

China

Mid-Term Evaluation

**Thematic window: Children, Food security
& Nutrition**

**Programme Title: Improving nutrition and food safety for
China's most vulnerable women and
children**

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Prologue

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

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

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

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

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

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

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

*A Mid Term Evaluation of the China UN
MDG Fund for Children, Food Security
and Nutrition*

Final Report

Rema Nair Balasundaram – August, 2011



**A Mid term Evaluation of the UN MDG Fund Joint Programme of Children,
Food Security and Nutrition in China.**

(Final Report Mid-term Evaluation-Rema Nair Balasundaram-August 2011)

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MDG-F Secretariat

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Lastly, thanks are due to the UNDP MDGF coordinators Adan Ruiz, and Paula Pelaez at Headquarters and Pablo Barrera, at the UNDP Beijing Office, as well as Yana Zhao the Coordinating Associate, for the efficiency with which the mission was handled, and the WHO Beijing Office and its staff who very graciously provided the space and the support for the mission.

DISCLAIMER

This report is the work of an independent consultant and does not necessarily represent the views, policy, or intentions of the United Nations Agencies.

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Inception Report of Mid Term Evaluation

Mission to China Itinerary

List of officials met on mission in China

Acronyms

ACFTU	All China Federation of Trade Unions
ACWF	All China Women's Federation
AQSIQ	State Administration of Quality Supervision, Inspection and Quarantine
CDC	Chinese Center for Disease Control and Prevention
CFSN	Children, Food Security and Nutrition
CICETE	China International Center for Economic and Technical Exchanges
CFSN	Children, Food Security and Nutrition
CIP	Chinese Institute for Paediatrics
CLS	China Law Society
CNIS	China National Institute for Standardization
FAO	Food and Agriculture Organization
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
INFS	Institute of Nutrition and Food Safety, China CDC
JP	Joint Programme
MDBs	Multilateral Development Banks
MDG	Millennium Development Goal
MDG-Fund	Millennium Development Goal Fund
MDT	Multi-Disciplinary Team
MDT-F	Multi Donor Trust Fund
MOA	Ministry of Agriculture
MOH	Ministry of Health
MTE	Mid Term Evaluation
M&E	Monitoring and Evaluation

NDP	National Development Plan
NDRC	National Development and Reform Commission
NSC	National Steering Committee
PMC	Programme Management Committee
PMO	Programme Management Office
SARFT	State Administration of Radio, Film and Television
SAWS	State Administration of Work Safety
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
WFP	World Food Programme
WHO	World Health Organization

Executive Summary

The MDG Achievement Fund (MDG-F) is an initiative established in December 2006 with a contribution of \$710 M by the Government of Spain to the UN System. The Programmes of the MDG Fund are implemented by UN agencies to support countries in their progress towards the Millennium Development Goals (MDGs) and other development goals by funding innovative programmes that have an impact in countries and a potential for replication and scaling up of operations. The Fund operates through UN teams at country level and uses a joint programme modality of intervention that is divided into eight thematic windows corresponding to the eight MDGs. The programmes have been initiated over the last three years. The MDG Fund Programme has a total of 128 joint active programmes operationalized in 49 countries. The primary objective of the MDG-F is to support national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality.

Children, Food Security and Nutrition: This thematic window operates across several regions. Twenty four programmes in five regions are working to halt preventable deaths caused by child hunger and poor nutrition. Interventions range from providing low cost nutritional packages that can save lives and promote healthy development to engaging with pregnant and lactating mothers ensuring they are healthy and aware of key nutrition issues. Advocacy for mainstreaming children’s right to food into national plans and policies is also a key element of the fight against under nutrition. The MDG F allocated US\$134.5 million to 24 joint programmes in the area of children, food security and nutrition, and this area is the largest representing almost 20 percent of the MDG-F’s work¹.

Poverty in China: China has a per capita gross national income of about US\$3,650 (2009)², and is classified as a lower middle-income country that faces complex development needs. With the second largest number of consumption-poor in the world after India, poverty reduction remains a fundamental challenge. In its 11th Five Year Plan (2006 - 2010), the Government of China set forth a “people centered” strategy aiming to achieve a “harmonious society” that sought to achieve balances between economic growth, and distributional and ecological concerns. In its more recent 12th Five Year Plan (2011 - 2015), the Government lays out a very clear emphasis on ameliorating poverty alleviation, promoting social equality, reducing the urban/rural divide and focusing on enhanced basic health care coverage and improved rural land distribution.

MDGF Joint Programme on Children, Food Security and Nutrition: The MDGF for the Joint Programme on Children, Food Security and Nutrition in China was signed for the period 2009-2012 for a total budget of USD 7,000,000 with the pass through fund modality option. The Managing and Administrative Agent for the MDGF is the MDTF

¹ MDGF Site

² World Bank, China.

³Office in New York. The Joint Programme⁴ on Children, Food Security and Nutrition focuses on the at-risk population of approximately 1.8 million children and women of child-bearing age by piloting a comprehensive approach to food security, child and maternal nutrition in six of the poorest counties. The pilot counties selected have been identified through statistical analysis as scoring poorly on a composite of indicators such as food availability, physical and economic access to food, nutritional intake, access to water, health facilities and sanitation. They are located in mostly remote areas.

14. The Joint Programme aims to do the following:

1. Improve the evidence of women and children's food security⁵ and nutrition through a baseline study and mainstreaming of internationally recognized nutrition indicators in national maternal child health surveillance exercises.
2. Improve nutritional intake through the promotion of exclusive breastfeeding for six months; provision of nutritional supplements for women and children; and formulation of a national food fortification strategy.
3. Improve food safety, especially for child nutrition products, through introduction of international standards in production, processing, testing and preparation of food; awareness of food safety issues will be promoted through schools, consumer groups, women's groups and the media; and support to implementation of the new food safety law.
4. Gather the evidence gained through the demonstration projects in the pilot counties to build an advocacy package aimed at persuading policymakers to scale up interventions

The Mid term Evaluation Framework:

The MDGF Secretariat team led the formulation and design of a series of Mid Term Evaluations of the Programmes funded as Joint Programmes at country level. This evaluation report responds to the Mid Term Evaluation of the MDGF for Children, Food Security and Nutrition in China. Its objective was to measure the effectiveness and efficiency of CFSN activities in relation to stated objectives and to generate knowledge including the identification of best practices and lessons learned as well as conclusions

³ The MDG Fund however is a single donor trust fund unlike other funds at the MDTF office which are multi donor in nature.

⁴ China FSN MDGF Concept Note.

⁵ Note that for the purposes of this programme, the definition for "food security" will be the one endorsed at the World Food Summit in 1996: "Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life." This encompasses food availability, access, utilization, nutrition, vulnerability to disasters and food safety.

and recommendations to improve the implementation of the programme for the remaining period of implementation. The findings presented in this report are based on an in depth desk review of project/programme documents and on interviews with key programme informants and programme officials including a two-week mission to China. The methodology included the development of several evaluation instruments and tools to guide the entire data gathering and analysis process. The findings were triangulated with the use of multiple sources of information wherever possible and the evaluation report is structured around the OECD-DAC/UNEG /World Bank evaluation criteria: Relevance, Effectiveness, Efficiency, Results/Impacts and Sustainability, and an assessment of Coherence. A detailed inception report was formulated at commencement of the exercise and this is presented in the Annex.

Evaluation Findings: This Evaluation presents its findings and takes into account the strategic importance of the Joint Programme in the context of the Government of China and its implications with a forward looking perspective. Given that the Monitoring framework of the MDG Fund provides for a review of Joint Programmes based on the results framework that was approved, this evaluation presents its findings in a more strategic context and goes beyond the Joint Programme.

1. Programme and project Design of the MDG F Joint Programme on Children, Food Security and Nutrition: Much of the planning and design of the MDGF Joint Programme on Children, Food Security and Nutrition was carried out almost as a top down approach as is typically carried out in programme and project design. With the net result that when UN agencies and national counterpart agencies had to handle operational issues in the field, they found that several programming aspects of planning and design failed to take into account the operational realities of the provinces in which the programmes had been planned. The Programme was found to have **overambitious programme objectives**, in terms of programme design, and chances of all the results being operationalized as planned seemed somewhat remote at the time of the mid term review. One example of this is the reduction of malnutrition, and undernutrition among women and children in China by a Programme in a three year duration seems an unlikely goal to achieve and the objective will need to be scaled back to make it more realistic. The design focused on the substance of the project areas without paying attention to the novelty of a One-UN Joint Programme, and its funding and financial complexity. The result was an overly ambitious project given the time and effort required to comply with the financial regulations of the MDGF and each of the eight UN agencies along with the operating policies and procedures of four government ministries and 24 national partner agencies. Food security, Food safety, and Nutrition are three distinctly differing sectors⁶ with huge mandates of their own. In addition to this the Joint Programme also focused on Children, which is yet another dimension. The multidimensional nature of the four sectors speak to the enormity of the task in a complex country setting like that of China. Programme design did not take these complexities or additionalities of the sector thematic areas into account at concept stage. Unfortunately the results matrix and the

⁶ The term sectors is used to define the individual thematic areas within which programme interventions were planned in the Joint Programme.

monitoring reports were unable to capture the magnitude or complexities of issues and challenges that the teams on the ground had to face at inception and during implementation of the Joint Programme in its first year. Additionally the duration of the Joint Programme, of three years for realization of a vast number of tasks and inputs placed its own challenges for the teams on the ground.

2. Coherence: An assessment of coherence in the context of institutional, organizational and technical coherence was assessed on the basis of the programme inputs. Typically, one sees that when agencies clearly articulate strategies to ensure coherence, objectives and prioritization of agency inputs tend to be formally coherent with programme inputs. However, real and timely coherence presents a problem when agency inputs are meant to feed into policy making processes. In the case of the Joint Programme, several agencies both UN and partner agencies mentioned the challenges they faced in coordination at the field level suggesting that there were a few grey areas between providing information and programme inputs and taking a policy stand early in the programme. However, coherence between UN agencies engaged in the Joint Programme tended to be easier than that of coherence in delivery of programme inputs down the chain, especially at county and village level. Discussions with county agencies raised challenges faced in the absence of clear guidance and articulation of roles and responsibilities of divisions in some sector areas like food safety, and nutrition. Given the paucity of time spent on the evaluation it was a difficult task to look into issues of coherence as a whole, but institutional coherence and organizational coherence seemed to be high at UN agency level at headquarters across the Joint Programme. In terms of sectoral and technical coherence, these seemed to be easier to maintain in the more well established nutrition and food security sectors. Food safety presented its own challenges for partner agencies and at central ministerial level given the rapid and dynamic nature of the private sector and the exponential growth of food sector industries at provincial level.

3. Alignment and Relevance of the Joint Programme: The MDGF Joint Programme on Children, Food Security and Nutrition was found to be fully aligned with the 11th and the 12th Five Year plans. Although the 12th Five Year Plan was signed in 2011, the current Joint Programme is more closely aligned to the 12th Plan given the clear prioritization for reducing the gaps in social inequalities and increasing basic health care coverage in the rural areas. The Joint Programme is also fully aligned with the UNDAF for China 2011-2015. The Joint Programme was found to be fully aligned with both planning cycles and its relevance was found to be high. Child Nutrition as rightly pointed out in the concept design of the Joint Programme, has not received any attention in China at national or international level, and remains of highest relevance. Additionally, food security, nutrition and food safety were all in line with the United Nations Development Assistance Framework for China, particularly as identified in Outcomes 1 and 2. These areas also align themselves well with the government's goal to promote scientifically-based, people-centered, balanced development as articulated in the Five Year Plan. It was also for the first time, that the government explicitly proposed action on nutrition in its 11th five year plan (2006-2010). A discussion of relevance would not be complete without acknowledging the importance and attention brought to issues of food safety, food security, micronutrient deficiencies and food fortification in the country, in an

integrated manner for the first time as a result of the establishment and implementation of the MDGF Joint Programme on children, food security and nutrition. The Joint Programme monitoring and reporting format⁷ did not allow for an integration and reporting of results of the Joint Programme as one unified whole, and therefore the more strategic results achieved by the Programme tend to get lost in the reports presented by the agencies. The Joint Programme team might consider providing a narrative section on results achieved for the Programme as an integrated whole for future reporting to the MDGF Sect for the rest of the Programme period.

4. Sustainability: Despite strong ownership of design and institutionalization of early results where needed in the Joint Programme, sustainability measures in terms of design and next steps to be undertaken by the programme reflected a low level of sustainability. Given, China's strong ability to replicate and scale up results, the mid term evaluation is of the opinion that the current needs of the sectors namely food safety, and nutrition of women and children require measures that go beyond the Joint Programme. The Joint Programme has paved the way for drawing attention to these areas, however, the three year time frame and the number of programme interventions requiring attention demand a more rigorous and scientific approach that goes beyond the mandate of the Joint Programme and will need to be undertaken in collaboration with other major development partners like the World Bank and the Asian Development Bank. Monitoring reports repeatedly speak of the paucity of financial and human resource capacity to undertake several aspects of the programme intervention. Some bureaus at county level especially agriculture (Wuding County) mentioned that they had not received funds for any programme implementation since inception of the programme. This Mid term review found that neither programme design nor programme inputs at national or provincial level took into account sustainable and meaningful measures for building sustainability in programme inputs for the future, and if they did these were not immediately apparent.

