longchuan and Gyamda) and a new pilot site (Nanjian County, Yunnan). This training will be delivered to all local service providers through a TOT/cascade training intervention. The scaling up of this training in other ethnic minority areas of China may be the next step. This is a very major achievement and will add considerably to the sustainability of this component.

2.4.3 Notes from Field Visit

In our visits to Zhefang Township Hospital in Yunnan (which reported a 97% hospital delivery rate) and interviews with health service providers at the county seat we were surprised to learn that they had had a maternity waiting room for some years and indeed this seemed to be common practice in remote areas. However there was nobody in it except for a new mother with her family. It seemed to us that international MCH policy may be generally predicated on the assumption that it is normally single patients who visit hospitals, which is of course not the case in China nor in many other countries. Thus the otherwise excellent *Culturally Sensitive MCH Counselling Service Guide*, while advising women to come to consultations with their husbands, is still addressed exclusively to an individual 'client'. The qualitative survey of MCH uptake recently commissioned from the MUC laudably includes in its inception proposal ('Research Instruments') not just women but also their husbands and parents among its research

subjects, but this may still not yet be very common. *In future health planning for China, particularly but not only in ethnic minority areas, it may be advisable to consider that it is whole families who often present themselves for treatment, rather than single individuals.* We were told, for example, that if a pregnant woman came to hospital who could not speak Chinese, she would be sure to have at least one family member or friend with her who was fluent in Chinese. Indeed, the relatively high rate of home deliveries in some project areas may be partly attributable to the lack of such a family member or friend.

Although infectious diseases were rare, the exigencies of the health service in remote areas noted in the MUC *Study on Traditional Beliefs and Practices* were clearly evident at this hospital. They have only sixty beds with fifty-eight staff including nurses (doctors numbered seventeen) for a total township population of some 400,000, swelled by an estimated 200,000 more from surrounding areas. We were also surprised to learn that patients (Dai, Jingpo, and Chinese) included many from Burma who were treated as normal patients. Ms. Zhang who works out of the MCH hospital in Mangshi through this hospital for this component joined us for this meeting (we had already met with her at the county seat) and had taken part in a UNICEF technical training session in Mangshi and two national training sessions which she said she continually passed on in further cascade trainings. She thought the training was extremely valuable but much too short; they needed much more of it, she said, and this was a common perception in all components.

2.5 Cultural Heritage Protection and Utilization

Main Activities	Assessment
Cultural mapping by villagers undertaken; cultural calendars and archive established; revivals of traditional cultural activities; establishment of village museum; ecological conservation training; contributions to local biodiversity indicators and conservation; agricultural system studied in depth in a participatory way and established as GIAHS.	New awareness of importance of cultural heritage among villagers and local policy makers; commendable efforts to involve women; important local models and pilots established; admirable cooperation of natural scientists with cultural specialists; rich documentary and visual results; excellent C&A strategy and M&E arrangements. Lack of linkages with tourism output regrettable; cultural mapping intrinsic to other outputs and synergies could be strengthened in future activities. Some local funding and ownership issues; could run for a further 6 months. Highly innovative and creative.

In many ways this Output (2.1) has been the most innovative and creative part of this programme and has succeeded greatly in contributing to a new awareness of the importance of cultural heritage at the local level and the ways in which it can be dynamically conserved. Building on a number of previous initiatives such as the

Norwegian Government's 2002-2004 eco-museum project in Guizhou, five small-scale participatory projects by the Ford Foundation addressing cultural preservation in Yunnan, the nationwide SACH census (2007-2010), and work by the Institute of Geographical Sciences and Natural Resources Research (IGSNRR) on the FAO's Globally Important Agricultural Heritage Systems (GIAHS) programme initiated in 2002, this component has for operational reasons concentrated on one county, Congjiang in Guizhou, and has had three major elements; the cultural mapping project, a museums project, and the 'agro-cultural' project.²¹ In theory the three elements should be highly compatible since the results of the cultural mapping would inform a local cultural archive on which museum exhibitions could be based, while the methodology of the GIAHS programme stresses the dynamic conservation of harmonious local ecosystems and the need to collect aspects of traditional knowledge such as folk lore, stories and songs in addition to technical agricultural data. As the GIAHS Handbook puts it, 'two aspects of traditional knowledge are relevant; 1) management practices based on ecological knowledge; and 2) social mechanisms (rituals, folklore, ceremonies), social organization, customary law and decision-making that support those management practices', so that agricultural researchers are themselves expected to collect cultural data.²² UNESCO has been the lead agency working together with the State Administration of Cultural heritage (SACH) as the government lead agency, the Beijing Cultural Heritage Protection Centre (CHP) and the National Museum of Ethnology (NME), while FAO has collaborated with IGSNRR of the Chinese Academy of Science (CAS) and the Ministry of Agriculture (MoA) for the agrarian element. MoA cooperated in establishing and applying a system of local biodiversity indicators and the county government has now set up its own biodiversity conservation board.

2.5.1 Site Selection

For the cultural mapping, although originally it was only planned to target five villages, CHP identified four Dong villages (Zaimen, Xiaohuang and Gaozeng, Zengchong), three Miao villages (Biasha, Dangweng, Baijiu), two Zhuang villages (Xiayao, Gandong) and one Yao village (Gaojiao). Later a Shui village was added; Gaoliang. Criteria for their selection included to cover a range of ethnic diversity and places where some cultural specialty, such as the Dong singing for which Xiaohuang is famous, or Dong drum towers, existed, and where cultural traditions might be under threat from outside forces.²³ As the Year One report on this output noted, two sites were specifically chosen to overlap with the agro-cultural element, and previous work by IGSNRR was an important factor in the choice of Congjiang itself. Under the management of Ms. Wang Xiaowang of CHP, the local coordinator has been the Deputy Director of the United Front Department of Congjiang County and keen amateur photographer, Mr. Liang Quankang, under whom

²¹ This output had the second to smallest funding, and among the most complicated criteria for site selection. After the MDG funding was half that applied for attempts were made to reduce sites but in some cases local expectations had already been raised which could not be disappointed.

²² From *A Methodological Framework for Dynamic Conservation of Agricultural Heritage Systems*, Parviz Koochafkan and Miguel Altieri GIAHS Initiative, FAO.

²³ Dong 'Grand Songs' have been on UNESCO's Intangible Cultural Heritage Representative list since 2009. Again, China has its own list of national intangible inheritance items with slightly different criteria.

twelve village Cultural Mapping Recorders and local volunteers have assiduously collected local cultural data, composed ethnic calendars and visual materials for a Congjiang Cultural Archive, following the Mengma Archive project for the Dai people previously undertaken by CHP. ‘Seed players’ were identified among the local elite who received training and later became recorders or volunteers.²⁴

Agricultural Heritage Preservation sites were chosen in Xiaohuang and Zengchong (exemplifying the Fish Rice System); Zhanli (for its examples of glutinous rice planting); Biasha (for its traditional forestry system); Pingzheng (exemplifying a variant Rice-Fish-Duck System); Jiajiu (for the origin of small black-Eared pigs); and Jiabang (for its rice terracing landscape). Cultural mapping activities therefore took place together with agricultural research and recording and technical assistance activities in Xiaohuang, Zengchong, and Biasha, while the latter coincided with the cultural tourism output (2.2) in Zhanli village alone.

Due to budgetary constraints and local conditions, the museum enhancement element could only take place in Xiaohuang, and Xiaohuang was therefore the only site where all three elements under this component took place simultaneously. The Year One report noted the slowness of the museum element and the need for more coordination with other components. Xiaohuang was chosen for precisely these reasons, in order to be able to coordinate with the other two components. Guizhou is in fact peppered with similar ethnic museums from the provincial capital down to folk or community museums at the village level, and it may need more time for the concept of a living museum or a ‘museum without walls’, to take institutional root. While initial coordination between the three elements of this component, therefore, may not have been all that was hoped for, nevertheless important local pilots and models have been established which will serve as guidelines for future interventions and grassroots villager efforts to understand and value and treasure their culture.

2.5.2 Agro-Cultural Element

To China’s three GIAHS of rice-terracing, associated with the Hani people of Yunnan province, traditional rice varieties associated with an area in Jiangxi province, and the widespread rice-fish system pinpointed to a location in Zhejiang, the IGSNRR team have now (in 2010) been able to add the integrated rice-duck-fish system they associate with the Dong people of Congjiang county. It should be noted there are some differences between the FAO GIAHS programme and China’s own Agricultural Heritage Systems agenda. What is of interest here is how compatible the approaches of these natural scientists and those of the culturally oriented museum and mapping activists are, since the concept of GIAHS is specifically about ‘a living, evolving system of human communities in an intricate relationship with their territory, cultural or agricultural landscape or biophysical and wider social environment’.²⁵ Certainly the cultural mapping exercises

²⁴ This is said to be the first cultural mapping project UNECO has undertaken at county level, and has had a real impact on village life.

²⁵ Min Qingwen, Sun Yehong, Si Yuanyuan ‘GIAHS Project and its Implementation in China’, *Journal of Resources and Ecology* 1.1. March 2010.

should have enabled the agro-cultural researchers to integrate cultural data into their own technical systems models more efficiently, and the recorders were of assistance in visually documenting sites and processes of agricultural importance. A draft Master Plan for agro-cultural conservation is currently being finalized for the county as a whole. At the June 9-12 International Forum on GIAHS in Beijing, the Congjiang People's Government was one of eleven co-organizers and co-sponsors, listing Xiaohuang village as their assistant pilot site.

2.5.3 Documentary and Other Achievements

The component has produced astonishingly rich results in the form of newspaper articles, films, and reports of all kinds and should receive great praise for its C&A strategy as well as its M&E arrangements.²⁶ The International Channel Shanghai (Wings Media, Shanghai Media Group) with UNESCO, CHP, GACH and the Congjiang Government, produced a charming and informative documentary about the cultural mapping in Congjiang. The film was broadcast on CCTV's international channel 9 on 7 October 2011. CCTV-7 produced and broadcast another film on the GIAHS rice-fish-duck system. Numerous articles have appeared on the rice-fish-duck and rice-fish systems in Congjiang by members of the agro-culture research team, in journals like *Resources Science*, *Journal of Resources and Ecology*, *Geographical Research*, *Chinese Journal of Applied Ecology*, *China Population, Resources and Environment*, and *Chinese Journal of Eco-Agriculture*. A *Practical Guide to Community Cultural Mapping* has also been produced although we did not inspect this. What has now become a well-known success story under this element is how the programme encouraged the Miao villagers of Baijiu to first identify (through cultural mapping) a traditional bull-fighting ring which a road had destroyed and then re-establish it with such success that it now draws an average of 20,000 spectators and tourists each time, has attracted out-migrants back to the village and has revitalized the local livestock market. There are similar examples of striking success such as the revival of local 'friendship banquets' in Baijiu and Zengchong and setting up of Dong singing groups. The component well exceeded its publication targets and also its training targets, with the agro-cultural element for instance training more than two hundred local stakeholders in conservation and development methods.

2.5.4 Importance of Cultural Mapping

It seemed to us that cultural mapping is such an intrinsically important and participatory activity that it should not only have been at the basis of the museum enhancement and agro-cultural elements but also supplied an important basis for the establishment of other cultural crafts and tourism enterprises. The agencies did make strenuous efforts to include cultural tourism villages like Yintan under the component but the multiplicity of JP agencies with different agendas and procedures made this very difficult. Indeed in the villages visited where tourist associations had been set up (2.2), we found that villagers had to some extent found it necessary to undertake their own unsystematic forms of cultural mapping process without the benefit of any formal training. Moreover, some of

²⁶ See also Output 2.1 *Implementation Guidelines* (CDPF No. 14).

the agro-cultural publications also specifically deal with the advantages of traditional ecosystems for the purposes of encouraging cultural tourism and clearly the CDPF was planned (as regards Outcome 2) in such a way that 2.1 might lead to both 2.2 and 2.3. *The synergies between tourism, the local appreciation of culture, traditional agriculture and work opportunities are vital and could be strengthened more consciously in future inputs, while of course forms of local cultural mapping could in addition have been used in such a way as to contribute to both the educational component (where children and teachers were consulting local elders in the production of cultural textbooks) and to the understandings of traditional cultural attitudes and perceptions required under the MC health component.*

2.5.5 Field Issues

An issue thrown up by previous reviews and the impressive number of mission reports on this component was the difficulty of engaging woman recorders, largely on account of their lack of Chinese literacy skills, but this had been consciously addressed and remedied in the second half of the project. Women subsequently received special attention in project implementation and self-organized singing groups. On our field visit to Congjiang local stakeholders constantly assured us that they now saw no contradictions between ‘culture’ and ‘development’ and indeed had been enabled through the project to understand how one could support the other. At the same time it is clear that there are sometimes very different understandings of what culture is composed of. As anthropologists we were interested to find out if villagers had tried to record their genealogies and indeed in some areas they had although they did not seem to see this as part of their cultural mapping activities. There was some difficulty, and ambiguity, in determining to what extent what is categorized as ‘religion’ and what is categorized as ‘superstition’ formed a part of the ‘culture’ which they thought this project wanted to support and which might be harnessed for the purpose of presentation to the outside world. Recorders assured us that they were indeed noting and recording aspects of religious activities and in both Guizhou and Yunnan, when discussing definitions of culture, it was the village party secretary who mentioned that it should include death customs (two separate cases). In Leishan, we were told that local culture should also include the traditional medical herbal system. As a local cultural expert, Mr. Liang as well as several recorders, appeared passionately devoted to the cause of recording and conserving their local culture.²⁷ However, there were heated discussions about the provincial road project which was felt to be threatening to local culture, and about the issue of replacing traditional wooden houses with more sturdy and fire-proof structures. Villagers consistently appreciated the effects of the project and the training they had received and just wished there could have been more of it. Regarding the revival of the bull-fight, it was stressed to us that villagers had used their own money for it, although the project also provided some financial assistance. Mr. Liang complained that villagers had misunderstood the project and constantly requested payments. Certainly some more local funding might have been made available initially as advised in the Year One report, and according to the mission reports such funding was arranged; fees for recorders and

²⁷ See for instance ‘Gaozeng! My Home!’ by Yang Tongrong, the Gaozeng Village Recorder, in the *Congjiang Cultural mapping Project Mid-Term Progress Report* (CDPF Report No. 15).

some funds for running costs were made available. However, there is clearly a tension here between the desire of Beijing policy-makers to encourage villagers to help themselves, according to their own ideas, and the feelings of villagers that they ought to be recompensed for their time. Too much funding will stifle local initiative and lead to passive acquiescence in project activities; too little funding may lead to a loss of participation altogether. As the sixth Mission Report on this element put it (March 4-8, 2010), ‘too little is not appropriate, too much is not affordable’. In a situation where it is often felt that outsiders have no understanding of local culture whatever, exactly the right balance must be struck. We were told that initially photographs had been taken which villagers were not given copies of, and that once it had been realized this was a problem and the problem had been addressed through returning D-ROMS of films and photos, villager and recorder participation was much enhanced. Even so, some concern was expressed to us about the ultimate ownership of the results of the recorders’ activities (like the cultural archive). These local issues could all be easily addressed and the sustainability of the initiative in its present project sites assured if only the project had a little more time to run, perhaps six months to a year. For example, one recorder told us he wished to transcribe the words of Dong songs for the sake of future generations, a job he estimated it would take them (several dozens of people) only a week, but they would need payment for this.²⁸ If this is not possible, the component will still have been extremely valuable in pointing the way towards innovative and creative new models and methodologies for assuring the protection of local cultural heritage.

2.6 Culture-based Livelihoods and Employment

Main Activities	Assessment
Research studies conducted on local labour opportunities; equal opportunity awareness disseminated; training to labor officials on international standards and national legislation; trainings on unequal access; specific and wide-ranging policy recommendations. Inclusion and poverty issues directly addressed through identification of new culture-based employment opportunities for ethnic minorities.	Has combined research with training and public dissemination activities successfully; major impact on thinking and attitudes among local labour bureaux and other officials involved in ethnic minority employment issues. Local employment opportunities expanded; full attention paid to migration issues. Exclusive focus on ethnic minorities tends to exclude partnerships with Han and impoverished local Han populations.

Three separate Outputs (1.4, 2.2 and 2.3) have addressed issues of unequal access in **Employment** for ethnic minorities and the creation of new culturally based opportunities for employment particularly in the fields of tourism, and minority arts and crafts. With the smallest amount of funding, Output 1.4 has sought to address unequal access to

²⁸ Some care needs to be taken with supporting this sort of activity, though, since ethno-musicological projects like that of Catherine Ingram at the Melbourne Conservatorium of Music have already transcribed and analysed many thousands of Dong songs and there have been quite extensive publications by Guizhou Nationalities Press.

employment for ethnic minorities and explore how minorities can be better included through culture-based economic empowerment and non-discrimination. The lead agency has been the ILO working with the Ministry of Human Resources and Social Security (MOHRSS), supported by UNESCO with the Chinese Academy of Social Science (CASS), and it has covered the four counties in Guizhou and Yunnan. The main activities have been to supply training to labour officials on international standards and national legislation (under the budget for 2.3), disseminate awareness of the concepts of non-discrimination and equal opportunity among labour officials and other relevant stakeholders, make available quality data on ethnic minority employment, establish sustainable mechanisms for the exchange of information and training on anti-discrimination, and prepare policy recommendations to decrease cultural and linguistic barriers and increase ethnic minority employment. Training targets and targets for the dissemination of training materials have been well exceeded.