5. Effectiveness and Results: An analysis of effectiveness is led by the question, did the programme have the right objectives and did the programme carry out the intended activities and objectives in the right manner. An assessment of the above questions on effectiveness indicates that the relevance of the Joint Programme from a broad and national perspective of the current situation in China far outshone all the other evaluation criteria and pointed to relatively quick gains that could be reflected in terms of programme outcomes. However, paucity of reporting measures, poorly written progress reports, a weak monitoring instrument, poor monitoring capacity and processes, failure to take into account time involved in planning, design and formulation of the baselines of each of the individual outcome areas within the sectors and thematic areas, and poor conceptualization of the multidimensional aspects of the programme plague the Joint Programme. Some of these factors were indicative of the poor start up and of programme operations and determining factors in not allowing the programme to get off the ground at

⁷ It was not easy to decipher as to whether the problem was in the conceptualization of the monitoring report or the reporting process adopted at country level at the time of the Review, and this might be taken into consideration by the Sect. and the Joint Programme team for subsequent reporting measures.

inception as planned. The large number of partner agencies, their identification, definition of roles and responsibilities, and coordination continued to present problems for all of the agencies engaged in the Joint Programme especially at field level. Discussions with UN agencies and partner agencies indicated that given the planned engagement in more field level training, and piloting of activities in the second half of the programme, coordination at the field in both province and county levels were critical. This affected programme effectiveness to a large extent. Findings from the baselines and formulation of reporting were still being carried out at the time the mid term review was carried out. However, despite these shortcomings the Joint Programme had produced critical results from its baseline work. The results achieved by the Joint Programme must be placed in the context of the preliminary findings from the surveys and baselines which indicated that the Joint Programme had identified critical factors and trends in the health situation of the poor and vulnerable pockets in China which had implications for future work for the ministries, and agencies in all of the sectors concerned. This was a measure of impact albeit also a part of “unfinished business” for the Programme. The importance of the issues and the magnitude of the programme inputs makes the Programme even more important for the vulnerable pockets of China. The likelihood of the Joint Programme being able to handle all of the issues was somewhat remote and pointed to the need for building sustainable programme measures to continue the work of the Joint Programme beyond the period stipulated by the current MDGF Programme.

Recommendations: This mid term review presents a set of recommendations that take into account the importance of the Joint Programme for the health and well being of the Peoples Republic of China. The Joint Programme served to raise the attention of development actors in the state on the importance of children, food security, food safety and nutrition in China. However, the duration of the Joint Programme was not adequate enough to handle all the Programme objectives that were defined at inception. This mid term review recommends the following immediate measures that should be considered by the Programme team to enhance efficiency, and effectiveness of programme goals and objectives and to take the MDG goals beyond the duration of the Joint Programme with a view towards scaling up.

1. All UN Agencies and Partner Agencies are requested to review their budgets, and work plans and formulate an Accelerated Action Plan that takes into account the allocated budget lines to ensure that Programme objectives are realized by Project completion. In the absence of this, the Joint Programme may consider requesting a one time no cost extension of the Programme by the MDGF Sect, to allow for completion of programme goals and objectives.
2. The Joint Programme must work towards providing reports in a more coherent manner to allow for a realistic measurement of results achieved in the Programme by outcome areas as defined in the Concept Note. Additionally, the Programme must work to enhance quality of all progress reports by outcome area in a systematic manner to allow for information to be used by national authorities to work towards scaling up measures before project completion.
3. The Joint Programme must consider working to formulate tools and measures that

- contribute to targeting health and nutrition education measures to the girl child and school going children aged 12 and above especially with reference to micronutrient deficiencies and malnutrition.
4. The Mid Term Review recommends that the Ministry of Health and the Joint Programme consider establishing a Multilateral Financing Facility to continue the work that the Joint Programme has started for scaling up at country level with the collaboration of the Multilateral Development Banks in the area of Children, Food Security, Food Safety, and Nutrition.
 5. The Joint Programme needs to consider establishing linkages within a South South Cooperation modus operandi with UN and MDBs in the South Asia Region to enhance understanding of handling Wasting trends in Malnutrition, and on food safety and Milk Production entities like that of Amul in India.
 6. The Concept note very clearly talks about using evidence based interventions to reach vulnerable populations to better address food security and undernutrition in mothers and children. However, care must be taken to ensure that the results of baselines and data are carefully peer reviewed and interpreted in the right manner. Discussions with UN agencies and partners reflected the need for the Joint Programme to de-mystify and further explain some of the findings especially in the nutrition sector to produce a report with validity especially with the Joint Programme recommending scaling up measures.
 7. The Mid term Review recommends that the Joint Programme reconsider adopting forward looking strategies in the Programme that would contribute to enhanced efficiency gains in the Programme like that taken by the Trade and Labor Unions in Wuding County, in identifying extended maternal leave facilities for mothers with newborns who worked in hazardous industrial zones and working to build legislature with smaller firms as well to assist them prolong breastfeeding practices.

Introduction:

1. The Millennium Development Goals⁸ had its beginnings in September 2000, when 189 member states of the United Nations came together at the Millennium Summit and adopted the Millennium Declaration. This adoption included commitments to work towards poverty eradication, development, and protection of the environment. Many of these commitments were drawn from the agreements and resolutions of conferences and summits organized by the United Nations during the preceding decade. A year later the UN Secretary General's Road Map for implementing the Millennium Declaration formally unveiled eight goals, supported by 18 quantified and time-bound targets and 48 indicators, which later became known as the **Millennium Development Goals (MDGs)**. The MDGs help to articulate and focus the efforts of the world community on achieving significant, measurable improvements in people's lives by the year 2015. They establish targets and yardsticks for measuring results—not just for developing countries, but also the countries that help fund development programs, and the multilateral institutions that provide support to the countries that implement them.

2. The eight MDGs listed below guide the efforts of virtually all organizations working in development and have been commonly accepted as a framework for measuring development progress and include:

- 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

3. MDGs are monitored and reported on by the UN Secretary-General. In 2007, the MDG monitoring framework was revised to include four new targets agreed by member states at the 2005 World Summit and recommended, in 2006, by the UN Secretary-General in his report on the Work of the Organization.

4. The MDG Fund: The MDG-Fund⁹ was established in December 2006 with a contribution of €28 Million (Euros) from the Government of Spain to the UN system

⁸ Much of this section is taken from UNDP and World Bank MDG websites.

⁹ This section is taken from the MDG Fund Website, UNDP.

<http://www.mdgfund.org/aboutus>

with the aim of accelerating progress on the MDGs. In the year 2008, the Government of Spain, made a special contribution of €90M in order to support programmatic inputs towards child nutrition and food security, conflict prevention and private sector and development. **The programme is active in 49 countries, and supports 128** programmes spread across 5 regions of the world. The programme supports over 3.5 million people and another 20 million people are impacted indirectly. UNDP is the administrator of the Fund and the MDG Fund is one of the Multi Donor Trust Funds, administered by the UNDP, it is operated on a pass through fund modality option at country level.

5. MDG Targets on Reduction of Child Mortality: The second target of the first MDG aims to halve the proportion of people who suffer from hunger as indicated by the prevalence of underweight children under five years of age, as well as the proportion of the population below the minimum level of dietary energy consumption¹⁰. Current indications point to the fact that at least 3.5 million under-five deaths occur annually and more than 10 percent of the global disease burden can be attributed to undernutrition, clearly indicating the strong link of MDG 1 and 4.

6. Children, Food Security and Nutrition : This thematic window operates across several regions. Twenty four programmes in five regions are working to halt preventable deaths caused by child hunger and poor nutrition. Interventions range from providing low cost nutritional packages that can save lives and promote healthy development to engaging with pregnant and lactating mothers ensuring they are healthy and aware of key nutrition issues. Advocacy for mainstreaming children's right to food into national plans and policies is also a key element of the fight against under nutrition. The MDG F allocated US\$134.5 million to 24 joint programmes in the area of children, food security and nutrition, and this area is the largest representing almost 20 percent of the MDG-F's work¹¹.

7. The Mid term Evaluation Framework:

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¹⁰ MDG Thematic Window TOR, Children, Food Security and Nutrition.

¹¹ MDGF Site

China. The methodology included the development of several evaluation instruments and tools to guide the entire data gathering and analysis process. The Joint Programme currently has operations in six counties in three provinces. The field visit to Yunnan Province and Wuding County was identified on the basis of the importance of the findings from the preliminary baseline surveys, and the integration of operations in all the sector areas identified in the Joint Programme. The findings were triangulated with the use of multiple sources of information wherever possible and the evaluation report is structured around the OECD-DAC/UNEG /World Bank evaluation criteria: Relevance, Effectiveness, Efficiency, Results/Impacts and Sustainability, and an assessment of Coherence. A detailed inception report was formulated at commencement of the exercise and this is presented in the Annex. This Evaluation presents its findings and takes into account the strategic importance of the Joint Programme in the context of the Government of China and its implications with a forward looking perspective. Given that the Monitoring framework of the MDG Fund provides for a look at Joint Programme based on the results framework that was approved, this evaluation presents its findings in a more strategic context.

Limitations of the Evaluation: This mid term evaluation was carried out just a few weeks before the Monitoring Report on the Joint Programme was due to the MDG F Secretariat. The timing and presentation of information from the monitoring report was useful to some extent. The consultant took a more strategic approach to the evaluation given the importance of the sectors involved and therefore used a selective approach in presenting information on the Programme. A technical discussion of some of the issues was more critical to the context of the programme, the poverty profile of the pilot counties and of the health sector as a whole in China. Additionally, the time provided by the MDGF Sect. only allowed for a rapid assessment of the Programme, and a review of multi-sectoral complex programme of this kind, presented its own challenges. The team tried to work within the parameters of the TOR, but some areas like assessing Delivering as One, Risk Management and Theory of Change were not tackled or handled in a minimal manner, given the relevance in the context of China, or due to constraints in time. Additionally, inadequacy in reporting and monitoring measures by the team in the field did not allow for a more in depth assessment of some of the programme areas., especially financial management issues.

8. Poverty Profile in China and the MDGF Joint Programme: China's progress on eradicating poverty and hunger is widely acknowledged to be among the world's best, however, FAO¹² estimates that approximately 120 million Chinese people are undernourished.

9. China has a per capita gross national income of about US\$3,650 (2009)¹³, and is classified as a lower middle-income country that faces complex development needs. With

¹² China MDGF Children, Food Security and Nutrition, Joint Programme Concept Note-

¹³ World Bank, China.

the second largest number of consumption-poor in the world after India, poverty reduction remains a fundamental challenge. In its 11th Five Year Plan (2006 - 2010), the Government of China set forth a “people centered” strategy aiming to achieve a “harmonious society” that sought to achieve balances between economic growth, and distributional and ecological concerns. In its more recent 12th Five Year Plan (2011 - 2015), it lays out five main objectives:

- Maintaining stable and fast economic growth, with a focus on price stabilization, more job creation, improved balance of payment, and higher quality of growth.
- Achieving major progress in economic restructuring, with higher share of household consumption and the service sector, further urbanization, more balanced rural-urban development, lower energy intensity and carbon emissions, and better environment.
- Increasing people's incomes, reducing poverty and improving the living standards and quality of life.
- Expanding access to basic public services, increasing the educational level of the population, developing a sound legal system, and ensuring a stable and harmonious society.
- Deepening the reforms in the fiscal, financial, pricing and other key sectors, changing the role of the state, improving governance and efficiency, and further integrating into the world economy.

10. At the time the MDGF Joint Programme on China was formulated, the 11th Five Year National Plan for Social and Economic Development was in its operational phase. The current 12th Five year Plan passed in March, 2011 by the Parliament lays a very clear emphasis on ameliorating poverty alleviation, promoting social equality, reducing the urban/rural divide and focusing on enhanced basic health care coverage and improved rural land distribution.

11. The MDGF worked to present a situation analysis as a basis for the programme inputs for the Joint Programme. In this work, agencies including UNICEF reports that 7.2 million of the world’s stunted children (4 percent) are located in China. In addition, national averages mask wide disparities seen across the provinces. The prevalence of underweight children in rural areas (10 percent) in 2005 was five times that among children in urban areas (2 percent). Even within rural areas, the disparities are marked. Furthermore, studies indicate that micronutrient deficiencies have improved little in the last 10 years, and may even be worsening. Anaemia rates among children were 19.3 percent in 2005, but relatively higher and as much as 80 percent in the poorest counties. Almost half of all children in rural areas are known to suffer from marginal vitamin A deficiency. Demographic patterns, trends in migration and urbanization, remoteness of locations and industrialization of areas has contributed in great measure to rising health costs and health services in several parts of China.

12. It is against this background that the MDG Fund Joint Programme on Children, Food Security and Nutrition in China was established. At the time of the Mid Term Review the

MDG Fund was hosting four Joint Programmes in China. The Joint Programme on Children Food Security and Nutrition was the last Joint Programme to be initiated, and involves eight UN agencies, **four** ministries (agriculture, commerce, education, and health), and **twenty** national partner agencies.. The Programme was targeted to three provinces namely Guizhou, Shaanxi and Yunnan. The Programme collaboration was designed to stem from regular communication between a National MDG Fund Steering Committee (NSC) , a Joint Programme Management Committee and the Programme Management Office, with similar coordination structures being established in the pilot sites.

The MDG Fund in China:

13. The MDGF for the Joint Programme on Children, Food Security and Nutrition in China was signed for the period 2009-2012 for a total budget of USD 7,000,000 with the pass through fund modality option. The Managing and Administrative Agent for the MDGF is the MDTF ¹⁴Office in New York. The Joint Programme¹⁵ on Children, Food Security and Nutrition focuses on the at-risk population of approximately 1.8 million children and women of child-bearing age by piloting a comprehensive approach to food security, child and maternal nutrition in six of the poorest counties. The pilot counties selected have been identified through statistical analysis as scoring poorly on a composite of indicators such as food availability, physical and economic access to food, nutritional intake, access to water, health facilities and sanitation. They are located in mostly remote areas. The MDGF Joint Programmes in China are all governed by a National MDG Fund Steering Committee, NSC consisting of a UN Resident Coordinator, a senior representative from the Ministry of Commerce, and a representative of the Government of Spain who oversees the MDG Fund programmes. The MDG Fund Joint Programmes for Children, Food Safety and Nutrition, also has a Joint Programme Management Committee and a Programme Management Office.

14. The Joint Programme aims to do the following:

1. Improve the evidence of women and children's food security¹⁶ and nutrition through a baseline study and mainstreaming of internationally recognized nutrition indicators in national maternal child health surveillance exercises.

¹⁴ The MDG Fund however is a single donor trust fund unlike other funds at the MDTF office which are multi donor in nature.

¹⁵ China FSN MDGF Concept Note.

¹⁶ Note that for the purposes of this programme, the definition for "food security" will be the one endorsed at the World Food Summit in 1996: "Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life." This encompasses food availability, access, utilization, nutrition, vulnerability to disasters and food safety.

2. Improve nutritional intake through the promotion of exclusive breastfeeding for six months; provision of nutritional supplements for women and children; and formulation of a national food fortification strategy.
3. Improve food safety, especially for child nutrition products, through introduction of international standards in production, processing, testing and preparation of food; awareness of food safety issues will be promoted through schools, consumer groups, women's groups and the media; and support to implementation of the new food safety law.
4. Gather the evidence gained through the demonstration projects in the pilot counties to build an advocacy package aimed at persuading policymakers to scale up interventions

15. The rationale for the Joint Programme was built around four major outcome areas that were identified as part of the situation analysis that reflected serious malnutrition, poor breast feeding practices, inadequate food safety, and poor food security in China, The areas addressed included the following :

Outcome 1: Informing policy decisions so they can be better targeted for optimized effect by development of reliable and up-to-date evidence on the magnitude, distribution, types and causes of undernutrition in China.

Outcome 2: Development and application of an integrated and targeted approach for alleviating child hunger and undernutrition through a focus on increasing exclusive breastfeeding, safer and more nutritious complementary foods, school-based interventions and iron supplementation for women of reproductive age.

Outcome 3: Food produced, processed and prepared for infants and young children will be made safely through shared responsibility.

Outcome 4: National child nutrition and food safety policies, guidelines, regulations and standards are revised according to results of the pilots and lessons are scaled up nationwide.

16. The Joint Programme was planned to address three MDGs namely 1, 4 and 5 as shown below:

MDG 1: Eradicate extreme poverty and hunger

MDG 4: Reduce child mortality

MDG 5: Improve maternal health

17. The proposed four-pronged approach to address information gaps, targeted interventions, safe food production and policy development were further elaborated with specific outputs in each of the outcome areas . The approach is summarized as shown in the Programme logic model of the Joint Programme in Table 1 below:

Table 1: Programme logic model followed by the China Joint Programme¹⁷ on Children, Food Security and Nutrition.

Strategy	Outcome areas	Outputs
	Outcome 1: Informing policy decisions so they can be better targeted for optimized effect by development of reliable and up-to-date evidence on the magnitude, distribution, types and causes of under nutrition in China.	1.1 Food security situation in pilot counties understood by policymakers 1.2 Targeting and monitoring improved through availability of an improved national database on nutritional status of women and children
Enhancing food security, nutrition and food safety of vulnerable populations especially women and children and reduce the number of undernourished children and women in China by generating evidence for policy development, and improving dietary intake and food safety	Outcome 2: Development and application of an integrated and targeted approach for alleviating child hunger and under nutrition through a focus on increasing exclusive breastfeeding, safer and more nutritious complementary foods, school-based interventions and iron supplementation for women of reproductive age.	2.1 Exclusive breastfeeding increased and improved quality of complementary food with micronutrient supplements 2.2 Household dietary intake of micronutrient-rich, locally-available food increased in 3 pilot counties 2.3 National plan for food fortification in place and implemented
	Outcome 3: Food produced, processed and prepared for infants and young children will be made safely through shared responsibility.	3.1 Food production for children made safer in pilot areas 3.2 Handling and preparation of food for infants and children made safer 3.3 New national food safety law successfully implemented
	Outcome 4: National child nutrition and food safety policies, guidelines, regulations and standards are revised according to results of the pilots and lessons are scaled up nationwide	4.1 Advocacy package to convince the Government of the need to scale up to higher levels 4.2 Media training of at least 100 journalists in pilot counties.

18. The Joint Programme works to utilize an optimal approach to enhancing food security, nutrition and food safety among vulnerable populations. It also recognizes that

¹⁷ Source: Formulated based on the Results Matrix presented in the Concept Note of the MDGF CFSN Joint Programme and the Monitoring Reports.

the three components need to be linked in an integrated manner if efforts to reduce malnutrition in China are to be successful. The overarching objective of the programme is to reduce the number of undernourished children and women in China by generating evidence for policy development, improving dietary intake and food safety. The Programme seeks to build on successful government initiatives to reach the remaining people who are at risk of food insecurity. Specifically, the Programme will pilot a comprehensive approach to child and maternal nutrition in six of the poorest counties – representing a total of 1.2 million children and women of child-bearing age. The Programme commenced with pilot work being carried out in 6 disadvantaged counties namely, (Pan, Zheng'an; Luonan, Zhenan; Huize and Wuding, which were located in 3 provinces (Guizhou; Shaanxi; and Yunnan). A number of tools were used to assess the situation of underprivileged populations in remote areas, These included:

- *Food security* surveys carried out in 6 counties, covering 228 households; 12 households were randomly chosen from each of the 19 villages, which were sampled with proportional probability;
- *Nutrition and health* surveys conducted in 6 counties, covering 164 villages: 280 pregnant women, 418 lactating women, and 3347 children under three years old were randomly chosen from 38 townships, which were sampled proportional to population size and based on proximity and distance to the county capital.
- *Enterprise surveys*: yielding a 96% response rate, 1800 questionnaires were administered to male (45%) and female employees (55%) of state owned enterprises (33%), public sector organisations (58%, including hospitals and schools) and private enterprises (9%).
- *School surveys* conducted among students, teachers and principals in 20 primary schools and 8 junior middle schools in two project counties.
- *Women's groups and local communities' survey* on awareness of new food safety law, need for food safety services and support conducted through questionnaires and in-depth interviews within two selected counties.

A huge proportion of time prior to the mid term review was taken up in the design, formulation and implementation of the baseline surveys mentioned above, that contributed in large measure to the situation analysis of the poorest counties and provinces in China.

2. EVALUATION FINDINGS: This evaluation will present its findings from a strategic and overarching framework, given the importance of the objectives and issues raised by the Programme, and its recommendations for the MDGs and the Government of China with a forward looking strategic perspective.

2.1. Programme and project Design of the MDG F Joint Programme on Children, Food Security and Nutrition:

19. Much of the planning and design of the MDGF Joint Programme on Children, Food Security and Nutrition was carried out almost as a top down approach as is typically carried out in programme and project design. With the net result that when UN agencies and counterpart agencies had to handle operational issues in the field, they found that several programming aspects of planning and design failed to take into account the operational realities of the provinces in which the programmes had been planned. The Programme had **overambitious programme objectives**, in terms of programme design, and chances of all the results being operationalized as planned seemed slim at the time of the mid term review. One example of this is the reduction of malnutrition, and undernutrition among women and children in China by a Programme in a three year duration seems an unlikely goal to achieve and the objective will need to be scaled back to make it more realistic. FAO mentioned that loss of time due to the establishment of the baseline and missing the cropping season delayed several of the Programme activities that had been planned thus resulting in savings of a majority of the funds allocated for food security. The design focused on the substance of the project areas without paying attention to the novelty of a One-UN Joint Programme, and its funding and financial complexity. The result was an overly ambitious project given the time and effort required to comply with the financial regulations of the MDGF and each of the eight UN agencies along with the operating policies and procedures of four government ministries and 24 national partner agencies. Additionally, the Programme functionaries must recognize that Food security, Food safety, and Nutrition are three distinctly differing sectors¹⁸ with huge mandates of their own. In addition to this the Joint Programme also focused on Children, which is yet another dimension. The multidimensional nature of the four sectors speak to the enormity of the task in a complex country setting like that of China. Programme design did not take these complexities or additionalities of the sector thematic areas into account at concept stage. Unfortunately the results matrix and the monitoring reports did not capture the magnitude or complexities of issues and challenges that the teams on the ground had to face at inception and during implementation of the Joint Programme in its first year. A discussion of programme design must also include mention of the attention given to capacity enhancement, building and development. One of the positive aspects of programme design was the attention provided to capacity building measures within each programme intervention. Specific programme inputs were planned carefully for each of the outcome areas, with detailed plans drawn up for the each of the outputs, activity by activity, by each focal point agency and by the partner agencies at national, provincial and county level. The impact of these measures was reflected in the discussions with the

¹⁸ The term sectors is used to define the individual thematic areas within which programme interventions were planned in the Joint Programme.

county officials and also in the institutionalization of the processes at county level across each of the sector areas. However, despite this several agencies both UN and partner agencies felt that capacity constraints were under estimated and resources did not allow for greater enhancement of organizational and human resource capacity issues given the multidimensional nature of the Programme.

20. One of the major findings was that of the failure of the programme to visualize its results as one Joint Programme, whereas reporting and monitoring is carried out on the basis of the outcome and output areas for each of the thematic areas of the Joint Programme. This results in fragmented reporting by agencies without a holistic viewpoint of the achievements of the programme or the issues at hand. At the time of the mid term review, the reporting by agencies in this parallel fashion made the task for the Independent Consultant somewhat problematic and time consuming to look at the Joint Programme as one singular programme and not eight different programmes. Discussions with the UN agencies also reflected that teams had not spent time thinking through how the results of baselines and other programme inputs would be distilled and pulled together by one agency in the integrated manner in which it was intended as part of programme design, to provide coherence as should be seen in Joint Programmes of this kind. However, agencies did speak about the time taken and spent on planning for baselines and survey tools together in the field and trying to work Jointly as was seen in the case of the Baseline survey carried out WFP, FAO and UNICEF for the Food Security baseline survey. The mid term review also noted that programme design¹⁹ did not take into account externalities that might affect the pace of programme implementation measures for a programme that dealt with food safety, food security and nutrition. Monitoring reports provided by the team spoke repeatedly of these factors, and these included the following, -

- Severe drought. Due to the serious drought taking place in the pilot counties in the spring, of the first year, the season for growing of modified grains were missed and had to be postponed to next year. Several agencies spoke to the problems that this presented for them.
- Economic inflation and rise of food prices have had a negative impact on programme implementation as it has contributed to decreases in family purchasing capacity and access to quality food
- Quick changes in policies also affected programme implementation measures, reports indicated but specific indications of how this was played out was difficult to assess from the reports. Some stated that partner agencies knew of these changes and worked hard to carry out as many operations as possible within a shorter time frame to allow for actions planned in the Joint Programme to be carried out.

21. Another factor that contributed to major delays in programme implementation was the inadequacy of planning not taken into account for time taken to design, implement and carry out the baseline surveys in each of the sectors that were identified. Despite joint

¹⁹ Refer monitoring reports of the Joint Programme for July, 2011.

programming modalities and agreement on counties, use of single survey instruments to collect data across sectors, and joint programming by specialized UN agencies and partners, most of the programme delays were attributed to delays in design, formulation, and carrying out baseline surveys. However, formulation and implementation of baselines in sectors which have no baselines, help to establish critical data and results. The results of the baselines and the data produced must also be recognized as one the major achievements of the programme. The Concept note and original planning Joint Programme document speaks to the paucity of data and baselines across sectors in the area of food security and nutrition in China. The Review, notes that the baselines that were established by the Joint Programme are singularly the most valuable contribution of results to the Joint Programme and must be recognized. The Concept note very clearly talks about using evidence based interventions to reach vulnerable populations to better address food security and undernutrition in mothers and children. However, care must be taken to ensure that the results of baselines and data are carefully peer reviewed and interpreted in the right manner. Discussions with UN agencies and partners reflected the need for the Joint Programme to de-mystify and further explain some of the findings especially in the nutrition sector to produce a report with validity especially with the Joint Programme recommending scaling up measures. At the time of the review several of the baselines data were being drawn and analysis had not yet been carried out in its entirety across some of the outcome areas. Additionally, the progress reports shared with the consultant were poorly written and presented, and needed some attention to be provided by UN agency focal point leaders as teams worked to finalize and present various products for publishing.

2.2 Alignment of the MDGF Joint Programme:

22. The MGF Joint Programme on Children, Food Security and Nutrition was found to be fully aligned with the 11th and the 12th Five Year plans. As mentioned earlier in the discussion on poverty, although the 12th Five Year Plan was signed in 2011, the current Joint Programme is more closely aligned to the 12th Plan given the clear prioritization for reducing the gaps in social inequalities and increasing basic health care coverage in the rural areas. The Joint Programme is also fully aligned with the UNDAF for China 2011-2015. The UNDAF outcome areas pertinent to the Joint Programme are presented below:

1. Social and economic policies are developed and improved to be more scientifically based and human centered for sustainable and equitable growth.
 - Focus Area 1: Growth with equity is integrated into national development policies and plans;
 - Focus Area 2: Agricultural and industrial sectors are more equitable and sustainable;
 - Focus Area 3: Policies and national planning are improved to ensure access to health, education and protection with focus on disparity reduction.
2. Enhanced capacities and mechanisms for participation, coordination, monitoring and evaluation for effective policy implementation in the social sectors.

- Focus Area 1: More effective policy implementation in social development sectors;
- Focus Area 2: Policy implementation is promoted in the area of social protection

23. Alignment of the programme was also found to be linked with several sectoral strategies and action plans in China, across the agriculture, health, food security, food safety and nutrition sector areas.