ILO with MOHRSS has also been the lead agency in Output 2.3 (Crafts Sector Development) and research findings and surveys under this output have therefore inevitably overlapped with some of those from output 2.3, while inasmuch as tourism has formed an arena of employment seriously considered under this output it has also had important synergies with output 2.2 (Cultural Tourism). This output (1.4) has combined training with research in a way which from our field interviews seems to have had a quite major impact on thinking and attitudes among local labour bureau and other officials concerned with ethnic minority employment issues. At Congjiang a county labour official said that the workshops for creating business opportunities and ending prejudices in employment had helped enterprises increase their capacities in market competition, and noted that several enterprises had hired more people after the workshops. They had benefited greatly from the instructional approaches and textual materials used in the workshops. However, they did feel that the time period had been too short, and that the criteria for selecting trainees had been too narrow. Other interviews also highlighted the dissatisfaction felt at only being able to include the members of ethnic minorities, which effectively excluded local businesses where there were partnerships between ethnic minorities and Han or where such partnerships might be created. *Some thought might be given to widening the selection for trainees in such workshops and seminars in the future.*

Among the research results of this component have been an impressive *Report on Employment and Training in Ethnic Minority Areas in Yunnan and Guizhou Provinces* prepared for the ILO by China Association of Workers' Education and Vocational Training (CAWE) experts and the provincial bureaus of training and employment. This contains basic information on rural migration, the opportunities available for vocational training, how business start-up training mechanisms can be strengthened, and employment promotion strategies, besides recommendations for further studies and training and the establishment of special provincial funds for orderly labour migration. The Institute of Ethnology and Anthropology at CASS also produced Annual Reports in 2008-9 on *Labour Employment and Social Inclusion in Ethnic Areas under Different Language and Cultural Backgrounds* in Leishan in Guizhou and Longchuan in Yunnan, with some basic cultural information, short case studies of enterprises such as Gu Yongzhong's silver company and Yang Ani's embroidery cooperative, both in Xijiang

town in Leishan, and pays some attention to alternative models for cultural tourism enterprises; the work point system, the government-plus-villager household system, and the stock share model, which correspond rather well to the three recent phases of China's economy. These reports note how in one case tourism has transformed a single crop-farming economy into a multi-mode economy including farmer hostels, tourism and animal husbandry. Both reports pay attention to the local education system in a way relevant also to Output 1.2. Further relevant reports and activities on ethnic minority employment opportunities in the cultural field were produced under Output 2.3.

2.6.1 Cultural Tourism

Main Activities	Assessment
Training in culture-based tourism development and resource management to local government officials, community leaders and civil society representatives; adaptation, translation and testing of community-based tourism manual; establishment and strengthening of local cultural tourism villager community associations.	Combinations of some training with activities under output 1.1 has proved successful; strong villager enthusiasm for this component; some informal cultural mapping activities had taken place which could be formalised in further activities. There is some fragility of these associations in the light of outside plans for tourism development so they may merit some continued support (see Output 1.1) of the kind now committed to by both Guizhou and Yunnan Ethnic Affairs Commissions.

Output 2.2 – Cultural Tourism has as we have seen to some extent had its training activities combined with Output 1.1 (Good Governance) and has shared some training materials with that output, although it would more appropriately have been sequentially combined with the cultural mapping activities under Output 2.1. This was partly because the agencies were the same, partly for reasons of cost and time saving, but also because some of the seven village tourist associations established in a participatory way under this output have formed partners in the platforms for exchange between government, village and civil society actors initiated under Output 1.1. UNDP has been the lead UN agency with the China International Centre for Economic and Technical Exchange (CICETE), supported by UNESCO with SEAC, and the component has affected the 4 counties in both Guizhou and Yunnan. As described in Zheng Ben-Fa's excellent report of 15 September 2009, it was during the two training sessions in August 2009 that a process of competitive bidding for pilot sites was enabled by SEAC which resulted in the following villages being selected for potential community tourism development; for Guizhou, Wudong and Nanmeng (Miao) villages in Leishan, Yintan and Zhanli (Dong) villages in Congjiang; for Yunnan, the Christian Jingpo (Zaiwa) village of Guangshan and the (Achang) villages of Xinzhai-Mangdan in Husa township of Longchuan, and the (De'ang) village of Chudonghua in Mangshi. Yintan had been an 'eco-village' since 2002. The Year One report gives a good description of most of these villages and assesses their relative

potential for cultural tourism development. The selection criteria developed by all UN and national agencies under this output for these villages were as follows;

- Potential for tourism development (such as unique natural and ethnic cultural resources)
- Community enthusiasm in joining the program
- Community capacity and experiences in program implementation (without excessive attention and intervention under other on-going programs)
- Relatively convenient location and transportation conditions
- Close to other ethnic villages, with possibility to develop a cross-village trail
- Cultural diversity in ethnic minority areas
- Local government support and consistency with local tourism development plan
- Basic rural infrastructure facilities available

Of these, we were able to visit Wudong in Guizhou, and Guangshan and Chudonggua in Yunnan.

2.6.2 Field Observations

Coupled with 1.1, extensive training in community-based tourism has been given to local government officials, community leaders and civil society representatives as we have discussed, together with the translation and testing of the UNESCO Community-Based Tourism Capacity Building Handbook. The seven village tourist associations have been set up and registered as planned and from our field visits we would say there is strong village enthusiasm for these activities coupled as always with a desire for further training and inputs. It must be recognised that tourism is affecting almost every ethnic minority area and that villagers are in general keen to be involved in it and receive some direct benefits from it. In every village we visited villagers were setting up Nongjiale or farmers' hostels for potential visitors. It should also be recognised that counties and provinces have for many years had their own tourism master plans and that in the face of the fragility of local village-level tourist initiatives the community associations and exchange platforms developed under this component are extremely important. In Wudong (Guizhou) we were told that the villagers had wanted to establish an association but had no idea how to do it. They had found the programme really useful for that reason. Their highly successful village green vegetable business had been relatively easy since they felt they knew about buying and selling but project training in accountancy and management had been crucial in their capacity to establish a legitimate local tourist association.²⁹ What was encouraging was that they saw this as a new way to make a livelihood while preserving aspects of their traditional culture; that is, there are good grounds to hope that project inputs will have enabled them to resist the more destructive effects of the cultural commodification commonly brought about by the impact of unplanned tourism. Their tourism development plan included the Nongjiale, training women in embroidery, developing their *lusheng* music, installing garbage bins and toilets, and establishing a tea museum. Clearly some process of informal cultural mapping had

²⁹ *Minzu wenhua luyou fazhan xiehui* could in fact be translated as Minority Culture Tourism Development Association as easily as Culture-Based Ethnic Tourism Association.

been necessary for them to arrive at what aspects of their culture they wished to preserve and present. We received similar reactions from Chudonggua where many current visitors are their relatives from Burma. Visiting a very well set up household demonstrating traditional waving techniques, the weaving mistress lovingly showed us traditional fabrics she would never sell to tourists, she said. According to one plan drawn up by this association, they would open a peasant household demonstration restaurant, establish the tourist association, build five waste bins, purchase a traditional loom for a handicrafts exhibition, establish large livestock farms, set up a demonstration tea household and undertake literacy and English training for tourist guides; they were also working on tourist trails. This plan, however (dated 31st. March 2011), was slightly different from the one we were told SEAC endorsed, which covered ethnic museum, traditional house, green food, tea art hall, folk song and dance, a handicrafts demonstration hall and a self-driving camp. In discussions in Guangshan it became clear that the township government had its own plans together with those of the county since some ‘outsiders’ were campaigning to buy village land to develop a tourist enterprise which they would then hire the villagers for on a household basis. Members of the tourist association told us firmly that while they must follow the local government plans it should be their association which would manage future tourism developments in the village. Zheng’s report warned in its penultimate sentence that the ‘As the tourism industry is an integrated industry, it requires help of relevant departments and the government’s full support (not only the Ethnic Affairs Commission)’. Therefore, what is crucial here is the platforms for exchange which have been developed, in which these community associations partner. It is encouraging that both the associations and the exchange platforms which have been developed appear to be highly regarded by both local communities and government. *In terms of the brevity of time the associations have had to develop and establish themselves, and the overwhelming strength of centrally-driven provincial and county plans for the development of tourism, it seems to us that the platforms for exchange between different agents will require some further support in future years, and the commitment of both Guizhou and Yunnan Ethnic Affairs Commissions to provide further technical and financial support to the associations for three to five years is an welcome sign that some such assistance will be available.*

2.6.3 Crafts Sector Development

Main Activities	Assessment
<p>Training for local entrepreneurs and small businesses; product development training; local crafts associations established and strengthened; product designs and marketability improved; employment opportunities increased and women's participation in cultural enterprises improved. Participatory crafts training workshop materials disseminated, resulting in enhanced awareness of culture-based economic opportunities among local stakeholders. Major reports and studies undertaken. Important promotional events raising public awareness, broadening market channels and enhancing community pride in cultural products.</p>	<p>Extremely valuable baseline needs assessments and crafts employment surveys undertaken and joint work matrix produced; VCD analysis and training useful and appropriate in increasing market awareness and professionalization of business skills; UNESCO Awards received and Expo participation a sign of this. Some quite successful businesses have been targeted, while some minorities have successfully created non-cultural work opportunities for themselves. No credit component was included which seems a lack for small start-up enterprises. However some reports under this component specify that the need has been for knowledge and training rather than financial inputs; more research on this issue may be needed.</p>

Output 2.3 – Crafts Sector Development while seeming to follow naturally from Outputs 2.1 and 2.2, has to some extent combined with the more policy-oriented Output 1.4 in terms of training exercises and some studies commissioned. ILO has been the lead agency with MOHRSS as the national partner, supported by UNDP with CICETE and SEAC, UNIDO with SEAC, and UNESCO with SEAC and CACA as implementing agencies. Based on a joint mission by UN agencies and SEAC in April 2009, pilot sites for crafts development were selected in Leishan (Guizhou) and Longchuan (Yunnan) while other sites for the UNESCO AWARDS of Excellence crafts training have included Congjiang in Guizhou and Mangshi in Yunnan. An excellent initial ethnic crafts training needs and baseline assessment was undertaken by Mr. Joseph Lo and CACA in August-September 2009, which have proved strong partners with UNESCO. An output joint work matrix was developed by Joseph Lo in consultation with UN Agencies and their national partners to guide the work of the various partners involved in this output.³⁰ CACA then conducted an expert series of participatory crafts surveys in Leishan and Longchuan in September 2009, April 2010 and February-March of 2011.

Baseline survey and needs assessment were carried out for local crafts associations in Leishan County and Longchuan County by the Qiandongnan Prefecture Cultural Institute and the Yunnan Academy of Social Sciences, respectively, engaged by UNDP, CICETE and SEAC. Based on the survey findings, Leishan County Miao Embroidery Association, Longchuan County Husa Knife Association, and Longchuan County Ethnic Crafts and

³⁰ This constitutes a valuable tool with potentials for joint implementation.

Accessories Association were established and supported. Need-based trainings, study tours and exchange activities provided opportunities for the crafts associations and artisans to learn and share experiences, enhance their institutional and management capacity to run the associations, and improve the technical skills of craftsmen. The membership of the crafts associations expanded significantly from the time of their establishment to the programme's closure, and most members reported increased income after joining the associations. These local crafts associations, similarly to the tourism community associations, have acted as partners in a platform of exchange which brought together local crafts people, in particular women, and enabled them to participate in local development processes in a more organized way. Technical and institutional capacity building and the introduction to such practices as undertaking collective bidding, procurements, production and sales, have enhanced their general capabilities for self-guided development.

A training strategy for business development services providing technical assistance to young and women entrepreneurs in creative industries was developed for marketing, product design and quality upgrading. The strategy was developed in consultation with SEAC and the UNIDO national experts linking UNESCO's AWARD of Excellence for Handicrafts program. Based on the training needs assessment conducted under the creative industries technical expert's UNESCO assignment, a technical Training of Trainers/instructors workshops (ToTs) was conducted in Guizhou (Leishan) for capacity building in the arts and crafts sectors, i.e. for product development and design.

General recommendations from the CACA surveys mentioned above have been for one responsible government department to take overall control of minority crafts development, for the establishment of local crafts cooperatives and associations, that often-threatened traditional craft occupations should be formalized and professionalized, and that standardized and professional raw material distribution systems needed to be established. One particular recommendation in their main report was that flexible loan and finance systems should be established for small enterprises since only 23.71% of respondents had access to bank or credit union loans while 41% of them reported difficulty in financing their ventures.³¹

A special Consultant report was also commissioned by UNIDO from Dr. Zhen Ye which recommended not only the establishment of a Minority Arts and Crafts association (MACA) but also supplied a full implementation plan covering a range of minority crafts, and similarly advises a credit programme. This report included extensive findings on supply, entrepreneurship, means of sales, marketing, intellectual property, product development, and the institutional environment, noting overlapping governance and to some extent different priorities between SEAC and MoC.³² The report by Yang Zhaolin (*Baseline Surveys Report on Design and Quality of Ethnic Handicrafts*) which covered all four project counties in Guizhou and Yunnan under Output 1.4 has overlapped with these results and should also be mentioned here. The skills he notes are Miao embroidery, brocade, jewelry and ornaments, and architecture, Dong wooden architecture, Achang

³¹ CDPF Publication XX; *Chinese Ethnic Minority Participatory Artisan Survey and Needs Assessment Report 2009/2010 of Leishan County, Guizhou Province and Longchuan County, Yunnan Province*.

³² *Market Assessment of the Creative Industries Sector*, 21 January 2010.

Husa knives, and Dai paper cutting. Others also listed as National Intangible Heritage items included Miao, Dong, Dai, De'ang, Achang and Jingpo dances and festivals, and he includes recommendations for AWARDS of Excellence candidates.

The reports produced by MOHRSS with ILO on Local Economic development (LED) and Value Chain Analysis (VCA) on Miao silver and Achang ‘Husa’ knives respectively are remarkable in describing clearly the process of market analysis, participatory data collection, and SWOT (strengths-weaknesses-opportunities- threats) analysis under which local artisans and entrepreneurs have received SIYB training in marketing skills and techniques of improving their products which took place from 2009 onwards in two phases in Leishan and Longchuan.³³ VC development analysis is a methodology intended to provide technical support for industrial development, promote local economic growth, enhance the competitiveness of enterprises, and promote active employment. It aims at enhancing the overall competitiveness of small and medium-sized enterprises and self-employed entrepreneurs entering the market, locating further employment opportunities, and increase local employment rates through enlarging the range of employment opportunities. Altogether more than sixty-five new product designs have been created, and over sixty artisans or small business owners have been trained in SIYB aspects of business development including marketing quality and business management. One hundred local stakeholders and ethnic minority crafts workers have additionally been trained in product development, emphasising the balance between criteria of authenticity, innovation, marketing, product quality and artisan well-being. The culturally sensitive understanding of 130 local stakeholders of the local crafts employment situation, has been improved and awareness among stakeholders of the role of cultural traditions in economic development increased through this component. Based on comprehensive baseline survey and needs assessments, three county-level crafts associations have also been established and strengthened with support from UNDP, CICETE, and SEAC, and the number of jobs is reported to have increased by 52.3% in enterprises supported by the programme while women’s employment rates in those enterprises had increased by 63%.

2.6.4 Issues

Some of the problems of excluding non-ethnic minority members who might be partners with ethnic minorities from these training exercises have been noted above (and were raised to us by local labour and social security bureau officials during our field visit). The data collected under this component is superlatively valuable and the training supplied has clearly been more than valuable in enabling local arts and crafts workers to become market conscious and capable. Some suggestions, such as replacing the reeds of the Miao *lusheng* musical instrument with metal ones in the CASS report, are clearly out of tune with local cultural priorities (and musical appreciation) but the suggestions to distinguish different kinds of market for different kinds of product (local embroidery and knife markets as opposed to tourist ones for instance) are helpful and enabling for local businesses and craftspeople. The VCD analysis itself is a marvelous tool for enabling an awareness of the need for associations and networks and linkages between craftspeople,

³³ *Value Chain Development Analysis Report on Miao Silver Ornament Industry in Leishan, Guizhou and VCD Analysis Report on Husa Knife Industry in Longchuan, Yunnan (on DVD).*

for branding and trade marks, the improvement of products and general professionalization.