2.3 Coherence of the Joint Programme: Medium

24. An assessment of coherence in the context of institutional, organizational and technical coherence was carried out on the basis of the programme inputs. Typically, one sees that when agencies clearly articulate strategies to ensure coherence, objectives and prioritization of agency inputs tend to be formally coherent with programme inputs. However, real and timely coherence presents a problem when agency inputs are meant to feed into policy making processes. In the case of the Joint Programme, several agencies mentioned the challenges they faced in coordination at the field level suggesting that there were a few grey areas between providing information and programme inputs and taking a policy stand early in the programme. However, coherence between UN agencies engaged in the Joint Programme tended to be easier than that of coherence in delivery of programme inputs down the chain, especially at county and village level. Given the paucity of time spent on the evaluation it was a difficult task to look into issues of coherence as a whole, but institutional coherence and organizational coherence seemed to be high at UN agency level across the Joint Programme. UN teams mentioned the challenges they faced in the field when designing baselines, but made an attempt to take into account several aspects of inputs across sector thematic areas when designing baseline survey tools. In terms of sectoral and technical coherence, these seemed to be easier to maintain in the more well established nutrition and food security sectors. Food safety presented its own challenges for partner agencies and at central ministerial level given the rapid and dynamic nature of the private sector and the exponential growth of food sector industries in provinces and the inability of officials to be able to track and monitor both patterns of growth of the industry and the difficulty of establishing regulatory mechanisms. Capacity constraints of partner agencies in being able to monitor and track industry growth and practices at provincial level were mentioned in discussions at both national and provincial levels. Technical coherence in the sectors seemed easier to maintain at UN agency level, than at partner agency level at province and county level. Discussions with partner agencies at county level especially between the CDC and health bureau officials reflected several disconnects in both the understanding and operational handling of measures related to food safety and nutrition at the provincial and county level. Greater coherence among national partner agencies in technical aspects of the programme will need to be addressed by UN agencies and partner agencies with more communication and coordination between county, provincial and national counterparts. Organizational and technical Coherence seemed to be maintained with great efficiency in the case of the agriculture sector at county level. Note must be made of the frequency of interaction, enhanced collaboration and cooperation between national and county

counterparts in this sector that clearly contributed to both coherence, coordination and efficiency in the programme.

2.4. Relevance of the MDGF Joint Programme: High:

25. The Government of China follows a five year planning cycle. As mentioned earlier, the Joint Programme was formulated during the operational period of the 11th Five Year Plan. The 12th Five Year Plan was formulated and passed by the Parliament in March of 2011. The 12th Five Year Plan's guiding principles are formulated to promote the government's focus on "inclusive growth," which translates to ensuring that the benefits of economic growth are spread to a greater proportion of Chinese citizens. The plan's key themes include efforts to work towards rebalancing the economy, ameliorating social inequality and protecting the environment²⁰. The Joint Programme was found to be fully aligned with both planning cycles and its relevance was found to be high. Child Nutrition as rightly pointed out in the concept design of the Joint Programme, has not received any attention in China at national or international level, and remains of highest relevance. Additionally, food security, nutrition and food safety were all in line with the United Nations Development Assistance Framework for China, particularly as identified in Outcomes 1 and 2. These areas also align themselves well with the government's goal to promote scientifically-based, people-centered, balanced development as articulated in the Five Year Plan. It was also for the first time, that the government explicitly proposed action on nutrition in its 11th five year plan (2006-2010).

26. A discussion of relevance would not be complete without acknowledging the importance and attention brought to issues of food safety, food security, micronutrient deficiencies and food fortification in the country, in an integrated manner for the first time as a result of the establishment and implementation of the MDGF Joint Programme on children, food security and nutrition. The Joint Programme monitoring and reporting format²¹ did not allow for an integration and reporting of results of the Joint Programme as one unified whole, and therefore the more strategic results achieved by the Programme tend to get lost in the reports presented by the agencies. The Joint Programme team might consider providing a narrative section on results achieved for the Programme as an integrated whole for future reporting to the MDGF Sect for the rest of the Programme period. Reports provided currently tend to list outputs, rather than provide for a discussion or presentation of results per se. Additionally, with the reporting shared at mid point agency by agency, discussions with agencies reflected the absence of attention to presenting results and achievements in a cross sectoral and integrated manner. The mid term review rates the relevance of the Joint Programme to be High in the current socio economic environment of the Government of China. (A better understanding of the logic model used by the Joint Programme is provided earlier in Table 1, based on the

²⁰ China's 12th Five Year Plan.

²¹ It was not easy to decipher as to whether the problem was in the conceptualization of the monitoring report or the reporting process adopted at country level at the time of the Review, and this might be taken into consideration by the Sect. and the Joint Programme team for subsequent reporting measures.

information provided in the Results Matrix). As can be seen from the table, the extensive and broad scope of the Joint Programme and its targeting of several different kinds of interventions fail to be captured in the logic model presented below and in the monitoring reports as well, as mentioned earlier. The horizontal and vertical breadth and reach of the programme is under constant risk of compartmentalization of the programme and limits the potential synergies among all partners and sectors involved in the programme. Similar findings were also reported by the China Mission team of the MDG F Secretariat in a recent report. A more concerted effort by the Joint Programme to ensure enhanced monitoring and closer management of the Programme going forward will contribute to some measure of better reporting on results achieved by the Programme.

2.5. Efficiency of the Programme: Medium:

27. A discussion of efficiency of programme implementation must also touch upon the role of the MDG F Secretariat at inception in technical programmes of this kind. Preliminary review of documentation seemed to indicate that there is a paucity of guidelines on how to start the implementation of the programme; both in the programme document of the Joint Programme, and from the MDG-F Secretariat. The document provides a good rationale for the joint programme, an explicit programme strategy and a first year annual work plan; however, not many details are provided on how to implement each output given the long list of complex programme interventions especially in the outcome area that is related to food safety, and food security. A discussion of scaling up measures are complex and involve years of rigour and approach, whereas in the case of the Joint Programme the mention of scaling up seems almost an after thought in planning terms with the information provided in the concept document. This brings to question the role of the MDG F Secretariat in the kind of technical inputs that are required or the supervision function that it can perform to contribute to enhanced efficiency in both programme design and programme implementation.

28. Programme efficiency and implementation was affected to a large extent by the timing of the Joint Programme, the design and formulation of baselines, and the time taken for several partner agencies with differing mandates and missions across ministries and sectors coming together to undertake a programme of this kind for the first time in china. Non resident and non operational UN agencies like WFP and FAO, which were specialized in technical areas like those of food security, agriculture, nutrition, and food safety, required both technical resource capacity and human resource capacity to contribute to technical inputs for the design of programme inputs. All these factors together contributed in large measure to programme delays. Although the programme design calls for technical guidance to be provided by the Programme Management Committee, the Programme seemed to indicate an absence of direction in the more technical areas of programme design for baselines, and formulation of survey tools in the field. At the time of the review, the consultant noted that considerable challenges remain in the management of the joint programming mechanism. There is no line of authority in the Programme. The PMC is a deliberative body overseeing the project but committees were not be involved in day-to-day management. On the Chinese side the Ministry of

Health Deputy Director General served as the Chair but has no line- authority over the other ministries involved in the project. On the UN side, the WHO Resident Director is technically in charge of the JP but again, has no formal authority over the other participating UN agencies. The authority in this JP rests with each participating government ministry and UN agency and their respective finance divisions who decide which project activity can be supported and what payment arrangements must be made or adhered to, irrespective of what is operationally feasible on the ground. As can be expected this presented its own challenges for operationalization of the One UN framework and in realization of strengthening inter-agency cooperation, coordination and collaboration. Management arrangements presented its own problems for a multidimensional programme of this kind. Coordinating the efforts of the eight UN organizations in itself is a major challenge given their own traditions of operating autonomously with differing operating policies and procedures. The mid term review found that technical guidance and programme management guidance for specialized UN agencies that are not field based like those mentioned above require greater time allocated for planning, and additional resources. The Joint Programme might consider whether resources could be programmed in budget planning at inception as part of supervision measures to avoid prolonged programme delays at field level. In programmes that are complex involving several actors in the field a three year time frame is a limiting factor and planning bodies must take this into account. The Joint Programme lost an entire year in its inception phase and in initial programme implementation and planning measures which could have been avoided if a small amount of resources were ensured at HQ level at the MDGF Sect. to contribute to technical programme management and guidance for a programme on food security, food safety and nutrition at field level. In the project cycle, an inception phase is an opportunity to review the overall strategy, to detail the design, to review the allocation of resources, the management arrangements of the programme, and assess performance monitoring and performance indicators along with their related baseline values. Stronger supervision measures are known to contribute to accelerating and contributing to removing operational obstacles in programme implementation. Other Joint Programmes might take this into account to enhance efficiency of existing programmes. The formulation of an M&E framework that is more focused on monitoring and evaluation processes or mechanisms at the sector and outcome level was absent in the formulation of the framework. The only evaluation process that is articulated is an independent review at HQ level by the MDGF Secretariat. It is important to note that building strong self evaluation mechanisms at Joint Programme level leads to strengthening of the independent evaluation function. Some aspects of the monitoring framework have a few elements of evaluation in the manner in which questions are posed but the framework does not allow for a coherent discussion of the self evaluation mechanism at programme level. Additionally, some of the progress reports are so poor in presentation and quality that it was difficult to decipher the findings from the narrative sections. UN agencies will need to reconsider providing time and paying due diligence to the production quality of these reports if they have to be taken into account for future planning and scaling up activities by national authorities. Additionally, some time and resources need to earmarked for dissemination of lessons learned and key findings from the baselines that can be used at provincial and county level from the Programme as a whole.

29. A discussion of efficiency must also be undertaken in the context of a complex environment of food safety, and the reality of the growth of the private sector in this area in China. Economic forecasting and studies of the private sector in China, reflect the exponential growth of the private sector industry and its contribution to GDP in China. Indications are that China has 43 million companies of which 93 percent are private owned and employ more than 92 percent workers²². However, much of China's success comes from the vibrancy of private companies operated outside the state. This discussion on the growth of the private sector must be extended to the food sector and its implications and impact on food safety. Food industries in China are growing exponentially, and discussions with the MOH pointed to the need for greater attention to be paid to the monitoring and regulation aspects of food safety at provincial and county levels. The Joint Programme served to fill a much needed gap in this sector the Ministry stated. At the onset of the Joint Programme in China, although the Programme was planned with a specific component on food security, the PMO and PMC very emphatically steered the programme design with an emphasis on food safety. The WHO provided specialized expertise for the Programme in this regard. It is likely that the WHO will need to continue to provide this kind of expertise in the future as well.(See discussion in para 32 below)

2.6. Sustainability of the Programme: Low

30. Despite strong ownership of design and institutionalization of early results where needed in the Joint Programme, sustainability measures in terms of design and next steps to be undertaken by the programme reflected a low level of sustainability in the short term. Given, China's strong ability to replicate and scale up results, the mid term evaluation is of the opinion that the current needs of the sectors namely food safety, and nutrition of women and children require measures that go beyond the Joint Programme. The Joint Programme has paved the way for drawing attention to these areas, however, the three year time frame and the number of programme interventions requiring attention demand a more rigorous and scientific approach that goes beyond the mandate of the Joint Programme and will need to be undertaken in collaboration with other major development partners like the World Bank and the Asian Development Bank. Monitoring reports repeatedly speak of the paucity of financial and human resource capacity to undertake several aspects of the programme intervention. The Agriculture Bureau at county level (Wuding County) mentioned that they had not received funds for programme implementation since inception of the programme. However, Joint Programme officials at national level mentioned that this was reflective of problems in disbursement at the level of national partner agency level and reporting between province, county and national levels. This was going to be further discussed at national level they stated. This Mid term review found that neither programme design nor programme inputs at national or provincial level took into account sustainable and meaningful measures for building sustainability in programme inputs for the future. All three areas of programme

²² Economist, Bamboo capitalism, March 12-18th, 2011, Briefing Entrepreneurship in China, Let a million flowers bloom.

interventions food security, food safety and nutrition were multi sector complex areas that require sustained interventions beyond the current programme cycle. The Mid Term Review recommends that the Joint Programme work towards building a collaborative approach with Multi-lateral Development Banks in the region to work towards establishing a Multilateral Financing Facility at country level that will help to bridge the gap and continue the Programme interventions identified by the Joint Programme to achieve MDGs in the planned time frame. (See discussion in para 35)

2.7 Country Ownership of the Joint Programme on Children, Food Safety and Nutrition: High

31. The strength of country ownership was built through several measures in the planning phase of the Joint Programme. This was obvious both in the discussions with partner agencies, and in the reporting by agencies at national and provincial and county level. Using the various partnerships existing between UN agencies and national partners, this joint programme was formulated as a direct response to several national priorities identified through a good planning process. The objective of developing effective country ownership was also reinforced by explicit alignment and clear linkages with the national strategies and action plans of specific sectors like nutrition, food safety, health, agriculture, and considered from the onset of this joint programme. Participation among all the counterpart agencies and the Partner agencies are encouraged throughout the implementation of the Joint Programme. An indication of the participation of all agencies engaged in the Joint Programme is provided in the table below. (However, it is important to note that similar structures of participation are operationalized at provincial levels as well). Additionally, country ownership was also reflected in the institutionalization and utilization of planning, baseline, and survey tools that the partners adopted at county level. (Refer to discussion on Wuding County, CDC). The CDC and the PHC in Wuding county had incorporated the methods and tools that were used by the baseline methodology of the Joint Programme in the health sector and records were maintained in a similar manner for the health indicators and profiles. This was a good example of best practice in the Joint Programme and must be replicated in the other sector areas as well. The ability of the agriculture bureau in Wuding county to adapt and institutionalize the training and learning methods and processes and analyze farmer needs and issues with a poverty focus also reflected good practice elements that were a result of Joint Programme interventions.

Table 2: List of Government of China Government Organizations and Other Partners engaged in the Joint Programme

Counterpart Government Organizations	Other Partners
Ministry of Agriculture Ministry of Finance and Commerce Ministry of Education Ministry of Health State Administration of Quality Supervision, Inspection and Quarantine (AQSIQ) State Administration of Radio, Film and Television (SARFT) State Administration of Work Safety (SAWS)	All-China Federation of Trade Unions (ACFTU) All-China Women’s Federation (ACWF) Capital Institute for Peadiatrics (CIP) Chinese Center for Disease Control and Prevention (China CDC) China International Center for Economic and Technical Exchanges (CICETE) China National Institute of Standardization (CNIS) China Law Society (CLS) Institute of Nutrition and Food Safety, China CDC (INFS) National Center for Health Inspection and Supervision (NCHIS) National Institute of Nutrition and Food Safety (NINFS) School of Public Health, Central South University (SPHCSU)

2.8. Technical Findings of the Joint Programme with implications for future programming in PRC: This section presents a series of discussions on the technical aspects of the Joint Programme interventions and its context for scaling up of operations in the case of China. These discussions are presented to provide the ministries, the UN agencies and partner agencies with elements of a road map for building sustainability and concept design into operations with a forward looking and strategic perspective going beyond the Joint Programme time period of three years.

32. Food Safety and the private sector: Food related health scares in China²³ in the past indicate that in addition to malnutrition, the safety of food supply remains a major public concern. Food borne illnesses can have far-reaching effects and are often traceable to the production process. Discussions with national and provincial officials reflected the

²³ China CSFN Joint Programme Concept Note.

attention being given to food safety issues. Visits to the provinces show that from the 2 year to the 80 year old, the food of choice and ease of reach are processed foods which are wrapped two to three fold. Airport terminals in provinces are packed with hundreds of food stalls selling processed foods of all kinds, with wrappings that make the foods difficult to even decipher in content or texture. Discussions with the MOH, and health education bureau officers reflected the need for a systematic approach to developing processes to study and build measures that would work institutionalize regulation and state control measures in this sector. Although the Joint Programme had taken some measures to providing training through the AQSIQ, there was some reservation about the capacity constraints that the authorities had in this regard given the enormity of the growth of the private sector in this area which was not being monitored in a systematic manner. Discussions with the MOH reflected the need for an institutional monitoring process that would help build a taxonomy of food sector industries by type, nature, geography, and county/province, with details on laboratory testing and regulation or inspection details. Newspapers reflected the trend in Chinese visiting neighboring countries that were depleted of baby milk products off shelves in a few days, as a result of the loss of confidence in Chinese milk manufacturers of baby products. The findings of the UN study on food safety in China in 2008 which noted that international support is still required to help coordinate food control management, and food safety testing and inspection at the laboratory and inspection level, remain valid and point to continuing assistance. The study also recommended that China unify food certification and qualification at the monitoring and inspection level, and establish a food safety standard system at the national level²⁴. The above findings remain pertinent to the current situation in China and UN assistance on food safety continues to be “unfinished business”.

33. Measures to target the girl child early in the development cycle to identify micronutrient deficiencies by education of children well before they become mothers and of child bearing age. The concept note clearly states that Schools are an entry point to changing the children’s dietary behavior to ensure long-lasting healthy diet for themselves and for their families. The specialized UN agency in the field, UNESCO learned, through its past cooperation with the Ministry of Education, that the Chinese Government is willing to implement an integrated approach to health and nutrition education to bring about awareness among children and community members. The Joint Programme built on the necessary policy frameworks and various health promotion initiatives that had already been put in place. There were several discussions about the many challenges that remained especially among girls, ethnic minorities, migrant children and children coming from poor households. A closer review of programme documentation revealed that much of the programme interventions on micronutrient deficiencies were being carried at clinics when pregnant women visited them for health check ups. Given the evidence on some deficiencies like folic acid deficiency, the mid term review recommended that the teams identify additional measures to provide educational inputs on health to the girl child at school to try and alleviate the burden of disease and help build stronger stores of nutrients in the mother of tomorrow. This intervention would also help to work towards prevention of some of these deficiencies

²⁴ Ibid

early in the growth cycle. The measures to target the girl child also took on greater importance given the “One Child Policy” in China. The Joint Programme is already carrying out education in schools, this review recommends that the Programme work with Ministry officials to take into account targeting of the girl child with messages in the above given the incidence of the above mentioned deficiencies.

34. Situation analysis of the health sector and problems of women and children in China by MOH. The last situation analysis of the health sector in China was carried out by the United Nations Health Partners Group and the Ministry of Health, Peoples Republic of China in 2005. Despite the brief situation analysis presented by the Joint Programme in its concept document, the actual situation of the health of the people of China requires a more rigorous and systematic view of the effects of urbanization and migration, transitional changes, the burden of disease, the issues related to food safety, infectious and non communicable diseases and emerging diseases. This mid term review recommends that the above situation analysis be carried out by the Ministry of Health in consultation with the specialized UN agencies and the Multilateral Development Banks and other development partners in the field with a view to not only achieving the MDGs but also address other health related issues that affect the socio economic profile and health of the nation. The Joint Programme concept note rightly points out that “the impacts of food security, nutrition and food safety on health and social economic development lie in the notion that health is at the core of human development and nutrition, and access to safe and suitable food is a primary foundation for good health. Public health, safe food and nutrition are closely linked with China’s economic development, its progress in terms of social civilization and its ability to compete internationally” Additionally, the results of the baselines as discussed below are also serious enough to warrant a more systematic update of the same. The Ministry of Health confirmed that this was much needed and that much of the more recent studies are somewhat fragmented and a more systematic approach would be timely as the Government was also thinking of revisiting its Health Strategy formulation for the Peoples Republic of China. The review also notes that much of the data on nutritional surveillance patterns and trends in the region by the flagship projects that are covered by UN agencies mask the situation of women and children in China, since they tend to reflect averages above 20 percent as is the case with the discussions on stunting and wasting in international media. This was picked up early on by the situation analysis of the Joint Programme but further in depth study is needed. Additionally, an analytical explanation to the presence of wasting in the counties like that of Wuding must also be followed through and explored for actual reasons why the trends persist. The above analysis could contribute in large measure to a more systematic appraisal of the same.

35. Establishing a multilateral financial facility at country level to target issues of food security, food safety, and nutrition of women and children in China : In the last year, international institutions have taken several measures to establish financing facilities at global and headquarter level to tackle both country and regional issues in food security and nutrition. The World Bank established the Global Agriculture and Food Security Programme in 201. The Global Agriculture and Food Security Program (GAFSP) is a multilateral mechanism to address the underfunding of country and

regional agriculture and food security strategic investment plans already being developed by countries. GAFSP will consult with donors and other stakeholders at the country-level, thereby making aid more predictable in contributing to the achievement of the Millennium Development Goal 1 to cut hunger and poverty by half by 2015. The World Bank has a Japan Scaling Up Nutrition Trust Fund also a Global Fund that provides support for scaling up nutrition activities. Another Facility that has been set up at HQ level in Rome is the 1billion Euro Food Facility at the World Food Programme, The FAO and WFP together have established a financial facility on Food Security and Nutrition in Rome. Financial Facilities at country level are few, and tend to be more common in the humanitarian sector established as pooled funding mechanisms. This mid term review recommends that the Government of China,(Ministry of Health) in collaboration with the Joint Programme partners establish a multilateral financing facility at country level with the Multilateral Development Banks, namely the Asian Development Bank and the World Bank, that will work to carry out rigorous analytical reviews of the health situation of the vulnerable population in China and help to achieve the goals identified in the areas of food safety, children and nutrition in a more timely manner. The current Joint Programme time frame is unlikely to achieve the goals established at inception of the Programme, given the multisectoral nature and complexity of the programme areas to be covered in the country. The establishment of the Facility could help the Joint Programme functionaries to work towards scaling up some of the interventions undertaken by the Joint programme in the above mentioned areas of work and to cover vulnerable pockets in the provinces.

36. Effectiveness and Results achieved by the Joint Programme and looking ahead.

This Section presents the findings on the effectiveness of the programme as a measure of the extent to which formally agreed expected programme results (outcomes) have been achieved, or can be expected to be achieved in the future. It includes an overview of key results achieved to date by the programme, followed by the programme contribution to a broader perspective of the health situation of women and children in China, a brief review of measures to accelerate project achievements related to the implementation of the joint programme.

37. An analysis of effectiveness is led by the question, did the programme have the right objectives and did the programme carry out the intended activities and objectives in the right manner. An assessment of the above questions on effectiveness indicates that the relevance of the Joint Programme from a broad and national perspective of the current situation in China far outshone all the other evaluation criteria and pointed to relatively quick gains that could be reflected in terms of programme outcomes. However, paucity of reporting measures, poorly written progress reports, a weak monitoring instrument, poor monitoring capacity and processes, and failure to take into account time involved in planning, design and formulation of the baselines of each of sectors, and poor conceptualization of the multidimensional aspects of the programme plague the Joint Programme. The Monitoring Report shared by the team after the Review mission, led some coherency to reporting and was then used to pull together results achieved. Teams will need to spend more time with finalizing and presenting the reports and achievements for a wider audience. Some of these factors were indicative of the poor start up and of

programme operations and determining factors in not allowing the programme to get off the ground at inception as planned. The large number of partner agencies, their identification, definition of roles and responsibilities, and coordination continued to present problems for all of the agencies engaged in the Joint Programme especially at field level. A more targeted approach, closer monitoring and firm Programme Management role for the Joint Programme as a whole is critical to ensuring that Programme achievements are presented in an adequate and timely manner. Discussions with agencies indicated that given the planned engagement in more field level training, and piloting of activities in the second half of the programme, coordination at the field level both province and county were critical. This affected programme effectiveness to a large extent. Findings from the baselines and formulation of reporting was still being carried out at the time the mid term review was carried out. Since the mid term review and the quarterly monitoring profiles were provided around the same time, this evaluation will present the results achieved from a strategic perspective for a few selected outcome areas since progress reports were still being formulated in some of the areas, given the vast nature and complexity of the programme straddling several sectors. (A more systematic presentation of results is presented in Table 4).

38. The results achieved by the Joint Programme must be placed in the context of the preliminary findings presented from the surveys and baselines which indicated that the Joint Programme had identified critical factors and trends in the health situation of the poor and vulnerable pockets in China which had implications for future work for the ministries, and agencies in the sectors concerned. This was a measure of impact albeit also a part of “unfinished business” from the Programme. The likelihood of the Joint Programme being able to handle all of the issues was slim and pointed to the need for building sustainable programme measures to continue the work of the Joint Programme beyond the period stipulated by the current MDGF Programme. A discussion of results achieved is reflective of the several findings from the baselines of the Joint Programme. One such example of the prevalence of malnutrition in the form of stunting and wasting in children is shown in the table below. This data comes from the six pilot counties that were identified by the Joint Programme. However, the data presents disturbing trends. Stunting which is a result of chronic shortage of food is the usual form of malnutrition that is seen in many parts of China. Typically, the UNICEF flagship report on the Situation of the Child presents information on stunting and wasting as averages above 20 percent. A closer look at the table below shows that in two of the poorest counties averages were above 20 namely Zheng’an and Wuding. Additionally, the finding on wasting in Wuding, is also alarming. Wasting is a condition that occurs as a result of acute food shortage and is found to be more prevalent in India and Bangladesh. The more recent UNICEF Situation Analysis of the Child does not reflect similar findings thereby speaking to the importance of the contribution of the Joint Programme in this area. Discussions with Government officials were carried out during the mission, and recommendations for UNICEF and WHO to consider south south cooperation activities with the India and Bangladesh country teams was recommended. The Joint Programme had already carried out some work with the identification of training in India for the food safety component of the Programme with a South South Cooperation component. This example may be extended to the Nutrition component as well.

Table 3: Results of the Baseline Survey carried out in Health:

Province	Shaanxi	Shaanxi	Guizhou	Guizhou	Yunnan	Yunnan
County	Luonan	Zhen'an	Zheng'an	Pan	Huize	Wuding
anaemia	17.1	21.1	35.2	29.5	29.7	21.3
diarrhea	25.8	14.5	12.9	15.0	15.4	11.6
infection	34.1	22.1	20.2	37.1	38.9	15.1
stunting	13.8	9.5	22.2	17.8	28.9	21.9
underweight	6.5	3.7	9.7	25.0	13.9	13.1
wasting		3.0	4.5			7.4

Anemia prevalence was highest in Zheng'an

Diarrhea during the last two week was highest in Luonan

Wasting was highest in Wuding.

Source: Baseline survey findings Joint Programme-WHO, 2011.

39. China's averages are known to mask wide disparities, the findings of the Joint Programme reflected their importance given the absence of baselines on the sectors and areas studied.. WFP findings from its Comprehensive Food Security and Vulnerability Analysis²⁵ were also redefining the poverty construct in China. It found that the rates and causes of food insecurity was varied across the six counties surveyed and proved that a one size fits all approach was not an appropriate approach to tackle food security and nutrition issues in China. All the six counties that were studied experienced food shortages in March and April, Luonan had the highest prevalence of food insecurity (35 percent) followed by Zheng'an (19 percent and Zhen'an (18 percent). The three other counties had significantly fewer food insecure households. The six counties that were studied were predominantly rural with agriculture as the main source of income for more than fifty percent households with 95 percent having access to land. Agricultural work was not always adequate to allow for provision of food for the families. Although the overall prevalence of food insecurity was not high, households in areas with poorer agricultural land were highly dependent on remittances to ensure food security. Many of the food insecure households tended to be those that had failed to benefit from the rapid

²⁵ Improving Nutrition, Food Safety, and Food Security for China's Most Vulnerable Women and Children, MDGF, Early Draft-June, 2011.

economic growth of the country, these included the poor, the least educated, the most burdened by ill health, the elderly, those relying on pensions families with a high elderly dependent ration, and those who lacked improved sanitation facilities. The younger generation and households that received remittances were relatively food secure.