It seems clear from the ILO reports that, as with the Husa knives of the Achang people in Yunnan, many traditionally successful local cultural businesses were first sidelined by the socialist economy of the 1960s, and then found themselves incapable or struggling to survive in the new market socialist economy ushered in from the 1980s. The Husa knife industry was, in the words of one of the ILO reports, ‘like a simple-minded child’. Yet it must also be noted that these are quite high-profile cultural industries, and that some of them have been quite successful. Miao silver is sold by more than ten shops (CASS report) and exported all over the world. Miao silversmiths have left the country of Leishan and set up shops in Beijing and Gunagdong and elsewhere, like the Dong singing troupes. While they may be floundering today as regards wider sales markets, for a number of reasons such as knife control restrictions, Husa knives were formerly exported to Tibet, Burma and North India. Two local entrepreneurs supported by this component (in Miao silver and Husa knives) we interviewed during field visits reported turnovers of 5-6 million CNY per year and when asked what funds they would like to borrow if they could, said 2 million CNY unprompted. *There is no harm in picking high-profile local creative industries for professional development, but at the same time it is important not to overlook other flourishing local businesses of not quite so eye-catching a nature, such as the trade in Dai dresses in Mangshi which is reportedly carried on by Shan businesswomen from Burma who have used their sojourns in Thailand to import Thailand-style patterns for the local market.*³⁴ Again, while clearly there have been huge benefits from the support and training received, it is important not to overlook the extent of local economic agency, not necessarily of a cultural nature, among ethnic minorities there often is and which may already exist. A case in point was the successful green vegetable industry in Wudong Miao village of Leishan, or a local Yao herbal steam bath business started up in the Congjiang county seat. *The lack of a credit component also seemed a loss to us.* The ILO now relies on local government rural credit cooroperatuve schemes to make such credit available to its truanees, but such credit is limited and difficultto access. Entrepreneurs we talked to claimed they only borrowed from short-term family and friends but it is very likely they must also have occasional recourse to the exorbitant high-interest rate local unofficial moneylenders who flourish in China today, while a limited amount of credit would enable smaller enterprises to start up and prosper. All those we interviewed mentioned the need for credit, although this was not always at the micro-level; in Leishan we were told the Mao embroidery business could not accept large orders of above ¥10,000 (for festivals and large-scale tourist performances for instance) even with some twenty local workers and more doing piecework in surrounding villages, simply because of the lack of capital. *At the same time some of the ILO reports specifically declare that the most pressing need is not for money, but for business know-how and technical marketing abilities* (‘Better to train than to give money. Awareness,

³⁴ Shan, Dai, and Thai, are closely related peoples. See Aranya Siriphon, ‘Dress and Cultural Strategy : Tai Peddlers in Transnational Trade along the Burma-Yunnan Frontier’, *Asian Ethnicity* 8. 3. 2007.

*ideas, and execution problems, not really money') so there may be a need for more research on this.*³⁵

2.6.5 Public Advocacy and Awards

With support from UNDP, UNIDO, CICETE and SEAC, ethnic crafts products and community representatives from pilot communities under the CDPF and the UNDP Minority Poverty Reduction programme participated in international and national public promotional events, such as the 2010 Shanghai World Expo and the 2011 China-Eurasia Expo in Urumqi, contributing to the public awareness of ethnic cultural diversity and cultural products, broadening market channels and building community pride in their cultural values and identities. A very pleasing achievement under this component has been the receipt of UNESCO Awards for Excellence by nine CDPF beneficiaries out of twenty-six awards made in all, and out of 126 submitted by China, after the 2010 East Asia AWARD of Excellence for Handicrafts evaluation took place in Beijing in September of that year. They included awards for a Dai kitchen kit and two Dai bamboo baskets, a red sandalwood Achang broadsword, a Dong table runner, a Miao silver bookmark, and three Tibetan awards for a ‘set of wooden handicrafts with gold fish patterns’, a toy snow lion set, and a wooden Zang Kang Da.

2.7 Notes on Thematic Issues

2.7.1 Note on Institutional Environment

Outputs 2.2 and 2.3 have particularly raised the issue of local policy context and the extent to which different local agencies may have different or overlapping responsibilities for the fields in which interventions take place. Table 3 above (from the CDPF Publication No. 6 on the implementation of basic education policies for ethnic minority children) makes it clear how at the county levels minority education responsibilities are shared not only between SEAC and the MoE but by MoE with the county-level Bureau of Ethnic and Religious Affairs combining the responsibilities of the State Administration of Religious Affairs with those of SEAC, probably representing the United Front Department of the Party which is responsible for ethnic, religious and some overseas affairs. Similarly it is the Bureau of Culture, Sports, Broadcasting and Culture which represents the MoC at county level, combining responsibilities of the State Administrations of Radio, Film and Television and of Sports with Culture. Local definitions of cultural activities are shaped and formed by the interplay between such agencies including provincial bureaus of the Tourism Administration. Reports under Output 2.3 particularly raised the matter of institutional context with regard to SEAC and the MoC, it was also raised under Output 1.2, and the extent to which villagers might be unaware of county tourism plans became clear under Output 2.2. The platforms for exchange and communication between different actors developed under this project form an ideal way for understandings and accommodations to be forged but they are as yet at

³⁵ *Expanding the Husa Knife Industry in Longchuan : Recommendations based on a value chain analysis of the Husa knife*. ILO; Li Mingfu, Dec 2010. We should note that local labour bureaux did link their own micro-credit programmes to SIYB trainees.

an early stage of development after a few years of project intervention. *Future needs and cultural impact assessments probably need to take careful account of these local institutional contexts, and it is possible that some more involvement at the provincial or prefectural level would help to remove potential barriers to local culture-based development initiatives caused by overlapping governances.* We received a particular request to this effect from a member of the prefectural SEAC office in Kaili.

2.7.2 Note on Gender

The Programme document placed particular emphasis on gender targets in this programme. Gender and literacy form major challenges to basic education goals, and gender equality has formed part of the Outcomes for the Education component (1.2). It is particularly women of reproductive age who have been targeted and benefited under Output 1.3 (MCH) which has consciously addressed the issue of gender imbalances and collected data disaggregated by gender and where both culturally and gender appropriate social mobilization strategies have been employed, while under the Governance component (1.1) women have constituted 40% of trainees and empowering women and promoting gender equality (MDG3) has formed an explicit target of this output too. China's Employment Promotion Law of 2008 guarantees the absence of discrimination on grounds of ethnicity, race, physical disability or religious belief, and awareness training in these have formed part of the training seminars in international standards and national employment policies offered under output 1.4. In general we found that strenuous efforts had been made to increase gender awareness on all outputs in this programme and to involve women as fully as possible in activities. A substantial proportion of local craftspeople and entrepreneurs benefited under 2.3 have been women, and women appeared to be well represented in the local community-based tourist initiatives under 2.1. Where an imbalance was observed, as with the recruiting of village recorders under output 2.1, steps were speedily taken to remedy it.

2.7.3 Note on Environment

It has been observed that the sister MDG programme on Climate Change has tackled this all-important issue more directly. As the Programme document noted, however, ‘the impacts of climate change on development in general, and the effect of development strategies on the climate change are inseparable and cannot be ignored’. This programme may be considered to have helped contribute to the resolution of environmental problems in particular through the mapping of traditional ecological knowledge in Output 2.1 where natural scientists have worked with social scientists and local villagers, while the community-based tourism initiatives of Output 2.2 may also be seen as measures likely to sustain traditional eco-friendly practices and the creation of cultural industries under Output 2.3 may have helped to offer alternative livelihoods to those whose agricultural subsistence bases may have been eroded.

2.7.4 Note on Joint Programming

This report began by noting some of the difficulties of implementation this programme has undergone owing to a variety of factors such as reduced initial funding, the world

economic crisis, the many UN and national partner agencies involved, and has noted remarkable successes and sustainable effects despite these handicaps of time and resources and administrative communication. It is important also to note the serious and effective measures taken to resolve some of the latter, which have included the following successful coordination practices established either by the programme as a whole or by individual outputs:

- In addition to PMC and NSC meetings: regular inter-agency meetings and output meetings involving UN agencies and national partners for information sharing and joint planning
- joint missions, including a PMC Co-Chairs mission in April 2010
- jointly agreed pilot sites
- joint workshops, baseline surveys and other activities
- jointly hired consultants
- joint output strategy

3. LEVELS OF ANALYSIS : EVALUATION CRITERIA AND EVALUATION QUESTIONS

This evaluation, as noted in the Introduction, enquired into the original project design, its overall relevance and degree of ownership, its efficiency and effectiveness and its impact and sustainability. In addition to these, we added an important focus on gender and the environment, and a consideration of the programme as operating at different levels of the national, the level of local government, and the level of grassroots villager organisation. Annex 6 contains the formal list of questions addressed at stakeholder meetings.

In addition to the ToR received (Annexe I) we added specific questions concerning the extent to which local communities had been consulted in the programme from design to implementation, the extent to which there were clear indicators and means of verification (MoV) for the M&E strategy, the extent to which national/local partners perceived the programme as their own, the extent to which the programme contributed to the specific goal of the common respect for ‘cultural diversity as the common heritage of humanity’ endorsed by the Thematic Window on Culture and Development, to what extent the programme had resolved the ‘seeming contradiction between culture and development’ raised in the Programme document, and to what extent had the non-minority people within the programme target areas been affected. All questions in the ToR besides these were adequately covered. The following sections in this Report deal with this evaluation’s main findings, the lessons which have been learned, and recommendations.

4. MAIN FINDINGS AND LESSONS LEARNT

This has been a complex and ambitious programme. Its length has been short (three years) and the number of agencies involved has meant that funds have been spread quite thinly over the three years. However, it has accomplished notable successes as a pilot programme, in terms of the replicability of many of its interventions and results for future projects and institutional changes. This is particularly so in the fields of awareness raising and capacity building, owing to the importance of the intervention in tackling the local

perceptions and cultural misapprehensions which often adversely affect the implementation of government policies designed to benefit the members of ethnic minorities. The programme's pioneering of a culture- and rights-based approach to development in relation to ethnic minority issues has been remarkably successful in its impact on policy and beneficiaries.

4.1 Equity, Synergy, and Design

The original MDG goals have been somewhat criticized for not taking fully into account issues in particular of equity, and of synergies between different development areas.³⁶ Culture as such was originally not directly targeted in the original MDG goals but became a part of the eight key development challenges identified under the Millennium Development Goals Achievement Fund later. This programme can be regarded as contributing directly to the issues of equity lacking in the MDG by focusing exclusively on ethnic minorities. The original design into two quite complex outcomes, involving both issues of cultural sensitivity of policies and direct assistance to local beneficiaries, and seven separate outputs in the fields of health, education, employment, cultural heritage, and policy, has raised issues of synergy throughout its implementation, such as the failure to relate the cultural mapping exercise in component 2.1 to the development of tourism enterprises in component 2.2 (which in turn might have been related more closely to the issues of employment raised under 1.4 and 2.3). However, the implementing partner, SEAC, deliberately made efforts to integrate the cultural lens toolkit of 1.1 with the community-based tourism handbook of 2.2, given the fact that the agencies in both these components were identical, and this can be regarded as a very practical attempt to come to terms with a programme which could not be based on initial participatory needs appraisals before the approval of the programme concept, and a practical attempt to reduce duplication of efforts potentially caused by the multiplicity of agencies.

4.2 Funding

- 1) It is understood that originally \$11m was applied for, but only \$6m approved. For a three-year project with eight participating UN agencies alone, this has meant that funds have been spread quite thinly among the different agencies year by year, and consequently in the various components.
- 2) Although small amounts of rural credit are available in China they are difficult to access particularly for ethnic minorities and small business enterprises. Most entrepreneurs interviewed stressed an urgent need for credit. Several reported relatively large turnovers of 5-6 million CNY p.a. but still found the lack of credit a barrier to any further expansion.

³⁶ 'The Millennium Development Goals : a cross-sectoral analysis and principles for goal setting after 2015', by Jeff Waage et.al., *The Lancet*, Vol. 376.No. 9745. September 2010.

4.3 Reflexivity and ‘One UN’ Goals; ownership and alignment

Institutional ‘reflexivity’ is a hallmark of the modern condition, and this programme has also been a highly reflexive one designed to test the synergies between different UN agencies and to contribute towards UN ‘delivering as one’ initiatives. A considerable level of inter-agency cooperation was achieved. It has also taken place in a changing context between China and its foreign aid partners caused by China’s rapid economic growth in a situation of global economic crisis and increasingly global political voice. The goals of assuring local ownership and alignment with country policy have been very successfully met by this programme since strong commitment was demonstrated by the main implementing partner, SEAC, and other partners, and this sense of national and local responsibility for the programme has taken place at all administrative levels of the programme, from the sensitivity towards country policies in education and child health shown by the various UN agencies, through the participatory training exercises for local policy makers in education, health, cultural sensitivity and participatory approaches, etc. and for villagers engaging in cultural mapping exercises and local cultural revivals and documentations (Output 2.1), as well as in community tourism development (2.2).

4.4 Minorities, Regions, and Poverty Indicators

It is often dangerous to focus on particular cultural groups at the expense of others who may be their neighbours, but the focus on ethnic minorities in this programme is fully justified in terms of resolving some of the equity issues lacking in the original MDG. It should be pointed out, though, most of the statistics linking ethnic minority status to low health, education and poverty indicators, are based on those areas designated as ethnic minority areas, in very few of which are any of the ethnic minorities actually a majority, and in all of which the Han majority population of China play a significant role. Although 257 out of 592 of the poorest counties were ethnic minority autonomous counties in 2005 (now 203 out of 518), even by 1998 only 45.6% of the ethnic minorities actually lived in formally designated ethnic minority areas.³⁷ This will further have been reduced by massive recent out-migrations (considered below). Furthermore, a large proportion of the population of many of these areas are not ethnic minorities at all (much less than half in three of the five minority autonomous areas). The TAR, where Tibetans still remain the overwhelming majority, is so far an exception to this general trend but it can generally be said that the Han members of these ‘ethnic minority’ regions are equally important, and also often equally impoverished or even similarly deprived of access to equal opportunities in the fields of health, education, and employment. In other words, the low quantitative indicators taken as guidelines for this programme refer to geographical regions, rather than necessarily to whole cultural groups themselves.

There are also huge differences within China between those designated as ‘ethnic minorities’ (from the Tibetans with a strongly unified cultural background and population

³⁷ A.S. Bhalla and Shufang Qiu, *Poverty and Inequality among China’s Minorities*. Routledge; London and New York. 2006, pp.46,49,57 (based on 2000 census); see also Robyn Iredale, Naran Bilik, Fei Guo, *China’s Minorities on the Move : Selected Case Studies*. M.E. Sharpe, New York, 2003.

to the 5,000 odd Hezhen people). Even within this programme, some major differences between the scattered ethnic minority populations of Yunnan and Guizhou province and those of Qinghai and Tibet have made themselves felt. This programme generally selected poor counties with large minority populations and then attempted to work with all the minorities there. However, the enormous disparities between the ‘scattered, dispersed’ populations of the Miao, Dong, Jingpo and De’ang, and the unified population of Tibetans, for example, make it unlikely that a single programme, however complex, can target these populations effectively in the same way. It is praiseworthy that this programme made deliberate attempts to include the members of smaller minorities, such as the Yao and Shui, within the selected counties in the southwestern provinces of Guizhou and Yunnan, but clearly no one size can ever fit all and the very vulnerable Lisu in Yunnan for instance were not affected.

Some of the interventions such as teacher training, AWARD training workshops, or cascade training for MCH workers have indeed also benefited local Han people. However, ethnic minority targeting has inevitably to some extent tended to exclude members of the local Han population. Important relations often exist between minorities and local Han Chinese which this programme could not always include. For example, some local business partnerships between Han and an ethnic minority member were not eligible for support and training under component 2.3, we were told, simply because the business was not exclusively an ethnic minority one. It should be possible to target ethnic minorities in a way which is even more inclusive of both the members of ‘minority’ minorities and local Han Chinese. It would be a huge mistake to limit culture-based developmental approaches to ethnic minorities.

4.5 Implications of Rural Out-Migration

Now that the population of rural migrants to the cities has reached an estimated 200 million people, most of them from the poorer Western region of China, the ethnic minority population even in ethnically designated counties or regions, must be even more seriously depleted. Many accounts talk of populations of over 50% as having left their villages, particularly in SE Guizhou province, often leaving behind only the elderly and the children. A consideration of migration certainly might have been built into the design of this MDG programme from the beginning, as it was into its sister MDG programme, YEM, but it is clear that once work actually began in grassroots villages, it became very necessary to take the effects of local out-migration into account. Component 2.1 in particular may be seen as consciously endeavouring to reconstruct cultural traditions and life as a means of attracting migrants back to the villages they had deserted and removing some of the need for further out-migration, as also the creating of new labour employment opportunities addressed through 1.4 and 2.3, which specifically considered migration issues. Indeed, the ILO, which was the lead agency for YEM, fostered cooperation between these two MDG programmes in the field of life-skills training, and the cultural orientation of the CDPF has also proved valuable for YEM. The MCH component (1.3) has additionally commissioned an important study of factors influencing the uptake of MCH services this year which looks specifically at migratory influences.