40. Analysis of the baseline results across all the sectors and linking the findings in a multi sectoral and multidimensional manner had yet to be carried out by the Joint Programme, and discussions on finding the resources to have this done were ongoing at the time of the mid term review. Results from all of the baselines and reports were not available at the time of the visit, but the impact of the findings were reflective of the discussion presented above. A close look at the monitoring report reveals that most of the achievements listed are information products such as publications, presentations, training manuals, policy recommendations, training events, brochures, website conceptualization and formulation, launching of the programme areas, etc. In themselves they may not be categorized as developmental results per se but in all cases are key information products and tools that support larger processes implemented by national partners outside of the Joint programme. However, in the context of long-term impacts and sustainability, it is possible that additional achievements may be achieved only after the end of the programme. Most of the MDGF Joint Programme CSFN achievements are part of larger programmes and sector strategies; further achievements can be expected only after some of the expected results are achieved. It is recommended that this aspect be fully reviewed during the final evaluation of the Joint Programme.

41. Quality of outputs and results achieved by the Programme: discussions with programme staff and a review of monitoring reports reflected the attention given by the teams to quality of outputs and results achieved in the programme. Although the initial planning and formulation of the baselines took time, the results from the baselines and the quality of the baseline report from the food security component was high. This reflection of quality of baselines must also be recognized for the other sectors like that of health as already explained above, although the baseline report was in the process of being finalized at the time of the mid term review, the results will go a long way in making an impact on the policy makers and stakeholders involved in the programme. Table 4 provided below reflects a broad overview of the results achieved by the programme overall. Some results may be reflected as part of an earlier reporting schedule but must still be recognized for its quality. Joint Programme teams who are still carrying out baseline surveys will need to take into account the time needed for planning and design that might require a longer time span than the time available for current programme closure by 2012. A closer review of the articulation of outcomes, outputs and targets reflects the multidimensional nature of the programme inputs and the failure of the results framework itself to capture both the magnitude and the complexity of the Joint Programme.

Table 4: List of Joint Programme Achievements²⁶

Outputs	Targets	Activities	Achievements
1. Outcome 1: Informing policy decisions so they can be better targeted for optimized effect by development of reliable and up-to-date evidence on the magnitude, distribution, types and causes of under nutrition in China.			
1.1 Food security situation in pilot counties under stood by policy-makers	.1.1 Accurate data on food security, and vulnerability in the six pilot counties made available 1.1.2 Nutritional information on women and children in 3 counties reported to policy makers.	Formulation and implementation of a baseline survey. Completion of the baseline survey and presentation of findings from survey at a workshop of stakeholders. Collection of data on micronutrient deficiencies and health indicators of women and children.	Baseline completed and report published. Report is currently being finalized.
1.2 Targeting and monitoring improved through availability of an improved national database on nutritional status of women and children	Nutritional Databases reviewed and revised	Baseline survey conducted in November 2010. Reporting of baseline household survey data and findings formulated. Discussions with Government on data planned.	Report is finalized and will be discussed with the Government.
Outcome 2: Development and application of an integrated and targeted approach for alleviating child hunger and under nutrition through a focus on increasing exclusive breastfeeding, safer and more nutritious complementary foods, school-based interventions and iron supplementation for women of reproductive age.			
2.1 Exclusive breastfeeding increased and improved quality of	2.1.1 Complementary food supplements(CFS) distributed in 3 counties reaching	Project launched, Plans for assessment formulated , Procurement of supplements	Activities In Progress.

²⁶ Reflects results reported in the July 2011 Monitoring Report.

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<p>complementary food with micronutrient supplements</p>	<p>9000 children aged 6-24 months by Year 3. Monitoring: - coverage of CFS, compliance of CFS, and quality of product</p> <p>2.1.2 Data on infant food availability and on infant feeding preferences, knowledge and practice coverage available.</p> <p>2.1.3 National Code of marketing of breast milk substitutes revised.</p> <p>2.1.4 A 25% increase in the number of businesses providing the right to and capacity for continuing breastfeeding upon return to work in the pilot counties by Year 3.</p>	<p>completed, training materials developed. Ying Yang Bao and communication materials delivered to households with children aged 6-23 months. Around 9000 children benefiting – 3.7 mn sachets delivered. Communication campaigns at county, township and village levels conducted.</p> <p>Baseline coverage survey conducted in November 2010.</p> <p>Feeding preferences survey conducted in November 2010.</p> <p>Data on infant feeding preferences formulated and analysis report formulated</p> <p>The National Code was revised and the draft of the revised code was sent to the relevant Ministries and WHO/CO and WPRO for comments.</p> <p>Baseline survey on maternity protection at enterprises conducted in Wuding county and the survey report was finalized; Training for county union officials and enterprise unions' representatives conducted in Dec. 2010</p>	<p>Report formulated, yet to be finalized.</p> <p>Awaiting approval and adoption by Government</p> <p>Report formulated.</p> <p>Report formulated.</p>
<p>2.2 Household dietary intake</p>	<p>Establishing a baseline for food</p>	<p>Training needs identified and training</p>	<p>Survey carried out and report being formulated</p>

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<p>of micronutrient-rich, locally-available food increased in 3 pilot counties</p>	<p>patterns in the counties.</p>	<p>materials developed. Baseline survey carried out.</p>	
<p>2.3 National plan for food fortification in place and implemented</p>	<p>2.3.1 In-home food fortification plan developed and approved.</p>	<p>Plan developed A plan for addressing micronutrients in high risk groups developed and cost estimates formulated.</p>	<p>Nutritional Intervention guidelines are in preparation.</p>
<p>Outcome 3: Food produced, processed and prepared for infants and young children will be made safely through shared responsibility</p>			
<p>3.1 Food production for children made safer in pilot areas</p>	<p>3.1.1 Pilot enterprises trained in HACCP process by Year 3.</p> <p>3.1.2 Increase in the capacity of pilot laboratories to perform food safety monitoring by Year 3.</p> <p>3.1.3 Increase in the capacity of food safety/quality inspectors to carry out food safety monitoring by Year 2.</p> <p>3.1.4 Guidelines on safety and health at work including the safe use of chemicals in industries producing child nutrition products developed and 8 businesses applying them by Year 3.</p> <p>Plans for 50 OSH</p>	<p>Training materials have been compiled</p> <p>50% training complete in coordination with ILO and SAWS</p> <p>5 food production businesses selected;</p> <p><i>The Training Manual on OSH in Food Production Enterprises</i> is printed out;</p> <p><i>The Guideline on OSH in Food Production Enterprises</i> is under formulation;</p> <p>The Training Manual</p>	<p>South-South cooperation initiatives for capacity enhancement training established with India. Training still in progress.</p> <p>Formulation and publishing of training materials and guidelines.</p> <p>Printing of Business reports demonstrating their application of training knowledge inputs.</p>

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	<p>inspectors trained to provide quality services to the businesses.</p> <p>3.1.5 Management plans developed for target sectors in pilot areas in Year 3</p>	<p>for OSH inspectors is under development; Two rounds of training for 5 pilot enterprises have been implemented.</p> <p>First Management Plan being formulated.</p>	
<p>3.2 Handling and preparation of food for infants and children made safer</p>	<p>3.2.1 Selected primary and secondary schools, hospitals/departments of gynaecology obstetrics and paediatrics, and women's association in the six counties trained or made aware of WHO's Five Keys to Safer Food, by Year 3.</p> <p>3.2.2 At least 15 schools in each selected target counties will integrate nutrition and food safety into school health education curriculum with 100% of their science and health education teachers as well as head teachers in pilot schools trained in the use of newly developed supplementary materials in classrooms by Year 3</p> <p>(This target is under consideration for revision)</p>	<p>Baseline survey has been implemented and completed. relevant information analyzed; the survey report submitted and the dissemination material has been formulated.</p> <p>Training principals and science/health teachers from 50 schools of each of the project counties in the use of supplementary materials in classroom; To support 15 schools of each county to pilot integration of nutrition and food safety education in school teaching and learning and activities</p>	<p>Policy analysis and needs assessment on nutrition and food safety education conducted, supplementary teaching and learning materials being developed</p> <p>Formulation of an Annual progress report, policy analysis and field study report, supplementary learning materials prepared and used, teacher training reports available</p>
<p>3.3 New national food safety law</p>	<p>3.3.1 Three hundred government officials, 500 legal personnel</p>	<p>Research Center for China Food Safety Law was launched in</p>	<p>Formulation of an Annual progress report, on site visit, training evaluation.</p>

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<p>successfully implemented</p>	<p>and 500 employees to be trained in the new food safety law.</p> <p>3.3.2 New food safety law promoted and disseminated in partnership with civil society, especially to women's groups and local communities in pilot counties by Year 3.</p> <p>3.3.3 The establishment and testing of a documented food emergency response system and a food complaints system that are operational at county-level by Year 3.</p> <p>3.3.4 Training of trainers targeting regulators and food producers and traders on the new food safety law conducted at county-level by Year</p>	<p>Aug. 2010. Expert consultation seminar on food safety law was convened and suggestions of adding two crimes endangering food safety were incorporated to the 8th Amendments to the Criminal Law; Training on food safety law is in process; China Food Safety Law website : (www.foodlaw.cn) was established; China's Food Safety Law magazine (bi-monthly) launched and published 5 editions. New English table of contents and executive summary for each paper published have been added; the knowledge contest for Food Safety law announced in June 2010 in major news media and is in process; establishment of experiment of food safety supervision mechanism is under preparation; Prize for food safety innovation Institution is in process; Field study on legal problems arising from food safety issues is under preparation; China Food Safety Law Summit will be held in August 2010.</p>	<p>Tripartite program review of progress made and lessons learned. Conducting a Monitoring mission. Formulating a monitoring report ongoing.</p> <p>Baseline survey completed, Relevant information analysed. Survey report submitted. Draft guidelines of food safety emergency response system and food complaints system formulated.</p> <p>Baseline survey completed. Survey report submitted. Draft training material formulated.</p>
<p>Outcome 4: National child nutrition and food safety policies, guidelines, regulations and standards are revised according to results of the pilots and lessons are scaled up nationwide</p>			
<p>4.1 Advocacy</p>	<p>The advocacy</p>	<p>Finalization of</p>	<p><u>Formulation of Two</u></p>

<p>package to convince of need to scale up to higher level</p>	<p>package for in-home food fortification developed.</p>	<p>advocacy package.</p>	<p><u>brochures: Guidelines on IYCF, YYB Feeding Dietary guidelines for children under 6 years</u> <u>Formulation of a DVD to reflect and share information on the above in county TV channels</u></p>
<p>4.2 Media training of at least 100 journalists in pilot counties</p>	<p>At least 10% increase in articles on food security, safety and nutrition in target areas by Year 3 (Baseline: Media review through sampling in selected pilot counties)</p>	<p>Baseline survey on media situation conducted, analysis of journalists' needs for training on reporting issues related to nutrition, food safety and security conducted, a journalist manual developed with information on nutrition, food safety and security as well as reporting skills. 100 journalists from six pilot counties and provincial capitals in Guizhou, Yunnan and Shaanxi provinces trained. News reports on food safety and nutrition being collated and final assessment report being formulated.</p>	<p>Formulation of a baseline survey report, a needs assessment report, training manuals and training reports</p>

42. Theory of Change elements in the Joint Programme: The Joint Programme worked to build theory of change elements in several project design aspects of the programme. These included trying to bring about (1) a change or formulation of laws; (2) a change in government plans and budgets; (3) enhancing capacity and skills in government and NGOs; (4) a change in public awareness; (5) a change in the quality of services, and (6) a change in health indicators and trends among women and children of vulnerable populations . A more in depth look reflected the Joint Programme's ability to bring about three aspects of change including²⁷:

- Impact
- Influence and,
- Leveraging

²⁷ Adapted from Theory of Change: A Practical Tool for Action, Results and Learning, Annie E. Casey Foundation, 2004.

Impact: Changes in the condition of the well-being for children, adults, families or communities directly served by the Joint Programme.

Influence: Changes in policies, regulations, systems, practice or public opinion.

Leveraging: Changes in investments by other public or private funders in community strategies to improve outcomes for children and families.

In all of the areas, the Joint Programme had built programme elements to achieve these goals, however, at mid term the second aspect of Influence seemed the most pertinent area that the Programme had achieved. Impact and Leveraging are aspects that may be assessed at project completion. The Results Table presented above provides a glimpse of the some of the areas in which the Programme has already started to contribute to changes in influence and to rethinking of policy issues across various sectors. A reflection of changes that the programme has started to achieve and produce at policy level is also apparent from the Table of results provided above. This Review recommends that each of these areas be revisited at the time of project completion to assess how far each of these aspects have been achieved by the Programme as a whole.

2.9. Financial Management Practices and Reporting on financial management of the MDGF Joint Programme:

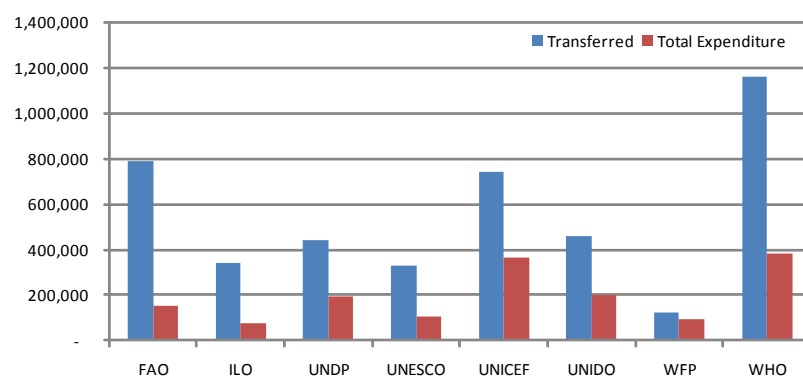
43. The MDGF Joint Programme follows its own fund management arrangements, each UN Office in China is requested to report financial commitments and disbursements biannually and each UN Headquarter Agency is requested to provide certified financial reporting on a budget template that is provided by the MDT-F Office. The Joint Programme Coordinator at WHO works to aggregate financial information coming from all the agencies and partners engaged in the Programme. Discussions with several agencies and partners in the field reflected the difficulty of working with differing funding modalities, administrative and financial procedures, and requirements of agencies both at UN Headquarter levels and in the field. MDGF budgeting, and financial reporting procedures and mechanisms were different to that of participating UN agencies and demanded a parallel track budgeting and accounting framework for most agencies. Allocation of funding to participating agencies at provincial and county levels also reflected problems, the Agricultural Bureau in the Wuding County had not received any funds for the entire period of programme implementation since inception. Coordination across different line ministries at both national and provincial and county levels also presented its own set of problems. Reporting lines of ministries did not allow coordination or cooperation to be undertaken with efficiency. Monitoring reports repeatedly spoke of the difficulties of the partner agencies, in this regard. The Ministry of Health although the formal cooperating and focal point of the Joint Programme did not have the formal authority to coordinate other government agencies or partners, thereby indicating the absence of an institutional mechanism to formally work at coordination and cooperation across ministries which is an essential part of ensuring efficiency in the functioning of the Joint Programme. This set of difficulties had implications for both

financial management and reporting. The previous Monitoring reports had conflicting information on balances and disbursements. The only report that could be used at the time of the review meetings was a report on funding commitments, and disbursements that was provided by the MDGF Sect. (as shown in table and Figure provided below). The Joint Programme team submitted an updated table and monitoring report as part of the July reporting, at the time of drafting of the mid term review and this is produced in Table 5 . This reflects committed balances. The Mid term Review recommends that all UN teams and partner agencies review their individual work plans and present an **Accelerated Action Plan** to the PMC to try and achieve programme objectives and utilize all funds allocated to the Joint Programme by the end of the Programme. In the event that the Joint Programme were unable to plan for these measures, the mid term review recommends that the Joint Programme request the MDGF Secretariat to consider a one time no cost extension to the Programme so that objectives can be met to the extent possible.

**Figure 1: CHARTS & FIGURES-China MDGF Joint Programme on Children,
Food Security and Nutrition.
As of 31 December 2010**

Organization	Approved Budget	Transferred	Exp rate	Total Expenditure	Supplies, equipmt & transport	Personnel	Training of counterparts	Contracts	Other direct costs	Indirect costs
FAO	1,028,600	791,800	19%	153,948		29,149	43,158	55,308	16,261	10,071
ILO	481,500	342,400	22%	75,215	2,343	33,830	12,320	19,207	2,594	4,921
UNDP	587,100	438,700	44%	194,512		9,009	10,575	121,350	37,002	16,576
UNESCO	418,880	328,490	33%	107,120		5,112		95,000		7,008
UNICEF	957,650	742,740	49%	362,321	106,708	1,097	68,433	149,508	12,872	23,703
UNIDO	581,010	460,100	43%	197,316		40,414	5,127	136,000	2,866	12,909
WFP	209,720	123,050	78%	96,328		82,608				13,720
WHO	1,735,540	1,157,740	33%	381,042	5,838	252,319			8,552	114,333
Grand Total	6,000,000	4,385,020	36%	1,567,801	114,888	453,538	139,613	576,374	80,146	203,241

Transfers & expenditures



Expenditure by category

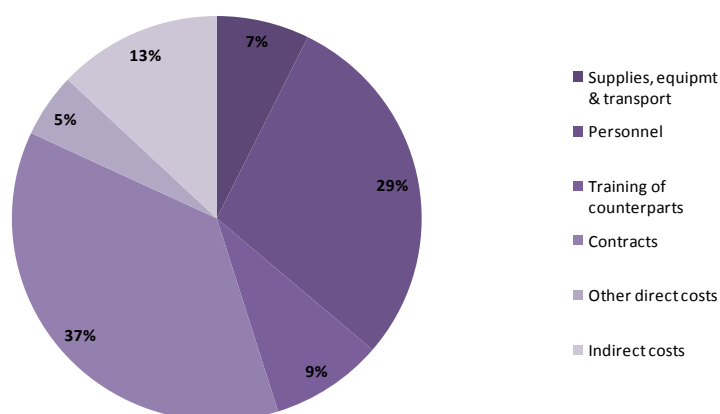


Table 5 : Integrated Budget table from the Monitoring Report , July 2011.

Budget Summary	
Total Approved Joint Programme Budget	FAO: 1,048,500 ILO: 481,500 UNDP: 567,100 UNESCO: 418,880 UNICEF: 957,650 UNIDO: 581,010 WFP: 209720 WHO: 1,735,540 Total 6,000,000
Total Amount Transferred to date	FAO: 791,800 ILO: 342,400 UNDP: 438,700 UNESCO: 328,490 UNICEF: 742,741 UNIDO: 460,100 WFP: 123,050 WHO: 1,157,740 Total 4,385,021
Total Budget Committed to date	FAO: 283,420 ILO: 182,184.49 UNDP: 291,791.28 UNESCO: 269,974 UNICEF: 742,741 UNIDO: 365,791 WFP: 123,050 WHO: 552,085 Total 2,811,037
Total Budget Disbursed to date	FAO: 141,454 ILO: 99,173.63 UNDP: 214,511.53 UNESCO: 224,413 UNICEF: 545,809 UNIDO: 226,679 WFP: 114,625 WHO: 361,422 Total 1,928,087

3.0. The Yunnan Province and Wuding County Experience:

44. The Evaluation team visited Wuding County in Yunnan Province. Wuding County is located North of the Plateaus of mid-Yunan Province, and west of the Yunnan-Guizhou Plateau. It is situated in Shishan Town, and is 78 km from Kunming the capital of Yunnan Province. Wuding's land area covers 3322 square kms, of 6.2 percent is arable land. The area is rich in paddy fields and forest lands. It enjoys the sub tropical plateau monsoon climate zone, and is characterized by mild climate, moderate temperature ranges, distinct wet and dry seasons and abundant rainfall patterns, providing an average rainfall of 998 mm between May and October. Wuding is interlaced by mountains, hills, valleys, plains and intermountain Basins, is rich in minerals²⁸, and provides the highest amount of titanium in the south western region in China. Forest cover is rich in rare Chinese medical herbs, and edible wild fungi. It is fed by 22 rivers that flow over 10 km long river beds throughout the county. It is comprised of 11 towns and 130 village committees. At the end of 2009, it had a population of 147,000 comprising of several different ethnic groups and 24 national minority groups.

The team visited with the Health Inspection Bureau, the Agriculture Bureau, the CDC, the Trade Union, a market fair, a primary health center, and four villages. The most important aspect of the visit was the attention given by the partners at county level, the agriculture bureau, the primary health care center, and the CDC to institutionalize the methods, and processes that they had learned from the training provided by the interventions of the Joint Programme, and use them in the day to day functioning in terms of the bureau. This is also an example of excellent outcomes of the Joint Programme intervention at filed level. A good example of ownership is reflected in the manner which the bureau worked to establish the county programme around the Joint Programme inputs.

In May 2010, (in order to respond to the Joint Programme), the county government set up a program leadership group, responsible for program coordination, consisting of the Executive Vice County Mayor as group leader, and heads of departments such as agriculture bureau and health bureau as group members. The Agriculture Bureau established a program office, headed by the Director of the Agriculture Bureau, and includes a deputy director responsible for agricultural product quality and safety, and leaders of relevant Bureau subsidiaries as members. These members are responsible for routine administration, agricultural produce production, technology training and guidance, and assessing produce quality and safety. The County program leadership group and program office have clearly defined roles and responsibilities amongst each member entity.

²⁸ These include titanium, copper, steel, aluminium, zinc, rare earths, phosphorous, gypsum, asbestos, marble, etc. Baseline survey report of on understanding of new Food Safety Law and need for food safety service and support in Wuding County, Yunnan Province, June 2011.

Discussions with the Health Bureau, the CDC and the Agriculture Bureau at County level were carried out to elicit challenges, issues and good practice elements of programme implementation issues at county level. The CDC stated that they faced challenges in the provision and supply of YYB the food supplement for children. The YYB supplement was not tested in Wuding County, the workers found that if the milk bottle was not clean, the YYB supplement would not dissolve. The CDC recommended that the Joint Programme consider carrying out a survey to establish whether there were cases of children not liking the food supplement, and look into aspects of altering the flavor to make it appealing more like the flavor of a biscuit. The CDC officials also mentioned the problems they had in discussing issues and challenges faced in the field and reporting to the center. Roles and responsibilities of local, and grass root level functionaries must be defined clearly, and central funding transfers need to be arranged with greater efficiency for programme functioning at county level. Ministerial guidance on the programme tend to be too wide and broad and not specific enough with details that help staff to function in a more effective manner given multiple demands on their time.

The meeting with the ILO and partner agencies provided the background for the work on maternity protection safeguards. The baseline survey was ready, and shared during the mid term review. China had not ratified the ILO convention on maternity protection but it has adopted domestic laws and policies covering several aspects of maternity protection. Discussions with the trade union heads and staff reflected the role that the trade union had taken with the tracking and monitoring of firms in the county, working towards implementation of maternity rights for women workers. They stated that Wuding, had 277 enterprises, of which 78 had trade unions. The total number of employees and work force are 30,000 half of which work in the city and the rest in the county. According to trade union statistics, there are 3,712 female employees. They noted that by the end of 2010, trade unions across the county had increased, and now 108 female organizations exist. Additionally, contract signing is as high as 90 percent for maternal protection, 24 of the 25 agencies signed birth rate protection.. However, the manner in which maternal rights protection among female workers gets attention in the county, is somewhat varied. Also in terms of birth rates and benefits some of them are not entitled to maternal leave for 100 days and may be even fewer days. The staff mentioned the challenges they faced in monitoring and tracking of firms in the county, several firms were family owned with less than 10 employees, these kind of firms made tracking difficult. The larger firms were easier to deal with they stated. They mentioned the attention given to maternal issues, safety and leave to allow mothers to breast feed infants in the more difficult firms like gunpowder factories where women are not allowed to go home in between to breast feed their child in the day, but allowed to stay home with full leave and pay for an entire year before joining back at work. The team also spoke about the forward looking measures that they were taking to protect women who were of child bearing age, and working towards identifying additional resources for training firms, trade unions and women's federation groups on maternal safety, and nutrition and health issues.

4.0: Conclusions:

45. The MDG F Joint Programme on Children, Food Security and Nutrition is well aligned with the development objectives of China and particularly with the National sector strategies, and the two Five Year Plans that straddle the programme cycle. The Joint Programme, supports key programme areas namely food security, food safety, and nutrition of vulnerable populations in the poorest regions. It contributes to the implementation of the three major MDGs in China; particularly by addressing some implementation gaps under MDG-1, 4 and 5, which were identified by the assessment in 2008. The review of the design indicates overambitious objectives that were reflected in the slow initiation of several of the activities planned at inception during the implementation of the programme. The MDGF Joint Programme seeks to address national priorities that were identified during the formulation of the programme with a high level of technical and organizational coherence and relevance. Despite its problems at inception, it is a responsive mechanism that is also linked with a strong ownership of the programme by key stakeholders. The process to design the programme was highly relevant to national priorities, and was built to respond to learning processes from past experience and focuses on developing the capacity of all stakeholder involved across the various sectors.

46. A close look at the monitoring report reveals that the reporting was unable to capture the complexity and multidimensional nature and results of the programme. Additionally, most of the achievements listed are information products such as publications, presentations, training manuals, policy recommendations, training events, brochures, website conceptualization and formulation, launching of the programme areas, etc. In themselves they may not be categorized as developmental results per se but in all cases are key information products and tools that support larger processes implemented by national partners outside of the Joint programme. Management of the programme tends to be activity-based as opposed to being more results-based; preventing a greater focus on what the programme needs to achieve (vision) as opposed to what activities need to be delivered. And, inadequate reporting measures make it difficult to develop one “big picture” for the joint programme; each set of achievements is part of larger strategies and programmes outside of the programme “scope”. However, high technical and organizational coherence, and relevance along with the recognition that capacity building is key to sustain results work to make the Programme unique and respond to a niche in the context of the development debate in China. The Programme worked to continue its emphasis in identifying and working with multiple institutions across multiple sectors and components, despite the challenges this posed to teams on the ground. This was reflected in the manner in which sustainability of programme processes and methods was institutionalized by Partners at county level. The CDC and the PHC in Wuding county had incorporated the methods and tools that were used by the baseline methodology of the Joint Programme in the health sector and records were maintained in a similar manner for the health indicators and profiles. This was a good example of best practice in the Joint Programme and must be replicated in the other sector areas as well..