4.6 Impact and Sustainability

Despite what might be seen as some original ‘flaws’ of design in the form of funding, multiplicity of agencies, and brevity of time, which can in a sense be considered a reflexive means to force UN agencies and their partners to address concrete and practical issues of liaison and communication during specific interventions, within a strong context of local leadership and ownership of the programme, all outputs appear to have achieved astonishingly successful results, and there are marked signs that these results will be sustainable in the long term. Results in the form of pioneer training exercises and related manuals and teaching materials, such as those in MCH, in the form of concrete policy recommendations with a strong likelihood of being taken up, not least of which is SEAC’s general endorsement and approval of the use of Cultural Impact Assessments (CIA), and valuable research and documentation in the fields for example of education policy for ethnic minorities and local agricultural practices, in the local cultural enterprises and community associations launched and assisted, etc. all speak of an extraordinarily effective intervention.³⁸

Despite this likely sustainability of many results of this intervention, our meetings in Beijing and with local stakeholders and beneficiaries constantly reiterated the cry that they felt they were just beginning to benefit from this valuable programme and were dismayed that it would shortly end. ‘Help us more, and we can help ourselves’ as one local stakeholder put it!

4.7 Policy, Practice, and Prejudice

Research was able to reveal to this programme that China already has extraordinarily commendable policies and regulations in place regarding ethnic minorities, their cultural rights and their rights to systematic formal representation at varying political levels, besides well-informed and nationwide policies in the fields of health, education, and employment, but there have always been problems in implementing these generally enlightened policies at local/regional levels.³⁹ This is partly because of the sheer size and cultural complexity of China, in administrative terms, but it is also because of the very real misunderstandings many people in China still hold about ethnic minorities and the forms of prejudice minorities may often still suffer in particular cases, particularly where the value of their culture is not recognised or is seen only as an asset for bringing in tourist dollars. The most valuable interventions of this programme have therefore been in awareness-raising of the need for sensitivities to local culture (an approach which can be generalized beyond the formal members of ethnic minority categories) and the capacity building for policies to adopt more culturally sensitive approaches in for example approaches to health and primary education.

³⁸ A CIA Framework document has been drafted by independent experts commissioned by UNESCO and SEAC and will be submitted to the upcoming CPPCC session in March by a former Vice-Minister of SEAC.

³⁹ Nicholas Tapp, ‘Minority nationality in China : Policy and Practice’, in R.Barnes et.al (ed.) *Indigenous Peoples of Asia* (Association for Asian Studies Inc., Michigan, 1995).

4.8 Culture and Development

The respect for cultural diversity endorsed by UNESCO is not wholly preservationist and conservationist, but allows for a view of culture as dynamically changing [an ‘evolving dynamic force’] and authentic in a way which does not necessarily mean merely slavishly following and ‘mummifying’ tradition. Where culture is sometimes grudgingly taken into account by economically minded policy makers focusing on clearcut and extreme poverty indicators, it is often seen as means to an end, the end being economic improvement and livelihood improvement. However a guiding notion of this programme has been that you cannot achieve development unless it is based on culture (‘Place culture at the heart of development’, as the UNESCO pamphlet ‘The Power of Culture for Development’ expresses it), or as it has been recently put, *economic improvement is itself a means to an end*, not an end in itself, the true end being the achievement of *a state of well-being* which encompasses many factors other than the merely economic.⁴⁰ There have in the past been obvious contradictions, both in development discourse and in common understandings, between ‘culture’ and ‘development’, as was remarked in the Programme Document. This programme has tried to surmount those contradictions, and the communication of the concept that it is vital to include culture in development in a policy-making and institutional framework may prove to be its most long-lasting impact. SEAC’s stated desire to introduce ‘CIA’ into all its future programmes is one sign of this remarkable impact, and while components 1.1 and 2.2 made a clear contribution to this effect, in implementing terms it has been component 2.1 which has most successfully demonstrated the fruits of such an approach.

4.9 Reconstructions of Culture and Ethnic Stereotyping; change and tradition

“Old culture” was of course fiercely attacked (as one of the ‘Four Olds’) in China during the Cultural Revolution of the later 1960s and early 1970s, when much literal destruction not only of artefacts but also of actual cultural knowledge took place. However, within the last two decades a respect for culture has staged a successful comeback largely as a result of the tourist industry, which without careful and local participatory planning leads directly to the outright commodification of culture, and of the heritage industry, which tends to have a conservationist effect. Local governments across the length and breadth of China since the 1980s have reconstructed local cultural and religious traditions and asked local communities to stage new folk festivals, dances, dramas or rituals often only loosely based on what traditions it had been possible to salvage. This complex revival of local folk cultural forms since the 1980s has itself followed the national classification of ethnic groups by government in the 1950s which assigned exclusive cultural ‘markers’ to each chosen group, even where the cultural traits distinguished in this way were often of more regional or local than ethnic significance⁴¹. Examples of this may be the ‘rice-fish-duck’ complex assigned to the Dong people, or the ‘ancient music’ assigned to the Naxi people in Yunnan.

⁴⁰ *The Lancet*, 2010.

⁴¹ See Xu Wu, *Farming, Cooking, and Eating Practices in the Central China Highlands : How Hezha Foods Function to Establish Ethnic Identity*. Edwin Mellen Press; Lewiston, Queenston, Lampeter (2011).

So the CDPF programme has taken place in a context of rapid and dynamic cultural change which it has at times confronted successfully, as with the analysis of different supplies and markets for different kinds of Husa knives under component 2.3, while at other times there have been signs of obvious struggles with what was felt to be needed in contrast to what cultural traditions endorsed. For example there was a clear need in the health component (1.3) to inform pregnant ethnic minority (and other) women about the benefits of colostrum, even where this may have run counter to cultural imperatives. Yet this was done with cultural sensitivity by preparing materials in the Tibetan language and providing a manual for local health providers with excellent recommendations for culturally sensitive approaches. The recommendations to make allowances for traditional ritual beliefs on the preservation of the placenta is another sign of where a culturally sensitive and oriented approach has been urged on local policy makers by this programme.

China has a long tradition of using local dances and theatre as a medium for political messages in the fields of agricultural campaigns, population policy etc., so that in some of these interventions (under 1.3) UNICEF may have been treading on fairly well-trodden ground. However, the explicit demand for a recognition of cultural factors in developmental interventions in all components of this programme has had a very marked effect on local government officials and policy implementers, and these effects are likely to endure and affect other local projects and interventions beneficially in the future.

4.10 Research Assessments and Outputs

Any intervention on behalf of or into the cultures of ethnic minorities needs to be based on intensive studies and research into their backgrounds and full involvement and participation of the minorities themselves from inception through implementation, and a thorough understanding of the country policy background. This programme has commendably commissioned a considerable number of research reports and documentations into such subjects as ethnic minority cultural approaches to health and education, agricultural systems and local cultural products, and has to the best of its ability based its interventions on the understandings gained from these expertly conducted baseline surveys and assessments of basic needs.

5. GENERAL RECOMMENDATIONS

(These recommendations follow the order of the *Main Findings* presented above).

Baseline surveys, needs assessments, participatory surveys and full consultations with country agencies need to take place as early as possible in the project cycle.

Efforts should be taken to reduce the number of agencies involved in JPs, from eight or nine to a more manageable two or three.

To reduce the likely reliance on unofficial local moneylenders, it is advisable to include a micro-credit element in start-up small business projects for ethnic minorities.

For the larger and more successful creative industries supported, advice and assistance on where to obtain more major forms of credit would be useful.

It would be ideal if the government were able to institutionalize small-scale financial support to villages for community-initiated cultural activities or cultural heritage restoration. The CDPF experience showed strong augmented results of such small-scale support

to encourage community ownership, enhance community awareness and develop local cultural market (as was in fact done in the cultural mapping component).⁴²

The successful implementation of this programme and the strong partnership displayed with the implementing agency should serve as a model for future programmes of this kind, and its results and experiences deserve a wide dissemination.⁴³

Future programmes may be better able to benefit ethnic minorities through targeting ethnic minority counties, townships and prefectures in an even more conscious and deliberate regional focus, rather than particular cultural groups themselves. The relations between cultural groups also deserve consideration.

Careful attention needs to be paid to the facts of out-migration, with concrete proposals for assisting potential out-migrants and involving returning migrants in programme activities expressed in programme design.

If there is any way to take the various outputs of this programme forward for a further year or two, even with minimal funding, we would strongly advise it.

We would also recommend a wider impact survey of results in any case in two years' time, given the likely sustainability of many results of the programme as detailed above.

Some thought may be given to mounting future programmes targeting the wider Han Chinese public with the kind of cultural sensitivities towards ethnic minorities successfully pioneered by this programme. The use of Chinese-language media in this respect would be particularly valuable, and would further the C&A strategy and general outreach and impact of such programmes.

A view of culture as dynamic needs constant reaffirmation in training workshops and materials.

For future programmes in China involving the culture of ethnic minorities, it is urged that some account be taken of the extent to which local cultures may have been already transformed and reconstructed. Some wariness regarding the exclusive identification of cultural markers with particular ethnic groups is also advised. Local cultural producers

⁴² This was specifically recommended after Year One in CDPF Publication No. 5, p. 18.

⁴³ This partnership required time to establish.

should be consulted at every turn in a participatory way; not just the successful cultural entrepreneurs but also those most disadvantaged.

It is recommended that, wherever possible, future programmes of this nature employ country specialists including cultural anthropologists for baseline assessments and evaluations to an even greater extent than this one already has.

5.1 Note on Mid-Term Evaluation

The Mid-Term Evaluation of this programme made a number of recommendations, not all of which we would endorse in the country context, but some of which may merit reconsideration together with those above. Among those which may deserve further consideration are a national training/counseling programme for minority village heads, a minority youth vocational certification programme, advertising CDPF websites more widely, and linking with other similar development projects (always sound advice), besides various reflexive proposals such as unifying JP funding; and for implementation teams, once they are assembled, to have the opportunity to revisit JP documents and table any reductions or alterations to them needed at the first Project Management Meeting, before the official launch (see Executive Summary of MTR). It is our impression that the latter two suggestions may have been lessons well learnt in-country and discussed in comparison with other MDG-F JPs at international meetings organized since 2009 by the MDG-F Secretariat in Morocco, the Philippines and Columbia. Nevertheless, for the broader understanding of this programme, they should probably accompany the recommendations of this final evaluation.

5.2 Additional Specific Recommendations regarding Outputs

(These have been abstracted from remarks above under *Description of the Development Intervention and Thematic Notes*).

Good Governance

The UNFPA cultural programming manual (*Integrating Human Rights...*) which also incorporates a Culture Lens tool strikes us as an exemplary method for improving the cultural awareness of policy makers in fields besides those of health. Some thought might be devoted to how this could be combined with the UNESCO Cultural Lens in a new cross-agency manual

CIA Draft Framework - Ideally this would involve not only SEAC but also SACH and the Ministry of Culture.

Basic Education

MUC Analysis report - The further research on problem areas called for in this document should ideally be supported

It would be advisable if a further impact review were undertaken in two years' time.

It would be advisable to also pay attention to the problem of local dialect vs. standard Mandarin Chinese when considering educational language policies for schools in minority regions.

Producing in-school cultural textbooks is an activity which could be supported more systematically, possibly with some anthropological inputs, along the lines of participatory cultural mapping exercises.

Tibet and Qinghai are very different propositions from Guizhou and Yunnan so that it may be necessary to develop different strategies for ethnic minority education in these different provinces.

Maternal and Child Health

MUC Study on Traditional beliefs - More studies of this nature could be commissioned, of even more anthropological (holistic, long-term fieldwork) depth.

Some thought might be given to replacing some of the international case studies in the UNFPA cultural programming manual (*Integrating Human Rights...*) by more China-specific ones.

It may be appropriate for a wider impact follow-up study to be also made in 2 years' time as it is not always easy to attribute particular results exclusively to specific interventions.

The use of minority art-forms for MCH messaging needs to be approached with full participatory sensitivities.

In future health planning, it may be advisable to consider more that it is whole families who often present for treatment.

Cultural Heritage Protection

The synergies between tourism, the local appreciation of culture, traditional agriculture and work opportunities could be strengthened more consciously in future inputs. Forms of local cultural mapping could also be used to contribute to both educational and health components.

Employment and Creative Industries (Outputs 1.4 and 2.3)

Some thought might be given to widening the selection for trainees in future workshops and seminars.

Culture-Based Tourism

The platforms for exchange which have been developed are crucial for local community associations in the light of the strength of provincial and county tourism development agendas and they may require some continued support, of the kind Guizhou and Yunnan Ethnic Affairs Commissions have already committed to.

Creative Industries (2.3)

It is important not to overlook less high-profile and not so successful local creative industries.

It is important not to overlook the extent of local economic agency, not necessarily of a cultural kind, which may already exist among ethnic minorities.

A micro-credit component should be introduced into SIYB activities. There may be a need for more research on this.

Institutional Context

Participatory institutional mapping processes should form part of future baseline surveys, needs assessments and cultural impact assessments.

ANNEXES

Annexe 1 Terms of Reference

TOR FOR FINAL EVALUATION OF MDG-F CHINA CULTURE AND DEVELOPMENT PARTNERSHIP FRAMEWORK

1. General Context: the MDG-F

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG-F support joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' life in 49 countries by accelerating progress towards the Millennium Development Goals and other key development goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

The MDG-F M&E Strategy

A result oriented monitoring and evaluation strategy is under implementation in order to track and measure the overall impact of this historic contribution to the MDGs and to multilateralism. The MDG-F M&E strategy is based on the principles and standards of UNEG and OEDC/DAC regarding evaluation quality and independence. The strategy builds on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

The strategy's main objectives are:

1. To support joint programmes to attain development results;
2. To determine the worth and merit of joint programmes and measure their contribution to the 3 MDG-F objectives, MDGS, Paris Declaration and Delivering as one; and
3. To obtain and compile evidence based knowledge and lessons learned to scale up and replicate successful development interventions.

Under the MDG-F M&E strategy and Programme Implementation Guidelines, each programme team is responsible for designing an M&E system, establishing baselines for

(quantitative and qualitative) indicators and conducting a final evaluation with a summative focus.

The MDG-F Secretariat also commissioned mid-term evaluations for all joint programmes with a formative focus. Additionally, a total of nine-focus country evaluations (Ethiopia, Mauritania, Morocco, Timor-Leste, Philippines, Bosnia-Herzegovina, Brazil, Honduras and Ecuador) are planned to study more in depth the effects of joint programmes in a country context.

The China Culture and Development Partnership Framework (CDPF) is the first UN-China Joint Programme on culture and development. It started on 4 November 2008 and will continue until 3 November 2011. The programme is currently in its third year of implementation.

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

3. 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.
4. 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 5⁴⁴ 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.

China has the world's biggest ethnic minority population (106 million people), and this population is disproportionately poor (about half of China's poor live in ethnic minority areas). At the same time, 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 CDPF is implemented by 8 UN Agencies, 8 Ministries and a number of other partners, including civil society organizations and research institutes. 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.

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

⁴⁴ 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.

(“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”).

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.

The commissioner of the evaluation is seeking high-qualified consultants to conduct the final evaluation of this joint programme.

2. OVERALL GOAL OF THE EVALUATION

#

One of the roles of the Secretariat is to monitor and evaluate the MDG-F. 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 will commission and finance a final independent evaluation.

Final evaluations are summative in nature and seek to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

#

3. SCOPE OF THE EVALUATION AND SPECIFIC OBJECTIVES

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The final evaluation will focus on measuring development results and potential impacts generated by the **joint programme**, based on the scope and criteria included in this terms of reference.

The unit of analysis or object of study for this 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 final evaluation has the following **specific objectives**:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase.
2. To measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. To measure the joint programme contribution to the objectives set in the Culture and Development thematic window as well as the overall MDG Fund objectives at local and national level. (**MDGs, Paris Declaration and Accra Principles and UN reform**).
5. To identify and document substantive lessons learned and good practices on the specific topics of the Culture and Development thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

4. EVALUATION QUESTIONS, LEVELS OF ANALYSIS AND EVALUATION CRITERIA

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

Design level:

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.**
 - a) How much and in what ways did the joint programme contributed to solve the (socio-economical) needs and problems identified in the design phase?

- b) To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines and final evaluation guidelines)
- c) To what extent joint programming was the best option to respond to development challenges stated in the programme document?
- d) To what extent the implementing partners participating in the joint programme had an added value to solve the development challenges stated in the programme document?
- e) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?
- f) To what extend did the joint programme have a useful and reliable C&A strategy?
- g) If the programme was revised, did it reflect the changes that were needed?

Process level

- **Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results**
 - a) To what extent was the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) efficient in comparison to the development results attained?
 - b) To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?
 - c) To what extent the governance of the fund at programme level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?
 - d) To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?
 - e) What type of work methodologies, financial instruments, business practices have the implementing partners used to increase efficiency in delivering as one?
 - f) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?

- g) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

- Ownership in the process: Effective exercise of leadership by the country's national/local partners in development interventions

- a) To what extent did the targeted population, citizens, participants, local and national authorities make the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?
- b) To what extent and in what ways has ownership or the lack of it, impacted the efficiency and effectiveness of the joint programme?

Results level

- Effectiveness: Extent to which the objectives of the development intervention have been achieved.

- a) To what extend did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document?
 1. To what extent and in what ways did the joint programme contribute to the Millennium Development Goals at the national and especially the local level?
 2. To what extent and in what ways did the joint programme contribute to the goals set in the thematic window?
 3. To what extent (policy, budgets, design, and implementation) and in what ways did the joint programme contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?
 4. To what extent and in what ways did the joint programme contribute to the goals of delivering as one at country level?
- b) To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? What kinds of results were reached?
- c) To what extent did the joint programme have an impact on the targeted citizens?
- d) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.
- e) 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?
- f) To what extent has the joint programme contributed to the advancement of national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc)?
- g) To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

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

- a) To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

At local and national level:

- i. To what extent did national and/or local institutions support the joint programme?
 - ii. Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?
 - iii. Have operating capacities been created and/or reinforced in national partners?
 - iv. Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?
- b) To what extent will the joint programme be replicated or scaled up at national or local levels?
- c) To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

5. METHODOLOGICAL APPROACH

#

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements. Consultants are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The evaluation team will make sure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The methodology and techniques to be used in the evaluation should be outlined in the evaluation proposal and described in detail in the final evaluation report, and should contain, at 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 team is responsible for submitting the following deliverables to the commissioner and the manager of the evaluation:

#

 **Draft Final Report** (to be submitted within 20 days after the completion of the field visit, please send also to MDG-F Secretariat)

#

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. It will also contain an executive summary 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 10 days after reception of the draft final report with comments, please send also to MDG-F Secretariat)

The final report will be 20 to 30 pages in length. It will also contain an executive summary 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 sections established in annex 2:

7. KEY ROLES AND RESPONSABILITIES IN THE EVALUATION PROCESS

There will be five main actors involved in the implementation of MDG-F final evaluations:

1. The Resident Coordinator Office as commissioner of the final evaluation will have the following functions:

- Lead the evaluation process throughout the 3 main phases of a final evaluation (design, implementation and dissemination)
- Convene the evaluation reference group
- Lead the finalization of the evaluation ToR
- Coordinate the selection and recruitment of the evaluation team by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the evaluation team
- Ensure the evaluation products meet quality standards (in collaboration with the MDG-F Secretariat)
- Provide clear specific advice and support to the evaluation manager and the evaluation team throughout the whole evaluation process
- Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation

- Take responsibility for disseminating and learning across evaluations on the various joint programme areas as well as the liaison with the National Steering Committee
 - Safeguard the independence of the exercise, including the selection of the evaluation team
2. The international and national **programme coordinators as evaluation managers** will have the following functions:
- Contribute to the finalization of the evaluation TOR
 - Provide executive and coordination support to the reference group
 - Provide the evaluators with administrative support and required data
 - Liaise with and respond to the commissioner of evaluation
 - Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
 - Review the inception report and the draft evaluation report(s);
 - Ensure that adequate funding and human resources are allocated for the evaluation
3. The PMC Co-Chairs, MofCom, RC Office and JP Coordinators will serve as the evaluation reference group. The reference group will have the following functions:
- Review the draft evaluation report and ensure final draft meets all agreed objectives and requirements
 - Facilitate the participation of those involved in the evaluation design
 - Identify information needs, defining objectives and delimiting the scope of the evaluation.
 - Provide input and participating in finalizing the evaluation Terms of Reference
 - Facilitate 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
 - Oversee progress and conduct of the evaluation the quality of the process and the products
 - Disseminate the results of the evaluation
4. The **MDG-F Secretariat** that will function as a **quality assurance member** of the evaluation in cooperation with the commissioner of the evaluation
- Review and provide advice on the quality the evaluation process as well as on the evaluation products (comments and suggestions on the adapted

TOR, draft reports, final report of the evaluation) and options for improvement.

5. The evaluation team will conduct the evaluation study by:

Fulfilling the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes drafting reports and briefing the commissioner and stakeholders on the progress, key findings and recommendations, as needed.

8. EVALUATION PROCESS: TIMELINE

Evaluation Phase	Activities	Who	When
Design	Establish the evaluation reference group	CE*	6 months before the end of the programme
Design	General final evaluation TOR adapted	ERG**	
Implementation	Procurement and hiring the evaluation team	EM***	
Implementation	Provide the evaluation team with inputs (documents, access to reports and archives); Briefing on joint programme	EM, ERG	7 days
Implementation	Delivery of inception report to the commissioner, the evaluation manager and the evaluation reference group	ET****	15 days
Implementation	Feedback of evaluation stakeholders to the evaluation team	CE, EM, ERG	10 days
Implementation	Agenda drafted and agreed with evaluation team	CE, EM, ERG	10 days
Implementation	In country mission	ET, EM, CE, ERG	20 days
Implementation	Delivery of the draft report	ET	20 days
Implementation	Quality check of the evaluation draft evaluation report	CE, MDG-FS*****	5 days
Implementation	Review of the evaluation draft report, feedback to evaluation team	EM, CE, ERG	15
Implementation	Delivery of the final report	EM, CE, ERG, MDG-FS, ^NSC	10
Dissemination/ Improvement	Dissemination and use plan for the evaluation report designed and under implementation	EM, CE, ERG, NSC	10

*Commissioner of the evaluation (CE) **Evaluation Reference group (ERG) ***Evaluation manager (EM) ****Evaluation team (ET) *****MDG-F Secretariat (MDG-FS) ^National Steering Committee

9. USE AND UTILITY OF THE EVALUATION

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Final evaluations are summative exercises that are oriented to gather data and information to measure to what extend development results were attained. However, the utility of the

evaluation process and the products goes far beyond what was said during the field visit by programme stakeholders or what the evaluation team wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc) it's the ideal opportunity to set an agenda on the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scale up in the country as well as at international level.

The commissioner of the evaluation, the reference group, the evaluation manager and any other stakeholders relevant for the joint programme will jointly design and implement a dissemination strategy of the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

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10. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

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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 heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- **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.

11. ANNEXES

I. Outline of the draft and final evaluation reports

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1. Cover Page
2. Executive summary
3. Introduction
 - o Background, goal and methodological approach
 - o Purpose of the evaluation
 - o Methodologies used in the evaluation
 - o Constraints and limitations on the study conducted
4. Description of the development interventions carried out
 - o Detailed description of the development intervention undertaken: description and judgement on implementation of outputs delivered (or not) and outcomes attained as well as how the programme worked in comparison to the theory of change developed for the programme.
5. Levels of Analysis: Evaluation criteria and questions (all questions included in the TOR must be addressed and answered)
6. Conclusions and lessons learned (prioritized, structured and clear)
7. Recommendations
8. Annexes

II. Documents to be reviewed

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

Documents specific to the Thematic Window on “Culture and Development”:

- UNESCO World Report (summary) “Investing in Cultural Diversity and Intercultural Dialogue” 2009 (36 pages)
- Texts of the 1972 Convention on the Protection of the World Cultural and Natural Heritage; the 2003 Conventions for the Safeguarding of the Intangible Cultural Heritage and the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions
- UNDP Human Development Report (2004)

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Annex 2 List of Stakeholders and Beneficiaries met

List of Stakeholders and Beneficiaries met in Beijing, Guizhou & Yunnan Sept 2011 CDPF Final Evaluation

Beijing		
5 Sept, 9:30-11:00, met JPCs at PMO (an office at SEAC)		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Ms. YANG Fan	Deputy Director, Programme Executive Manager	Foreign Cooperation Programme Management Office at the State Ethnic Affairs Commission
5 Sept 14:00–16:00, Meeting with Output 1.3, At UNICEF		
Ms GUO Sufang		UNICEF
ZHAO Chunxia	MCH Officer	UNICEF
XIAO Liangliang	Programme Assistant	UNFPA
Robert Scherbier	Medical officer maternal and child health	WHO
WEN Chunmei	Technical Officer, reproductive health, maternal child and adolescent health	WHO
6 Sept 9:30–11:30 Meeting with Outputs 1.1 & 2.2, At UNESCO		
Ms. LI Jiangping	National Programme Officer	UNESCO
Ms. PEI Hongye	Programme Manager	Social and Economic Development and South-South Cooperation, UNDP
6 Sept 13:00–15:00 Meeting with Output 1.4, At UNESCO		
Ms. LI Ying	Programme Assistant	UNESCO
Ms. Sophia Kagan	MDG-F Programme Consultant	ILO Office for China and Mongolia
Mr. DENG Baoshan	MDG-F Programme Coordinator	ILO Office for China and Mongolia
6 Sept 15:00–16:30 Meeting with MDG-F JP Coordinators, At UNESCO		
Ms. DONG Yi	UN JP Coordinator	PMO of the MDG-F Achievement Fund Protecting and Promoting the Rights of China's Vulnerable Yong Migrants
Mr. DING Baoguo	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
7 Sept 9:30–11:30 Meeting with Output 2.1, At UNESCO		
Ms. LI Jiangping	National Programme Officer	UNESCO

Ms. SUN Yehong	PhD	IGSNRR/CAS
Mr. DAI Weidong	Programme Officer	FAO China Office
7 Sept 13:00-15:00 Meeting with Output 2.3, At UNESCO		
Mr. DENG Baoshan	MDG-F Programme Coordinator	ILO
Ms. TIAN Yajing	National Programme Officer	UNIDO
Ms. Sophia Kagan	MDG-F Programme Consultant	ILO Office for China and Mongolia
Ms. LI Jiangping	National Programme Officer	UNESCO
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
8 Sept AM: Meeting national partners, meeting room of Programme Office SEAC		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Prof SU De	Dean	School of Education, Minzu University
LIU Yutong	Director, Technical Cooperation Division	MOHRSS
WANG Hui	Asso Prof	CPDRC
NIU Hongfeng		Health Women & Child
Ms. ZHANG Jing	Programme Officer	Division I, CICET, MOFCOM
8 Sept PM: Meet national partners, Meeting room of the education school, Minzu University		
Wei Huirong	Deputy head	Museum of Ethnicity
Huang Xing	Prof	Ethnic studies Institute, China Social Science Academy
Wang Xiaowang	Project manager	CHP
Min Qingwen	Prof	IGSNRR
9 Sept 9:30-11:00: Meet SEAC PMC Co-Chair, SEAC meeting room at Ethnic Cadre Training School		
Ge Zhongxing	Director general	Finance Department, SEAC
Ms. YANG Fan	Deputy Director, Programme Executive Manager	Foreign Cooperation Programme Management Office at the State Ethnic Affairs Commission
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC

Liu Anpeng	Translator, International Division Director	Foreign Cooperation Programme Management Office, SEAC
9 Sept 13:00-15:00: Meeting with Output 1.2, meeting room at the backyard of UNICEF		
Ms. GUO Xiaoping	Education Specialist	UNICEF China
Ms. HE Pei	National Programme Officer for Education	UNESCO China
Mr. Min Bista	Programme Specialist for Education	UNESCO China
Guizhou Province		
13 Sept people met at lunch, Guiyang		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Wu Jitang	Deputy director	Dept Economic Construction, Guizhou Provincial EAC
14 Sept Meeting stakeholders at Congjiang, Guizhou		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Shi De	Official	Office of County Government
Shi Guangmao	Head	Ethnic-religious Affairs Bureau of Congjiang County
Shen Hongguang	Official	Office for Agriculture and Poverty relief
Yang Minglin	Official	representative of Gaozeng Township, Congjiang County
Tang Yong	Official	representative of Guping Township
Gan Mingsheng	Official	Office of Tourism development
Yang Bolin	Official	Bureau of Poverty relief
Yang Maobiao	Official	Bureau of Population and family planning
Wang Changfu	Official	Bureau of health and food & drug monitoring
Chen Xiaoying	Official	Bureau of human resources and social security
Shi Da'an	Official	Bureau of Culture, Sports, Broadcasting & Television,
Shu Songmei	who accompanied us to Yintan Village, a Dong tourism village	Bureau of Ethnic-religious affairs, deputy head
Liang Quankang	who is running a website for Congjiang's cultural mapping	retired cadre from Tongzhanbu - Department of United Front Work,
Wang Shuzhi	Representative	owner of small business

Wu Jie	representative of education,	a teacher from Gaozeng Township
Tu Zhengdong	Official	Department of Women and Children health
Kuang Yiguo	Official	Bureau of Ethnic-religious affairs,
14 Sept Yintan Village, Congjiang County, Drum Tower		
Mr. Zhang Jikang	Chair	Tourism Association, Yintan Village, Congjiang County
Wei Chao	Village cadre	
Wu Guangyao	Party secretary	
Wu Liqiang	Village head	
Wu Gong xianghua	Member	Tourism Association
Pan Xinfu	Member	Tourism Association
Wu Gong sheng'an	Member	Tourism Association
Wu Gong Guanghong	Village elder	
Wu Gong Mian	Village elder	
Pan Gong Nei	Village elder	
Pan Gong Long	Village elder	
Pan Gongming	Village eldr	
Wu Gong bao	Village elder	
Pan Gongkong	Village elder	
Wu Bu renlin	Village elder	
Pan nai binqiang	Dong music performer	
Pan Bimei	Dong music performer	
Pan Jinbao	Dong music performer	
Lu Nai fucheng	Dong music performer	
Wu Nai shengqing	Dong music performer	

Wu Nai siyu	Dong music performer	
Wu Shilong	Villager	
Pan Shengyou	Secretary	Village office
Pan Hua	Group head	
Pan Laocheng	Group head	
15 Sept AM Xiaohuang Village, Congjiang county		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Mr. Liang Quankang	Recorder, retired cadre	United Front Work Department, County Party Committee. Leading Recorder, Photography Network
Mr. Jia Yuanjin	Recorder,	Xiaohuang Village
Pan Peihua	Recorder,	Xiaohuang Village
Mr Lu	Official	County EAC
16 Sept, AM, Leishan County, Guizhou		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Wang Baizhi	Deputy head	Prefecture EAC, Qiandongnan Prefecture
Lei Yuyou	Head	Dept Economic Construction, PEAC
Wang Minghui	Deputy head	Office of county government
Mr. WU Yugui	Director	Ethnic Affairs Bureau, Leishan County
Tan Jianguo	Deputy head	County Bureau of human resources,
Li Tongyi	Deputy head	County health bureau
Meng Changyun	Deputy head	County Bureau of family planning
Yang Jianbiao	Deputy head	County bureau of education
Li Jie	Deputy head	County bureau of commerce
Yu Deli	Head	Danjiang Township
Li Zhenhua	Cadre, representative	County association of disable people

Mao Yu	Manager	Orient Miao King Ethnic product development centre, Leishan County
Gu Yongchong	Board chair	Leishan Ethnic Silverware ornaments Co.
Gan Xiaozhi	Group leader	Miao embroidery association
Sheng Hua	Doctor	County hospital of Leishan
Wen Zhiyuan	Nurse	Township hospital of Wangfeng
Li Xingfen	Doctor	Village hospital of Danjiang
16 Sept PM Wudong village, Leishan county		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Ms. YANG Atiao	Director	Village Women's association
Ms. YANG Changhua	Villager, association member	Village Women's association
Mr. YANG Changsong	Head	Wudong village Ethnic Culture Development Association
Yang qingmei	Villager, association member	Village Women's association
Pan Qizhen	Deputy head	Village Women's association
Jin Hua	Deputy head	tourism association
Yang Guangzhou	Secretary of association	tourism association
Yang Changzhong	Accountant	Tourism association
Mr. YANG Yu	Party secretary	Village Party Committee
17 Sept AM handicraft site-visit, county-seat, Leishan		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Mr. GU Yongchong	Entrepreneur	Silverware company
Yang Ani	Entrepreneur	Miao embroidery company
Mr. MU Niying	Entrepreneur	Flying Butterfly Silver Accessory Company
Wang Baizhi	Deputy head	Prefecture EAC, Qiandongnan Prefecture
Mr. WU Yugui	Director	Ethnic Affairs Bureau, Leishan County
Mr Li	Deputy director	Ethnic Affairs Bureau, Leishan County
Mr Wu	Director	General office, EAC of Leishan

Mr Yang	Cadre	EAC of Leishan
Yunnan Province		
19 Sept AM, Taida Hotel meeting room, Longchuan County, Yunnan		
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Yang Zhihong	Deputy head	Ethnic Work team of provincial EAC
Yang Linsen	Head of the sub-group	Ethnic Work team of provincial EAC
Yang Changgui	Manager	Jiqiang Company
Xiang Laosai	King of Making Knife, Handicraft artisan representative	Husa Township
Liu Qiyun	Head	Dept of the county bureau of Health
Zhang Angang	Head	County bureau for cultural heritage
Yin Kaiyun	Head	County EAC
Dong Baoji	Head	County center for education research
Hu Jianjun	Head	County office for poverty
Jin Qinping	Deputy head	County bureau of culture, sports, broadcasting, TV and tourism
Yue Makong	Head	County bureau of birth control
Yin Jiawang	Deputy head	Husa Township
Feng Zuwen	Deputy head	County bureau of human resources
Peng Mubian	Head	Assocaiton of Jingpo people in Guangshan
Fang Baoping	Deputy head	Zhangfeng Township
19 Sept PM Central elementary school of Zhangfeng Township, Longchuan county, Yunnan		
Wang Zhiming	headmaster	Central elementary school of Zhangfeng Township
	Head	Bureau of Education
Xu Youshan	Deputy head	Bureau of Ethnic-Religious Affairs

Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Linsen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
19 Sept PM Husa Township, Longchuan County, Yunnan		
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Linsen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force
Lou Sidong	Manager	Louyidao Knife Company
Lou Zongpei	One of the 4 experts of making knife & Father of Lou Sidong	Husa Township
20 Sept AM Laying State-gate elementary school, Longchuan county, Yunnan		
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Linsen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force
Ms Yue Xiaohuan	Headmaster	Laying State-gate elementary school
20 Sept AM Guangshan Village, Zhangfeng Township, Longchun County, Yunnan		
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Linsen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force

Pai Lenan	Deputy head	Tourism association of Guangshan
Wang Lisheng	General secretary	Tourism association of Guangshan
Long Gan	Vice party secretar	Zhili village
Sun Leqian	Head	Group of elders, Guangshan
Tang Munao	Member	Group of elders, Guangshan
Qu Muling	Head	Group of touris
Wang Tu	Head	Group of tourism
Le Meng Xiandong	Representative	Villager
Zhao Nanbo	Villager representative	Villager
Yue Kuanzha	Head	Women's group
Dao Mulan	Head	Property group of the Tourism association
Zhang Yaogan	Head	Property group of the Tourism association
21 Sept AM Mangshi City, Dehong prefecture, Yunnan		
Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Linsen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Li Shunfei	Official	Bureau of population and family planning
Si Yonglan	Villager	Mangsai village
Wang Chunxiang	Officer	Bureau of population and family planning
Teng Xiaoping	Official	Bureau Health
Jiang Chengqin	Deputy head	Women & child health centre
Zhao Zhigang	Official	Poverty office
Ye Xunda	Official	Bureau education

Ms Liu Hongchun	Deputy head	General office of the city government
Mr Cao Xiangqiang	Head	Santai Township
Mr Sheng er jian guo	Official	Bureau commerce
Wu Yunlong	Official	Bureau human resources
Mr Li Zheneng	Head	Bureau Ethnic-religious affairs
Mr Chen	Official	Bureau Ethnic-religious affairs
21 Sept PM Hospital of Zhefang Township, Mang City		
Ms Teng Xiaoping	Official	Bureau health
Ms Jiang Chengqin	Deputy head	Women and Child health centre
Mr Wu Zuorong	Head	Central hospital of Zhefang Township
Long Fengyin	Head	Dept maternity
Bao Qingai	Nurse	Central hospital of Zhefang Township
Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Lisen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
21 Sept PM Chudonggua village (De'ang People)		
Yang Lasan	Retired cadre	Santai Township
Zhao Laling	Retired cadre	
Li Fangwa	secretary	
Li Erjing	Villager	3 rd Group of the village
Jiang Guoan	Head	2 nd group
Li Sansuo	Head	Group of art
Li Lasan	Villager	2 nd group

Yang Laruan	Villager	2 nd group
Wang Yukuan	Villager	2 nd group
Li Yuzhuai	Villager	3 rd group
Li Qinsuo	Villager	3 rd group
Li Weibing	Villager	3 rd group
Li Lalao	Villager	2 nd group
Xian Chaoxiang	Villager& seretary	
Zhao Yuyi	Villager	3 rd group
Zhao Anmen	Head	1 st Women's group
Zhao Yunde	Villager	1 st group
Yang Laweng	Villager	3 rd group
Zhao Yunyue	Villager	3 rd group
Li Yuxi	Villager	3 rd group
Zhao Yusui	Villager	2 nd group
Yang Zhihong	Deputy Head	Yunnan Ethnic Affairs Commission Task Force
Yang Lisen	Team Leader	2 nd Team of Yunnan Ethnic Affairs Commission Task Force
Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Chen Jie	Head	Dept of Economy, Ethnic-religious Bureau of Mangshi
Beijing		
23 Sept AM at UNESCO		
Abhimanyu Singh	Director and representative	UNESCO Office Beijing
Pablo Barrera	Coordination Specialist	Office of UN Resident Coordinator in China
Ms. LI Jiangping	National Programme Officer	UNESCO
23 Sept PM Debriefing at UNDP		

Mr Joern Geisselmann	UN Programme Coordinator	China Culture and Development Partnership Framework MDG Achievement Fund
Mr. YU Shuo	Director, National Programme Coordinator	General Department, Foreign Cooperation Programme Management Office at SEAC
Abhimanyu Singh	Director and representative	UNESCO Office Beijing
Pablo Barrera	Coordination Specialist	Office of UN Resident Coordinator in China
Sophia Kagan	MDG-F Programme Consultant	ILO Office for China and Mongolia
Ms. LI Jiangping	National Programme Officer	UNESCO
Ms. LI Ying	Programme assistant	UNESCO
Tian Yajing	National Programme Officer	UNIDO
Ms. PEI Hongye		UNDP
Ms. HE Pei	National Programme Officer for Education	UNESCO China
ZHAO Chunxia	MCH Officer	UNICEF
Niu Hongfeng	PO	NCWCH (MOH)
Huang Xiaohan	Programme assistant	UNICEF
Zhang Cuiling	Programme officer	CPDRC
Zhang Jing	PO	CICETE
Lata Menon	education Chief	UNICEF
Ms. GUO Xiaoping	Education Specialist	UNICEF China
Mr. Manuel Couffignal	Programme Officer	UNFPA

Annex 3 Itinerary

2011 Itinerary for CDPF Final Evaluation

Date	Activity	Remarks
4 Sep	Arrival in Beijing	
5 Sep	9:30-11:00 Visit PMO & meet JPCs Yu Shuo(SEAC), Joern Geisselmann (UNDP), Yang Fan (SEAC) 14:00–16:00 Meeting with Output 1.3 (Health): Guo Sufang (UNICEF), Zhao Chunxia (UNICEF), Xiao Liangliang (UNFPA)	At PMO At UNICEF
6 Sep	9:30–11:30 Meeting with Outputs 1.1 (Governance) & 2.2 (Tourism): Li Jiangping (UNESCO), Pei Hongye (UNDP) 13:00–15:00 Meeting with Output 1.4 (Employment): Sophia Kagan (ILO), Li Ying (UNESCO), Deng Baoshan (ILO) 15:00–16:30 Meeting with MDG-F JP Coordinators: Dong Yi (UN JP Coordinator), Ding Baoguo (UN JP Coordinator)	At UNESCO At UNESCO At UNESCO
7 Sep	9:30–11:30 Meeting with Output 2.1 (Cultural resources): Li Jiangping, Sun Yehong (IGSNRR), Dai Weidong (FAO) 13:00-15:00 Meeting with Output 2.3 (Crafts): Deng Baoshan (ILO)、Tian Yejing (UNIDO)、Sophia Kagan (ILO)、Sun Hongye, Li Jiangping, Joern Geisselmann	At UNESCO At UNESCO
8 Sep	AM: Meet national partners Su De (Minzu U), Liu Yutong (MOHRSS), Wang Hui (NCWCH), Niu Hongfeng (NCWCH), Yu Shuo (SEAC) PM: Meet national partners Wei Huirong(CNME), Huang Xing (CASS), Min Qingwen (IGSNRR), Wang Xiaowang (CHP)	At PMO At PMO (changed to the meeting room at Minzu U)
9 Sep	9:30-11:00: Meet SEAC PMC Co-Chair (MDG-F JP Coordinators) Ge Zhongxing (SEAC), Yang Fan (SEAC), Yu Shuo (SEAC), Liu Anpeng (SEAC) 13:00-15:00: Meeting with Output 1.2 (Education): Guo Xiaoping (UNICEF), He Pei (UNESCO), Min Bista (UNESCO)	At SEAC At UNICEF
10 Sept	Beijing – Shanghai	
10-12 Sep	Mid-Autumn Festival	
13 Sep	Shanghai/Beijing – Guiyang – Congjiang	
14 Sep	AM: Stakeholders & beneficiaries meeting Stakeholders of Congjiang county	At county hall
	PM: Pilot site visit Yintan Dong village	

15 Sep	AM: Pilot site visit Xiaohuang Dong village, cultural mapping, village museum, rice-fish farming	
	PM: Congjiang – Leishan Cross Leigong Mt.	
16 Sep	AM: Stakeholders & beneficiaries meeting Stakeholders at Leishan county	At county hall
	PM: Pilot site visit Wudong Miao village	
17 Sep	AM: Pilot site visit Gu Yongchong (Leishan Ethnic Silver Ornaments Company), Mu Niying (Flying Butterfly Silver Accessory Company), Yang A'ni (Leishan Miao Embroidery artistic association)	
	PM: Leishan – Guiyang	
18 Sep	Guiyang – Kunming – Mangshi – Longchuan	
19 Sep	AM: Stakeholders & beneficiaries meeting Stakeholders & beneficiaries of Longchuan county	Meeting room at Taida Hotel, Longchuan county seat
	PM: Pilot site visit Central Primary School of Zhangfeng Township; Lou Yidao Knife Factory at Husa Township	
20 Sep	AM: Pilot site visit Laying National-gate Primary School (144 students from Burma); Guangshan Jingpo village, Zhangfeng Township	
	PM: Longchuan – Mangshi	
21 Sep	AM: Stakeholders & beneficiaries meeting Stakeholders & beneficiaries of Luxi (Mangshi) city	At city hall
	PM: Pilot site visit Zhefang Hospital; Chudonggua De'ang village	
22 Sep	Mangshi – Kunming – Beijing	
23 Sep	9:30-10:30/11:00: Meet PMC Co-Chair(s) Abhimanyu Singh (UNESCO), Pablo Barrera (Office of UN Resident Coordinator in China), Li Jiangping (UNESCO)	At UNESCO At UNDP
	2-4 pm: Debriefing meeting UN agencies and national partners	
24 Sep	Departure Beijing	

Annex 4 List of Project Publications (as of 30 October 2011)

No.	Name of publication	Responsible agencies (UN & partners)	Type of publication ⁴⁵	Coverage ⁴⁶ (if applicable)	Language ⁴⁷	(Expected) Date of publication
1	Labor Employment and Social Inclusion in Ethnic Areas under Different Language and Cultural Backgrounds	UNESCO, CASS	Research report	Leishan County (Guizhou); Longchuan County (Yunnan)	Chinese, English	October 2009 (Leishan report); February 2010 (Longchuan report)
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
6	Policy Analysis on Basic Education for Ethnic Minorities	UNESCO, Minzu University	Policy analysis	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan), Hualong (Qinghai)	Chinese, English	December 2009
7	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

⁴⁵ Please indicate here the type of publication, e.g. research report (quantitative/qualitative), baseline study, training manual or guidelines.

⁴⁶ 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.

⁴⁷ Please list here all languages in which the publication has been or will be published (incl. minority languages).

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
14	Cultural Mapping Mid-Term Progress Report	UNESCO, SACH, GACH, CHP	Progress Report	Congjiang	Chinese, English	May 2010
15	Output 2.1 Implementation Guideline	UNESCO, SACH, GACH, Congjiang Government and all Output 2.1 partners	Implementation Guideline	Congjiang	Chinese, English	May 2010
16	Advocacy Toolkit on Maternal and Child Health in Ethnic Minority Areas	UNFPA	Advocacy toolkit	Six project counties in Yunnan, Guizhou, Qinghai and Tibet	Chinese, English	December 2010
17	Policy recommendations for ethnic minorities	UNDP, UNESCO, SEAC	Policy recommendation	Ethnic Minority Areas	Chinese, English	October 2010
18	Culturally sensitive Maternal and Child Health counseling service guide	UNFPA, NPFPC (CPDRC)	Guideline	Six project counties in Yunnan, Guizhou, Qinghai and Tibet	Chinese, English	October 2011
19	Training module on culturally sensitive Maternal and Child Health service provision	UNFPA, MOH (NCWCH), YHDRA and Minzu University	Training manual	Six project counties in Yunnan, Guizhou, Qinghai and Tibet	Chinese, English, Tibetan	October 2011
20	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
21	Study on integration of the MCH services into the New Rural Cooperative Medical System	WHO, MOH, Huazhong University of Science and	Quantitative and qualitative study	All 6 pilot counties	Chinese, English	November 2009

		Technology				
22	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
	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
	Report on Employment and Training in Ethnic Minority Areas in Yunnan and Guizhou Provinces	ILO, MOHRSS	Qualitative and quantitative research report	Guangyang, Leishan, and Congjiang (Guizhou), Kunming, Dehong, Chuxiong, and Dali (Yunnan)	Chinese, English	June 2010
	Improve Your Business	ILO, MOHRSS	Training manual	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese	September 2009
	Local Value Chain Development	ILO, MOHRSS	Training and implementation manual	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese	Finalised by September 2010
	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
	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	Tbd
	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

	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
	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
	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
	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
	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
	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
	Ecosystem services evaluation of traditional agricultural regions	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	January 2009 in Resources Science
	Energy comparison of rice-fish agriculture and rice monocropping	FAO, CAS IGSNRR	Research paper	Congjiang (Guizhou)	Chinese with English abstract	January 2009 in Resources Science
	Ecological capacity of a	FAO, CAS	Research	Congjiang	Chinese	January 2009

	traditional agricultural area based on ecological footprint	IGSNRR	paper	(Guizhou)	with English abstract	in Resources Science
	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
	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
	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
	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
	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
	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
	Needs Assessment Report for Capacity Building	UNDP, SEAC	Needs assessment	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
	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
	Baseline Survey Report – Design and Quality of Ethnic Handicrafts	UNIDO, UNESCO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi	Chinese, English	February 2010

				(Yunnan)		
	Baseline Survey Report – Design and Quality of Ethnic Handicrafts	UNIDO, SEAC	Baseline survey report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	Chinese, English	October 2009
	Analysis and follow up on Baseline Survey report	UNIDO	Baseline analysis	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	English	January 2010
	Market Assessment of the Creative Industries Sector Report	UNIDO	Sector/cluster linkages report	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan)	English	January 2010
	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
	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
	Community organizations development report for Wudong Village	UNDP, SEAC	Mission report	Leishan (Guizhou)	Chinese, English	April 2010
	Community-based Cultural Tourism Development Planning (Wudong/Nanmeng/Yintan/Zhanli)	UNDP, SEAC	Tourism Planning	Leishan & Congjiang (Guizhou)	Chinese	May 2010
	Exchange platform consultation workshop report	UNDP, SEAC	Report	Congjiang (Guizhou)	Chinese	May 2010
	12 Case Study Reports on Implementation of Basic Education Policies for Ethnic Minority Children	UNESCO, Minzu University	Case study	Leishan & Congjiang (Guizhou), Longchuan & Luxi (Yunnan), Hualong (Qinghai)	Chinese, English	December 2010
	Synthesis Report on	UNESCO, Minzu University	Case study	Leishan & Congjiang (Guizhou),	Chinese, English	December 2010

	Implementation of Basic Education Policies for Ethnic Minority Children			Longchuan & Luxi (Yunnan), Hualong (Qinghai)		
	Training Material on Formulation and Implementation of Basic Education Policies for Ethnic Minority Children	UNESCO, Minzu University	Training material		Chinese	May 2011
	Cultural Diversity Lens Programming Lens Toolkit (Chinese version)	UNESCO, SEAC	Programming tool		Chinese	May 2010
	Cultural Impact Assessment Framework	UNESCO, SEAC	Programming tool		Chinese, English	October 2011
	Culture and Development for Chinese Ethnic Minorities	UNESCO, SEAC	Advocacy materials		Chinese, English	October 2011
	A Practical Guide to Community-based Cultural Mapping in Chinese Ethnic Minority Areas	UNESCO, CHP	Handbook		Chinese, English	October 2011
	Congjiang Cultural Archive	UNESCO, CHP	Book (electronic version)	Congjiang (Guizhou)	Chinese, English	October 2011
	Community-based Cultural Tourism Handbook	UNESCO, SEAC	Handbook		Chinese	October 2011
	Tourism Village Brochures	UNESCO, SEAC	Brochures	Leishan, Congjiang (Guizhou), Longchuan, Luxi (Yunnan)	Chinese	October 2011
23	Participatory Artisan Survey Report	UNESCO, CACA	Survey report	Leishan, (Guizhou), Longchuan, (Yunnan)	Chinese, English	October 2011
	Case study on factors influencing the increasing uptake of MCH services in ethnic minority areas	UNFPA, Minzu University	Qualitative study report	Hualong (Qinghai) and Congjiang (Guizhou)	Chinese, English	November 2011
	Endline survey report on MCH in Longchuan, Luxi, Leishan, Congjiang, Hualong and Gyamda	UNICEF, UNFPA, MOH (NCWCH), NPFPC (CPDRC)	Endline survey report	Six project counties in Yunnan, Guizhou, Qinghai and Tibet	Chinese, English	October 2011
	Progress Report on the	UNDP,	Mission	Leishan &	Chinese,	May 2011

	Community-Based tourism project activities	SEAC	report	Congjiang (Guizhou) Longchuan & Luxi (Yunnan)	English	
	Exchange platform consultation workshop report (2011)	UNDP, SEAC	Report	Congjiang (Guizhou),	Chinese, English	May 2011
	Progress Report on the implementation of tourism development Planning for pilot villiages in Guizhou	UNDP, SEAC	Mission report	Leishan & Congjiang (Guizhou)	Chinese	May 2011
	Community organizations development report for pilot villiages in Guizhou	UNDP, SEAC	Mission report	Leishan & Congjiang (Guizhou)	Chinese, English	May 2011
	Community organizations development report for pilot villiages in Yunnan	UNDP, SEAC	Mission report	Longchuan & Luxi (Yunnan)	Chinese,	May 2011
	Front topics on Agro-cultural Heritage Systems and Their Dynamic Conservation	FAO, CAS IGSNRR	Presentations and speeches collection, incl. some about Congjiang agro-cultural heritage	Congjiang (Guizhou)	Chinese	May 2010 by China Environmental Science Press
	Research on Agro-cultural Heritage Systems and Their Dynamic Conservation (III)	FAO, CAS IGSNRR	Research paper collection, incl. some about Congjiang agro-cultural heritage	Congjiang (Guizhou)	Chinese	October 2010 by China Environmental Science Press
	Local Value Chain Development	ILO, MOHRSS	VCD report on silver ornaments sector	Leishan (Guizhou)	Chinese, English	February 2011
	Anti-discrimination training materials	ILO, MOHRSS	VCD report on Husa Knife Sector	Longchuan (Yunnan)	Chinese, English	April 2011

Annex 5 List of Media Publications (as of 30 October 2011)

Type of publication	Media	Title of publication (if any)	Responsible agencies (UN & partners)	Language	Date of publication	Additional remarks
Bilingual						
Video	UNESCO General Conference Www.douban.com	Congjiang, Paradise of the Soul	UNESCO, Beijing Cultural Heritage Protection Center	Chinese, English	October 2009	
TV documentary	CCTV, Shanghai TV	Congjiang Cultural Mapping	UNESCO, Beijing Cultural Heritage Protection Center, Guizhou Administration of Cultural Heritage, Congjiang County Government	English Chinese	7 October 2011	
Video	YouTube http://www.youtube.com/watch?v=AOylgJKpggQ	China Ethnic Creative Industries Sector Development Workshop	UNIDO	English Chinese (subtitle)	2011	
English only						
Radio interview	China Radio International		UNESCO	English	18 Oct 2010 (during morning edition of "The Beijing Hour")	Interview with UNESCO Beijing Office Director and Representative
Newspaper Article	China Daily	Cultural Dimension of Growth	UNESCO	English	16 Nov 2010	Article by UNESCO Beijing Office Director and Representative
Journal Article in Germany	Development and cooperation	Cultural Dimension of Development	UN	English	Nov 2011	Article by JP international coordinator
Chinese Only – 2009						
TV News	Guizhou Province Congjiang County TV Station	Project News	All UN Agencies and national partners	Chinese	2009-2011	News coverage of project milestone and field activities
Newsletter	China Arts	Field trips,	UNESCO, CACA	Chinese	2009-2011	Series

article	and Crafts Association Newsletter	trainings and meetings of the program				reports on the project
Website article	CA&CA website http://www.cnaca.net.cn/	Field trips, trainings and meetings of the program	UNESCO, CACA	Chinese	2009-2011	Series reports on the project
Magazine	China Arts and Crafts	Annual Calendar	UNESCO, CACA	Chinese	December 2009 and December 2010	
Newspaper article	Guizhou Daily	Congjiang and Leishan are involved in Global Important Agricultural Heritage Systems Conservation Project	FAO, CAS IGSNRR	Chinese	6 May, 2009	
Website	Qiandongnan News http://www.qdn.cn/news/jy/200906/13574.shtml	News on project activities	ILO	Chinese	1 June 2009	
Website	Yunnan Government Portal http://km.xxgk.yn.gov.cn/canton_model/1/newsview.aspx?id=963529	News on project activities	ILO	Chinese	21 July 2009	
Website	Dehong Prefecture Labor Bureau http://www.yndhlm.gov.cn/Article/xsxx/200908/533.htm	News on project activities	ILO	Chinese	10 Aug 2009	
Website	德宏州人民政府门户网站 http://yn.yunnan.cn/dh/html/2009-09/09/content_903261.htm	News on project activities	UNDP, SEAC, CICETE	Chinese	Sept 2009	
Website	Yunnan Government Portal http://xxgk.yn	News on project activities	ILO	Chinese	26 Oct 2009	

	http://www.gov.cn/news_view.aspx?id=1078030					
Newspaper article	Science Times	Why to Apply the Agricultural Heritage	FAO, CAS IGSNRR	Chinese	19 November 2009	
Chinese Only – 2010						
Newspaper article	Science and Technology Daily	Agricultural Heritage: Who Will Stick to and Who will Come to Pass	FAO, CAS IGSNRR	Chinese	24 February 2010	
Website	陇川新闻 http://www.dh.gov.cn/dhlc/72340168526266368/20100419/257895.html	News on project activities	UNDP, UNESCO, SEAC, CICETE	Chinese	Apr 2010	
TV documentary	CCTV Channel-7	The science and technology of Dong's Rice-Fish-Duck System	FAO, CAS IGSNRR	Chinese	12 June 2010	
Newspaper article	Science and Technology Daily	Conserving agricultural heritages: the World learn from China	FAO, CAS IGSNRR	Chinese	12 June 2010	
Website	Yunnan Government Portal http://xxgk.yn.gov.cn/canton_model/ne wsview.aspx?id=1340844	News on project activities	ILO	Chinese	12 June 2010	
Newspaper article	Science and Technology Daily	China's agricultural development could replace high-carbon agriculture by low-carbon agriculture	FAO, CAS IGSNRR	Chinese	17 August 2010	
Newspaper article	Guizhou Daily	Congjiang is seeking modern development for traditional agriculture and agro-culture can be recognized as heritage	FAO, CAS IGSNRR	Chinese	3 September 2010	
Website	Qiandongnan Prefecture Government	News on project activities	ILO	Chinese	7 September 2010	

	Portal http://www.qdn.gov.cn/page.jsp?urltype=news.NewsContentUrl&wbnewsid=63913&wbtreeid=10513					
Chinese only – 2011						
Video	http://www.ethnicngo.org/x/index.php	Training on Capacity Building for Miao embroidery associations	UNDP, SEAC, CICETE	Chinese	Feb 2011	
Website	Tencent http://www.itravelqq.com/2011/0320/119937.html	News on project activities	ILO	Chinese	16 March 2011	
Website	Dehong Prefecture Government Portal http://www.dehong.gov.cn/news/dhnews/2011/0401/news-48459.html	News on project activities	ILO	Chinese	1 April 2011	
Website	黔东南州人民政府网 http://www.qdn.cn/news/sb/201105/57448.shtml	News on project activities	UNDP, SEAC, CICETE	Chinese	May 2011	
News report	People Net	Congjiang of Guizhou Province Become One of the New GIAHS Pilot Sites	FAO, CAS IGSNRR	Chinese	11 June 2011	
News report	People's Daily overseas edition	Rice-fish-duck System of Congjiang County Become the New GIAHS Pilot Site	FAO, CAS IGSNRR	Chinese	11 June 11 2011	
News report	New wealth	Rice-fish-duck System of Congjiang County Become the New GIAHS Pilot Site	FAO, CAS IGSNRR	Chinese	11 June 2011	
TV News report	CNC TV	Rice-fish-duck System in Dong Village Become the New GIAHS	FAO, CAS IGSNRR	Chinese	12 June 2011	

		Pilot Site				
Newspaper article	Science Times	Rice-fish-duck System in Dong Village Become the New GIAHS Pilot Site	FAO, CAS IGSNRR	Chinese	13 June 2011	
Website article	Guangmingwang http://www.gmw.cn/	Sit Down and Listen to the Talk between the Agriculture and the Culture	FAO, CAS IGSNRR	Chinese	16 June 2011	
Newspaper article	Guangming Daily	Space-time Dialogue on Globally Important Agricultural Heritage System: Showing The wisdom of ancestors	FAO, CAS IGSNRR	Chinese	23 June 2011	
Website	Leishan County Government Portal http://www.leishan.gov.cn/page.jsp?urltype=news.NewsContentUrl&wbnewsid=125599&wbtreeid=2013	News on project activities	ILO	Chinese	20 August 2011	
Website	Xinhua net http://www.gz.xinhuanet.com/zfpd/2011-09/20/content_23738183.htm	News on project activities	ILO	Chinese	20 Sept 2011	
Website	Xinjiang Tianshan net http://www.xjts.cn/news/content/2011-09/04/content_6141409.htm	Government support to ethnic folk handicrafts for “market testing” at China-Eurasia EXPO	UNDP, UNIDO, SEAC, CICETE	Chinese	Sept 2011	
TV	Xinjiang satellite TV	China-Eurasia EXPO	UNDP, SEAC, CICETE	Chinese	Sept 2011	
Video	http://www.ethnicngo.org/xindex.php	China-Eurasia EXPO	UNDP, SEAC, CICETE	Chinese	Sept 2011	
Website	http://www.gz	News on project	UNDP, SEAC,	Chinese	Sept 2011	

	zjcdj.gov.cn/wcqx/detailnew.jsp?id=216099	activities	CICETE			
Book	China Environmental Science Press	Study on Agrobiodiversity and agroecosystem Stability traditional agricultural region	FAO, CAS IGSNRR	Chinese	December 2011	
Book	China Environmental Science Press	Study on Tourism Potential in Agricultural Heritage System Sites	FAO, CAS IGSNRR	Chinese	December 2011	
Book	China Environmental Science Press	Congjiang's Agricultural Heritage: Survey, Evaluation and Conservation Plan	FAO, CAS IGSNRR	Chinese	December 2011	
Other						
Magazine	Elle	Article on Miao culture and crafts	UNIDO	Italian	February 2011	
Book	Guizhou Minzu Publishing House	Congjiang Cultural Archive	UNESCO, CHP	Chinese	February 2012	

Annex 6 List of Community-Based Organizations Supported by CDPF (under Output 1.1 and Output 2.3 UNDP components)

Seven Village Cultural Tourism Associations:

1. Wudong Village Cultural Tourism Association
2. Nanmeng Village Cultural Tourism Association
3. Yintan Village Cultural Tourism Association
4. Zhanli Village Cultural Tourism Association
5. Guangshan Village Cultural Tourism Association
6. Mangdan-Xinzhai Village Cultural Tourism Association
7. Chudonggua Village Cultural Tourism Association

Three Ethnic Crafts Associations:

8. Leishan Miao Embroidery Association
9. Longchuan Ethnic Handicraft Association
10. Husa Bladesmith Association

Annex 7 Questionnaire

In meetings with local stakeholders at county seats, besides general discussion of inputs and perceptions and specific reports on the various outputs, we also made use of a slightly modified version of the questionnaire used during the Mid-Term Evaluation of this programme, since we felt this would give some continuity to the monitoring and evaluation component. Questions asked were as follows (modifications in italics);

11. 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.
12. If you could have changed something during the duration of this project to make it more effective or efficient what would it be?
13. Do you have any success story to describe about the project? e.g. a new policy being developed as a result of the project, an MCH story, an education story, *a new crafts marketing development*, etc.
14. 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.
15. What have been your experiences with Joint Programming on the CDPF? e.g. good practices, challenges, suggestions, etc.
16. How has your output contributed to culture-based development/culturally sensitive programming?
17. *Do you have any comments on gender involvement in this project?*

All proceedings were recorded, and can be made available on request. Replies have been integrated with the text of this Report.

Annex 8 Short Biographies of Evaluators and Justification of Team Composition

Dr. Xu Wu worked as an Officer of the Provincial Ethnic Affairs Commission in the Enshi Tujia and Miao Autonomous Prefecture of Hubei province, China, from 1990 to 1993, and is an expert on the region and its ethnic cultures and foodways. After a BA and MA in History from the South-Central Nationality University in Wuhan, he obtained his PhD in Anthropology from the University of Alberta in Edmonton, Canada, in 2003, where he was then for some years a Postdoctoral Fellow and subsequently Assistant Professor in the Department of Anthropology and Religious Studies at the University of Saskatchewan before taking up his present position as Associate Professor and Acting Head of the Institute of Anthropology and Folklore at East China Normal University in Shanghai. He has published widely on ethnicity and dietary customs in China and his current research interests are in the field of ethnoecology.

Dr. Nicholas Tapp obtained his PhD in Social Anthropology from the School of Oriental and African Studies at London University in 1985 and subsequently was Lecturer in the Department of Anthropology at The Chinese University of Hong Kong, Lecturer in the Department of Social Anthropology at Edinburgh University, and Senior Fellow and then Professor in the Department of Anthropology of the Research School of Asian and Pacific Studies at the Australian National University. He is now Emeritus Professor at the Australian National University, and serves as Head of the Department of Sociology at East China Normal University in Shanghai. He has researched and published widely on the Hmong (Miao) populations of Thailand and China and their diaspora overseas. In the past he has worked as a regular social development consultant for the UK DfID on NGO programmes, as Main Sociological Consultant for the bilateral UK-Chinese Academy of Forestry research project on state forestry plantations of China Fir, and as Thematic Leader in the Science and Technology Advisory Group of the Natural Resources Institute, UK.

With their combined background in practical and applied developmental work relating to China, and their experience of ethnic groups, cultural issues, and environmental concerns, as anthropologists working for many years in China, it was proposed that their current experience as working colleagues in Shanghai would lead to an effective and cooperative evaluation team, which did indeed prove to be the case. Together with Mr. Joern Geisselmann of UNDP and Mr. Yu Shuo of SEAC, the JP Coordinators who facilitated meetings in Beijing and accompanied them on the field evaluation, the combined experience of the evaluators contributed to what is felt to have been a penetrating, responsible and sensitive assessment of the programme overall.

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Annex 10 List of Partners in alphabetical order (from Mini Monitoring Report, 31 July 2009):

National government

Ministry of Commerce

Department of Economic Development, State Ethnic Affairs Commission

Departments of Ethnic Education & Teacher Education, Ministry of Education

Ethnic and Folk Art and Literature Development Centre, Ministry of Culture

Ministry of Health

National Population and Family Planning Commission

Ministry of Human Resources and Social Security

Ministry of Agriculture

Local government

● Guizhou Province

Guizhou Ethnic Affairs Commission

Guizhou Education Bureau

Guizhou Health Bureau

Guizhou Family Planning Committee

Guizhou Culture Bureau

Qiandongnan Prefecture Government

Leishan and Congjiang County Government

Leishan and Congjiang County Ethnic Affairs Commission

Leishan and Congjiang County Health Bureau

Leishan and Congjiang County Family Planning Bureau

Leishan and Congjiang County Labour Bureau

Leishan County Propaganda Bureau

Leishan County Statistics Bureau

Leishan County Labor Security Bureau

Langde Township Government

Dadi Township Government

Datang Township Government

● Yunnan Province

Yunnan Ethnic Affairs Commission

Yunnan Education Bureau

Yunnan Health Bureau

Yunnan Family Planning Committee

Yunnan Ethnic Minorities' Language Committee

Yunnan Cultural Industry Office

Dehong Prefecture Government

Dehong Prefecture Ethnic Affairs Commission

Dehong Prefecture Language committee

Longchuan County and Luxi Municipality Government

Longchuan County and Luxi Municipality Ethnic Affairs Commission

Longchuan County and Luxi Municipality Health Bureau
Longchuan County and Luxi Municipality Family Planning Bureau
Longchuan County and Luxi Municipality Labour Bureau
Longchuan County Education Bureau
Longchuan County People's Congress

● **Qinghai Province**

Qinghai Ethnic Affairs Commission
Qinghai Education Bureau
Qinghai Health Bureau
Qinghai Family Planning Committee
Hualong County Ethnic Affairs Commission
Hualong County Education Bureau
Hualong County Health Bureau
Hualong County Family Planning Bureau

● **Tibet Autonomous Region**

Tibet Ethnic Affairs Commission
Tibet Education Bureau
Tibet Health Bureau
Tibet Family Planning Committee
Linzhi County Ethnic Affairs Commission
Linzhi County Education Bureau
Gyamda County Ethnic Affairs Commission
Gyamda County Health Bureau
Gyamda County Family Planning Bureau

Universities/Research institutes

● **National**

Institute of Ethnology and Anthropology, Chinese Academy of Social Sciences
Center for Natural and Cultural Heritage, Institute of Geographic Sciences and Natural Resources Research, Chinese Academy of Social Sciences
College of Education, China Minzu University
School of Ethnology and Sociology, Minzu University
National Center of Women's and Children's Health, Chinese Center for Disease Control and Prevention
China Population and Development Research Center
National Office for Maternal and Child Health Surveillance
Academy of Arts and Design, Tsinghua University
Beijing Normal University

● **Guizhou Province**

Institute of Ethnology, Guizhou Academy of Social Sciences.
Guizhou University for Nationalities
Guizhou Normal University

Centre for Traditional Knowledge and Community Development Research of the
Qiandongnan Prefecture of Guizhou Province

● **Yunnan Province**

Yunnan University

Yunnan University of Nationalities

Institute for Ethnic Literature Studies, Yunnan Academy of Social Sciences

Center for Rural Development Studies, Yunnan University

Yunnan Arts Institute

● **Other**

Jinan University

Tourism Research Centre, Gansu Academy of Social Sciences

Western Environment and Social Development Centre, Lanzhou University

Huazhong University of Science and Technology

Private sector

● **Yunnan Province**

Yunnan Louyi Knives Manufacture

Yunnan Dehong Hongyun Hulusi Cultural Industry Co. Ltd.

Yunnan Binglin Handicraft Art Developmetn Co. Ltd.

Kunming Nankan Craft & Gift Factory

● **Guizhou Province**

Mao Kexi Tea Company

Mo Lusheng Workshop

Leishan Silver Manufacture Company

Nihua Embroidery Shop

Anong Miao Family Hotel

Civil society

Beijing Cultural Heritage Protection Center

Handicap International

Winrock International

Other institutions

● **National**

Chinese Arts and Crafts Association

Chinese National Commission for UNESCO

● **Guizhou Province**

Guizhou Provincial Arts and Crafts Association

Guizhou Maternity and Child Health/Family Planning institutions

Leishan Minzu Vocational School
Xijiang Minzu Museum
Xijiang Primary School
Congjiang and Leishan County Maternity and Child Health Institution
Congjiang and Leishan County Family Planning Service Station

● **Yunnan Province**

Yunnan Provincial Arts and Crafts Association
Yunnan Museum of Nationalities
Yunnan Maternity and Child Health/Family Planning institutions
Broadcasting Station of Longchuan County
Luxi and Longchuan County Maternity and Child Health Institution
Luxi and Longchuan County Family Planning Service Station

● **Qinghai Province**

Qinghai Maternity and Child Health/Family Planning institutions
Hualong County Maternity and Child Health Institution
Hualong County Family Planning Service Station

● **Tibet Autonomous Region**

Gyamda County General Hospital

Annex 11 Outputs, Partnerships and Pilot Sites (from Mid-Term Evaluation Report)

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			

Annexe 12 Programme Monitoring Framework (15 September 2011)

CDPF Program Monitoring Framework (revised June 2009 & further modified March 2010⁴⁸)

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Baseline value of indicators	Value of indicators (as of 15 Sep 2011)
MDG Goals & indicators relevant to the programme:						
Goal 1: Eradicate Extreme Poverty						
Indicator 1. Proportion of population below \$1 (PPP) per day Indicator 2. Poverty gap ratio [incidence x depth of poverty] Indicator 3. Share of poorest quintile in national consumption Indicator 4. Prevalence of underweight children under-five years of age						
Goal 2: Universal Primary Education						
Indicator 6. Net enrolment ratio in primary education Indicator 7. Proportion of pupils starting grade 1 who reach grade 5 Indicator 8. Literacy rate of 15-24 year-olds						
Goal 3: Gender Equality						
Indicator 9. Ratios of girls to boys in primary, secondary and tertiary education Indicator 10. Ratio of literate women to men, 15-24 years old Indicator 11. Share of women in wage employment in the non-agricultural sector						
Goal 4: Reduce Child Mortality						
Indicator 13. Under-five mortality rate Indicator 14. Infant mortality rate Indicator 15. Proportion of 1 year-old children immunised against measles						
Goal 5: Improve Maternal Health						
Indicator 16. Maternal mortality ratio Indicator 17. Proportion of births attended by skilled health personnel						
JP Outcome 1: The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services. (All of the outputs of Outcome 1 address all the MDGs targeted in this Joint Programme.)						
1. Governance processes made more inclusive of ethnic minorities and sensitive to culturally based development strategies.	200 local government officials, local People's Congress or CPPCC officials, community leaders and civil society representatives trained	Outcome reports Training material	Questionnaires, collection of documents, training workshops	UNDP, SEAC	0	865 local government officials, local People's Congress or CPPCC officials, community leaders, civil society and local community representatives

⁴⁸ Upon request by MDG-F Secretariat (email communication from Paula Pelaez dated 13 March 2010)

This component specifically targets MDG 0. Indicators are the number of successful trainings developed and provided.						trained
	UNESCO Cultural Diversity Programming Lens Toolkit translated, adapted to the local context, tested and disseminated to minimum of 200 participants at the governance capacity-building workshops	Publication of the diversity lens toolkit in Chinese; Consultation meetings and training workshops evaluation reports; list of participants and meeting/training materials	Field visit, report and data collection	UNESCO, SEAC	Generic UNESCO Cultural Diversity Programming Lens Toolkit available in English	Diversity Lens Toolkit translated and disseminated to 168 workshop participants; Toolkit further adapted and tested based on local feedback
	At least 2 platforms for exchange on development strategies established	Recorded documents	Regular project progress report	UNDP, SEAC	0	Consultation workshop held in Congjiang to discuss issues of local community tourism development and strategies of long-term exchange mechanism
2. Strengthened policy and institutional capacity in developing and implementing culturally sensitive and quality basic education for ethnic minority children.	At least 60% of ethnic minority children in each of pilot schools fully informed about essential message on child-friendly and culture-sensitive schools	Baseline, field monitoring and interviews, end-line survey	Questionnaires, classroom observation	UNICEF and Ministry of Education	0	100% of ethnic minority children in pilot schools were familiarized with child friendly and culture-sensitive schools through supply provision, including sports kits and library kits (in Mandarin & Tibetan)
This component addresses MDG 2 and 3. The cited indicators	At least 4 sets of local curricula developed for ethnic minority	Documents	Collection of documents	UNICEF and Ministry of Education	0	Local curricula outline for ethnic minority children living in pilot areas

specify how these goals will be achieved.	children living in pilot areas					developed, 4 sets of local curricula and 2 guidelines finalized and implemented
	At least 60% of ethnic minority teachers and school principals from pilot schools oriented towards child friendly and culture-sensitive teaching and management	Baseline, field monitoring and end-line survey	Questionnaires; Monitoring tools	UNICEF and Ministry of Education	0	100% of ethnic minority teachers from pilot schools oriented trained on child friendly and culture-sensitive teaching and learning & 100% of teachers and principals on culture-sensitive management
	At least 2 pilot counties developed scaling up plan by the end of project cycle	Documents	Collection of documents	UNICEF and Ministry of Education	0	2 pilot counties (Linzhi and Hualong Counties) developed and began implementing scaling up plan; the other county and provincial-level focal points expressed their interest and confidence in building models for scaling up
	90% of available policies reviewed and analyzed and at least 12 case studies conducted involving both schools and communities	Documents, onsite verification	Desk review, field work	UNESCO MoE (NatCom)	0	90% of available policies reviewed and analyzed and 12 cases studies conducted
	At least 20 policy makers as well as 45 local	Documents	Desk review, checklist	UNESCO MoE (NatCom)	0	90 local education officials and administrators

	practitioners enabled to use UNESCO's policy recommendations and have participated in capacity building activities on framing and implementing culturally sensitive education policies for ethnic minority children					trained on formulating and implementing culturally sensitive education policies for ethnic minority children; 40 national and provincial policy makers informed of the policy recommendations proposed by the project team
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	At least 60% of pregnant women in project counties who receive antenatal care at least 4 times (or alternatively ⁴⁹ 30% increase compared to baseline)	Baseline and end line surveys	Questionnaire	UNICEF UNFPA	Congjiang 39.85% Leishan 43.55% Luxi 71.29% Longchuan 47.06% Gyamda 5.88% Hualong 7.46% Average: 47.9%	New data will only become available at the time of the end line survey
	At least hospital delivery rate of 80% in project counties (or alternatively ² 30% increase compared to baseline)	Baseline and end line surveys	Questionnaire	UNICEF UNFPA	Congjiang 53.04% Leishan 37.34% Luxi 76.12% Longchuan 79.87% Gyamda 28.2% Hualong 57.85% Average: 60%	New data will only become available at the time of the end line survey
	At least 30% of women undertaking exclusive breast feeding of their baby for 6 months (or	Baseline and end line surveys	Questionnaire	UNICEF UNFPA	Congjiang 15.2% Leishan 30.8% Luxi 18.2% Longchuan 4.3%	New data will only become available at the time of the end line survey

⁴⁹ In counties where the base value is already too close to or exceeding the target value.

incorporating improvements in human and financial resources, health	alternatively ² 50% increase compared to baseline)				Gyamda 0% Hualong 18.2% Average: 17.5%	
This component addresses MDG 4 & 5. The detailed indicators listed show how this will be measured.	systems and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries.	At least 70% of MCH information staff trained on MCH information management system	Training materials, reports, Adapted guidelines	Training workshops	WHO	45%
4. Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination.	At least 2 counties are able to institutionalize availability of quality data on the situation of ethnic minorities in the labour market	Validated research reports	Regular reporting	ILO	0	Currently in the process of being institutionalised
By addressing unequal access to employment for ethnic minorities, this component tackles MDG 1 and 3. The success of this component will be indicated by	50 labour officials with increased awareness and understanding of international labour standards and national legislation	Training attendance	Regular reporting	ILO	0	177 labour officials with increased awareness and understanding of international labour standards and national legislation
	100 policy-makers, labour officials, advisors, employers and persons involved in the	Survey on attitudes and experiences	Regular reporting	ILO	0	182 stakeholders attended anti-discrimination training

the numbers of ethnic minorities and especially the female population among these communities who are engaged in new venues of employment which can reduce their poverty.	settlement of labour disputes with an in-depth understanding of the concepts of discrimination and equal opportunity					
	In at least 2 counties a sustainable mechanism developed and implemented which will facilitate information exchange and training on anti-discrimination	Functioning mechanism	Regular reporting	ILO	0	Currently in the process of being established
	10 non-pilot sites are using the training materials	Field visits	Regular reporting	ILO	0	21 non-pilot sites are using the training materials
	Two policy recommendations produced for local policy makers to decrease cultural and linguistic barriers and increase employment opportunities for ethnic minorities	Research papers and policy recommendations and workshops	Consultative (advisory) meetings	UNESCO, CASS	0	Baseline survey reports with policy recommendations in 2 pilot counties on cultural and linguistic barriers to employment produced; research findings, recommendations and best practices and experiences will be disseminated at a final symposium

JP Outcome 2: Ethnic minorities empowered in management of cultural resources and benefiting from cultural-based economic development (The Outputs in JP Outcome 2 primarily address MDG 0, 1 and 3.)

<p>This component addresses MDG 0, 1 and 3. The strategy centers on community-based involvement and ownership whose success will lead to improved governance and human rights. The component also targets the inclusion of women. The resulting community museums will bring increased income to</p>	Ethnic minority communities' production of own cultural maps in 5 or more villages in Congjiang County	Cultural mapping archives and final publication	Field visit, report and data collection	UNESCO	0	Ethnic minority communities' production of own cultural maps in 11 villages in Congjiang County
	Production of new exhibit and museum catalogue in 2 or more villages in Congjiang County incorporating results of community-based mapping	Analytical report of museum baseline survey and evaluation reports of museum training workshops; museum catalogue	Field visit and desk review	UNESCO	0	A new exhibit outlined and currently under installation in 1 village museum in Congjiang County
	Master Plan on 1) agro-culture dynamic conservation and 2) alternative	Master plan document; Training/work shop attendance; Publicity/advocacy documents	Monitoring in months 14, 24-25, 33-34	FAO	No relevant Master Plan has been developed	Draft Master Plan has been developed and will be finalized after local stakeholders
	100 local stakeholders trained on conservation and				0	More than 200 local stakeholders trained on conservation
	6 publications published and at least 2 public information exchange meetings organized advocating agro-culture				0	3 books & 28 articles published; 10 public information meetings & 2 exhibitions organized; newspaper coverage 6 times & 1 TV documentary
2. Capacity built and examples piloted on using participatory	120 local govt officials, community leaders and civil society representatives trained	Baseline, MTR, end line survey Training material	Questionnaires, collection of documents, Training workshops	UNDP, SEAC	0	1,562 local govt officials, community leaders and civil society representatives trained

<p>processes in managing minority community resources and sustainability leveraging tourism for local livelihoods</p> <p>This component also addresses MDG 0, 1 and 3. The process of developing responsible, community-based tourism models will yield improved governance, gender equality and increased community incomes.</p>	<p>UNESCO Community-Based Tourism Capacity Building Handbook translated and disseminated to minimum of 50 participants at tourism consultations meetings and training workshops as well as 50 community residents</p>	<p>Publication of the toolkit in Chinese, consultation meetings and training workshops evaluation reports, list of participants and meeting/training materials</p>	<p>Field visit, report and data collection</p>	<p>UNESCO, SEAC</p>	<p>Generic UNESCO Community-Based Tourism Capacity Building Handbook available in English</p>	<p>Handbook translated and disseminated to 168 training participants, incl. 73 community residents</p>
<p>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</p>	<p>Responsible and participatory cultural tourism models at village and cross-village trail piloted (1 trail)</p>	<p>Onsite verification, reports</p>	<p>Field visit, regular progress report</p>	<p>UNDP, UNESCO, SEAC, local tourism administration</p>	<p>0</p>	<p>Participatory community tourism planning in 7 villages completed; community-based tourism development initiatives implemented in 7 villages</p>
	<p>Number of jobs has increased by 20% in the enterprises supported by the programme, at least 50% of which are held by women</p>	<p>County labour bureau statistics on employment</p>	<p>Included in the annual report</p>	<p>ILO, MOHRSS</p>	<p>0%</p>	<p>Number of jobs has increased by 52.3% in the enterprises supported by the programme while women's employment has increased by 63% in these enterprises</p>
	<p>Marketability, quality and design of 2 product categories have been improved</p>	<p>Onsite verification, reports, survey</p>	<p>Field visit, data collection local staff recruited</p>	<p>UNIDO, SEAC</p>	<p>0</p>	<p>Training in design for new products with embroidery, brocade, textiles, and silverware/jewellery sectors creating over 65 new product designs</p>

<p>sector</p> <p>This component addresses MDG 1 and 3. The indicators provided all address the number of jobs and businesses to be reached by the trainings in this component, and how this will improve economic opportunities. Women ethnic minorities will be targeted.</p>	<p>Minimum of 40 businesses/artisans have received Entrepreneurship and Business Development Services (BDS) training</p>	<p>Onsite verification, reports</p>	<p>Field visit, meeting and interviews with counterparts and entrepreneurs</p>	<p>UNIDO, SEAC</p>	<p>0</p>	<p>Over 60 artisans/small business owners trained on aspects of business development including marketing, quality and business management</p>
	<p>Minimum of 100 local stakeholders and craft-workers of ethnic minorities are trained on product development with emphasis on the balance of authenticity, innovation and marketing</p>	<p>Evaluation report, list of participants and training materials of the AWARD of Excellence Training Workshops</p>	<p>Field visit, report and data collection</p>	<p>UNESCO, CACA</p>	<p>0</p>	<p>100 local stakeholders and crafts-workers of ethnic minorities trained on product development with emphasis on the balance of authenticity, innovation, marketing, quality and artisan well-being</p>
	<p>Minimum of 100 stakeholders' understanding of the local situation of artisans and craft industry, with a culturally sensitive approach, is improved to raise awareness among stakeholders on the role of cultural traditions in economic development</p>	<p>Evaluation report, list of participants and training materials of the Participatory Craft Survey Training Workshops and analytical report of the Participatory Craft Survey</p>	<p>Field visit, report and data collection</p>	<p>UNESCO, CACA</p>	<p>0</p>	<p>130 stakeholders' understanding of the local situation of artisans and craft industry, with a culturally sensitive approach, is improved to raise awareness among stakeholders on the role of cultural traditions in economic development; report on participatory craft survey currently being finalized</p>

	At least 2 provincial artisan networks and supporting institutions have been established or existing ones strengthened	Baseline and end line survey, consultation	Questionnaire, interview, consultation meeting	UNDP, SEAC	0	3 county-level crafts associations established and strengthened
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The **China Culture and Development Partnership Framework** (CDPF) is a three-year (2009-2011) joint initiative of eight UN Agencies (UNICEF, UNFPA, UNESCO, UNDP, WHO, ILO, UNIDO, and FAO) and the Chinese government funded by the UN-Spain MDG Achievement Fund. Its objectives are to design and implement policies that promote the rights of ethnic minorities in Guizhou, Yunnan, Tibet, and Qinghai and to empower them to better manage their cultural resources and thus to benefit from culture-based economic development. It is not only the first Joint Programme of its kind on culture and development in China but also a significant step forward in the efforts of the UN in China to deliver as one unified and coherent system and to better align its work with national development goals and policies.

For more information, please refer to our website:

<http://www.un.org.cn/cms/p/jointprogrammes/84/1047/content.html>.