47. The major achievement of the Programme is the results of the baselines from those programme areas that have already been completed. The baseline studies and reports must be presented and conceptualized with quality enhancement and adequacy by international standards so that they can contribute in large measure to plans for scaling up programme interventions by the Government. Given the nature of the collaborative approach of the Joint Programme, all partners engaged in the interventions must come together to pull the lessons learned from these exercises with coherence and adequacy. The potential for replicability and/or scaling-up of results is excellent. Based on the UN experience in China, once a successful pilot is demonstrated, Chinese partners move quickly to expand the model and replicate it for wider use. This is a strong indication in the case of the MDGF Joint Programme on Children, Food Safety, Food Security and Nutrition. Few examples include the support to China to prepare programme interventions of this kind in the above sectors, and as mentioned in the Technical Section, if provided earlier these measures would go a long way in achieving the MDGs and contributing to reducing the gaps in social inequalities as defined by the China 12th Five Year Plan.

48. Lessons learned:

- Good programme design leads to good achievements and positive long-term potential impacts of programmes. The design of this Joint Programme included a good integration of national priorities but was designed with a top down approach which led to problems in implementation at inception given the number of actors, the multidimensional nature and complexity of the programme. The Joint Programme did not take into account the time needed to help establish and plan for conceptualization and design of baseline tools and survey instruments, and the difficulty of integrating several different kinds of sectoral inputs into the surveys at county and village levels.
- Relevance and alignment of programme interventions lead to strong country ownership during the implementation of the programme, which in turn was transformed into sustainable results with a potential for long-term positive impacts as seen from the institutionalization of programme methods and processes at field level. The tools and indicators used by the baselines for health and nutrition were used by the CDC and the Primary Health Center at county level (Wuding County) for monitoring and tracking health status of women and children.
- Complex joint programmes which have multidimensional characteristics, with multiple implementing agencies and multiple administrative systems can only work effectively when the implementation modalities are well defined, and include clear management arrangements and clear roles and responsibilities at all levels of the programme. Communication and coordination mechanisms tend to work more efficiently with not only clearer articulation of roles and responsibilities but greater interaction at national, provincial and county levels, as was shown with the collaboration, coordination and cooperation exercised by the

ministry of agriculture at national, provincial and county level in the programme as seen in Wuding County.

- Coordination of Joint Programmes are linked with technical, institutional and organizational coherence at all levels, and call for strong programme management measures that are transparent and well coordinated among all the players.
- Sectoral work at country level in dynamic sectors like the private sector that are constantly evolving and changing require formulation of rapid response programme intervention strategies that have strong monitoring and regulatory frameworks in place to allow interventions to be effective. In the case of the Joint Programme the interventions on food safety were a beginning and careful targeting was needed to lay a good baseline and identify lessons at county and provincial level.
- Joint programmes that involve several implementing partners and stakeholders, demand formulation of coordination, collaborative and communication mechanisms and tools to convey information on the progress achieved by the programme, and keep abreast all stakeholders and implementing partners about any issues and challenges that the programme faces or of gains and good practices that can be shared with all programme counterparts in a timely manner. The Joint Programme needs to share all reports with all the stakeholders so that other agencies can also learn to disseminate lessons and good practices on progress made in a succinct manner. The WFP Food Security Baseline survey report, and the results achieved on the baseline survey for health are good examples of outputs from the Joint Programme and may be shared widely.

4.1. Recommendations:

49. This mid term review presents a set of recommendations that take into account the importance of the Joint Programme for the health and well being of the Peoples Republic of China. The Joint Programme served to raise the attention of development actors in the state on the importance of children, food security, food safety and nutrition in China. However, the duration of the Joint Programme was not enough to handle all the Programme objectives that were defined at inception. This mid term review recommends the following immediate measures that should be considered by the Programme team to enhance efficiency, and effectiveness of programme goals and objectives and to take the MDG goals beyond the duration of the Joint Programme with a view towards scaling up.

1. All UN Agencies and Partner Agencies are requested to review their budgets, and work plans and formulate an Accelerated Action Plan that takes into account the allocated budget lines to ensure that Programme objectives are realized by Project completion. In the absence of this, the Joint Programme may consider requesting a one time no cost extension of the Programme by the MDGF Sect, to allow for completion of programme goals and objectives.
2. The Joint Programme must work towards providing reports in a more coherent

manner to allow for a realistic measurement of results achieved in the Programme by outcome areas as defined in the Concept Note. Additionally, the Programme must work to enhance quality of all progress reports by outcome area in a systematic manner to allow for information to be used by national authorities to work towards scaling up measures before project completion.

3. The Joint Programme must consider working to formulate tools and measures that contribute to targeting health and nutrition education measures to the girl child and school going children aged 12 and above especially with reference to micronutrient deficiencies and malnutrition.
4. The Mid Term Review recommends that the Ministry of Health and the Joint Programme consider establishing a Multilateral Financing Facility to continue the work that the Joint Programme has started for scaling up at country level with the collaboration of the Multilateral Development Banks in the area of Children, Food Security, Food Safety, and Nutrition.
5. The Joint Programme needs to consider establishing linkages within a South South Cooperation modus operandi with UN and MDBs in the South Asia Region to enhance understanding of handling Wasting trends in Malnutrition, and on Food Safety measures and Milk Production entities like that of Amul in India.
6. The Concept note very clearly talks about using evidence based interventions to reach vulnerable populations to better address food security and undernutrition in mothers and children. However, care must be taken to ensure that the results of baselines and data are carefully peer reviewed and interpreted in the right manner. Discussions with UN agencies and partners reflected the need for the Joint Programme to de-mystify and further explain some of the findings especially in the nutrition sector to produce a report with validity especially with the Joint Programme recommending scaling up measures.
7. The Mid term Review recommends that the Joint Programme reconsider adopting forward looking strategies in the Programme that would contribute to enhanced efficiency gains in the Programme like that taken by the Trade and Labor Unions in Wuding County, in identifying extended maternal leave facilities for mothers with newborns who worked in hazardous industrial zones and working to build legislature with smaller firms as well to assist them prolong breastfeeding practices.

Annex 1

GENERIC TERMS OF REFERENCE FOR THE MID-TERM EVALUATION OF CHILDREN FOOD SECURITY AND NUTRITION JOINT PROGRAMMES

General Context: The MDGF and the Children Food Security and Nutrition

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €28 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 Achievement Fund (MDGF) supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

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

With US\$134.5 million allocated to 24 joint programmes, this area of work represents almost 20% of the MDG-F's work. Our efforts contribute to achieving the MDG goals of reducing child mortality and eradicating extreme poverty and hunger.

Interventions range from providing low cost nutritional packages that can save lives and promote healthy development to engaging with pregnant and lactating mothers ensuring they are healthy and aware of key nutrition issues. Advocacy for mainstreaming children's right to food into national plans and policies is also a key element of the fight against under nutrition.

The 24 joint programmes encompass a wide range of subjects and results. Nevertheless, certain similar underlying characteristics can be identified across most of these joint programmes. The majority of the programmes in the window seek to contribute to (1) directly improving the nutrition and food security of the population, particularly children and pregnant women, and (2) strengthening the government's capacity to know about and plan for food security and nutrition problems. Most of the other outcomes fit in these two themes, broadly defined. For example, improving food security and increasing the supply of nutritious foods with agricultural interventions is directly related to the first outcome, reducing food insecurity and malnutrition. Similarly, many Joint Programs propose improving policies on foods security, either through mainstreaming into general policies or through the revision of current policies on food security.

The beneficiaries of the Joint Programs are of three main types. Virtually all joint programs involve supporting the government, at the national and/or local levels. Many

programs also directly target children and/or pregnant women, who are the most vulnerable to malnutrition and food insecurity. Finally, many programs also benefit the health sector, which is at the forefront of the fight against, and treatment of, malnutrition.

The following points should be provided by the joint programme team

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

2. OVERALL GOAL OF THE EVALUATION

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

Mid-term evaluations are formative in nature and seek to **generate knowledge, identifying best practices and lessons learned and improve implementation of the programmes during their remaining period of implementation**. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

3. SCOPE OF THE EVALUATION AND SPECIFIC GOALS

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

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

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

1. To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the

- National Development Strategies and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
 3. To identify the programme's **degree of effectiveness** among its participants, its contribution to the objectives of the Children Food Security and Nutrition **thematic window**, and the Millennium Development Goals at the local and/or country level.

4. EVALUATION QUESTIONS, LEVELS AND CRITERIA

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

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

Design level

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the Millennium Development Goals and the policies of associates and donors.**
 - a) To what extent the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme?
 - b) To what extent the Joint Programme take into account the particularities and specific interests of women, minorities and ethnic groups in the areas of intervention?
 - c) To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme

envisage, to respond to obstacles that may arise from the political and socio-cultural context?

- d) To what extent were the monitoring indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
- e) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?

- **Ownership in the design: national social actors' effective exercise of leadership in the development interventions**

- a) To what extent do the intervention objectives and strategies of the Joint Programme respond to national and regional plans?
- b) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention?

Process level

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

- a) How well does the joint programme's management model – that is, its tools, financial resources, human resources, technical resources, organizational structure, information flows and management decision-making – contribute to generating the expected outputs and outcomes?
- b) To what extent are the participating agencies coordinating with each other and with the government and civil society? Is there a methodology underpinning the work and internal communications that contributes to the joint implementation?
- c) To what extent are there efficient mechanisms for coordination that prevent counterparts and beneficiaries from becoming overloaded?
- d) To what extent does the pace of implementing programme outputs ensure the completeness of the joint programme's results? How do the different components of the joint programme interrelate?
- e) To what extent work methodologies, financial tools etc. shared among agencies and among joint programmes are being used?
- f) To what extent more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural context identified?

- g) How conducive are current UN agency procedures to joint programming? How can existing bottlenecks be overcome and procedures further harmonized?

- Ownership in the process: National social actors' effective exercise of leadership in the development interventions

- a) To what extent have the target population and the participants taken ownership of the programme, assuming an active role in it?
- b) To what extent have national public/private resources and/or counterparts been mobilized to contribute to the programme's goals and impacts?

Results level

- Efficacy: Extent to which the objectives of the development intervention have been met or are expected to be met, taking into account their relative importance.

- a) To what extent is the joint programme contributing to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document?
1. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at the local and national levels?
 2. To what extent and in what ways is the joint programme contributing to the goals set in the thematic window?
 3. To what extent (policy, budgets, design, and implementation) and in what ways is the joint programme contributing to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?
 4. To what extent and in what ways is the joint programme contributing to the goals of delivering as one at country level?
- b) To what extent are joint programme's outputs and outcomes synergistic and coherent to produce development results?`
- c) To what extent is the joint programme having an impact on the targeted citizens?
- d) Are 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 is the joint programme contributing to the advance and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc)
- g) To what extent is the joint programme helping to increase stakeholder/citizen dialogue and or engagement on development issues and policies?
- h) To what extent is the joint programme having an impact on national ownership and coordination among government entities?

Sustainability: The probability that the benefits of the intervention will continue in the long term.

- a) Are the necessary premises occurring to ensure the sustainability of the impacts of the joint programme?
At local and national level:
 - i. Is the programme supported by national and/or local institutions?
 - ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?
 - iii. Have operating capacities been created and/or reinforced in national and local partners?
 - iv. Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?
 - v. Is the duration of the programme sufficient to ensure a cycle that will ensure the sustainability of the interventions?
 - vi. have networks or network institutions been created or strengthened to carry out the roles that the joint programme is performing?
- b) To what extent are the visions and actions of partners consistent with or different from those of the joint programme?
- c) In what ways can governance of the joint programme be improved so as to increase the chances of achieving sustainability in the future?

Country level

- d) During the analysis of the evaluation, what lessons have been learned, and what best practices can be transferred to other programmes or countries?
- e) To what extent and in what way is the joint programme contributing to progress towards the Millennium Development Goals in the country?
- f) To what extent and in which ways are the joint programmes helping make progress towards United Nations reform? One UN
- g) How have the principles for aid effectiveness (ownership, alignment, managing for development results and mutual accountability) been developed in the joint programmes?
- h) To what extent is the joint programme helping to influence the country's public policy framework?

5. METHODOLOGICAL APPROACH

The mid-term evaluation will use an international consultant, appointed by MDG-F, as the Evaluator to conduct the evaluation and a locally hired consultant who will support the Evaluator by providing information about local context such as institutions, protocol, traditions, etc. and assist with translation of key meetings/ interviews during the mission as needed. It is the sole responsibility of the Evaluator to deliver the inception, draft final and final reports.

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

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

6. EVALUATION DELIVERABLES

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

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

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

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

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

situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The MDGF Secretariat will share the draft final report with the evaluation reference group to seek their comments and suggestions.

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

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

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

7. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

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

• **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.

- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the Evaluator and the reference group of the Joint Programme in connection with the findings and/or recommendations. The Evaluator must corroborate all assertions, and note any disagreement with them.
- **Integrity.** The Evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The Evaluator 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, the Evaluator must report these immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used by the Evaluator to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The Evaluator 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 Evaluator shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

8. ROLES OF ACTORS IN THE EVALUATION

The main actors in the mid-term evaluation are the Secretariat of the MDGF, the Programme Management and the Programme Management Committee. The Programme Management Office, PMC, and RC Office will serve as the evaluation reference group. The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents (Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

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

9. TIMELINE FOR THE EVALUATION PROCESS

A. Design phase (15 days total)

1. The Secretariat shall send the generic TOR for mid-term evaluation of China's CCPF to the reference group. The reference group is then to adapt these to the concrete situation of the joint programme in China, using the lowest common denominator that is shared by all, for purposes of data aggregation and the provision of evidence for the rest of the MDGF levels of analysis (country, thematic window and MDGF).

This activity requires a dialogue between the Secretariat and the reference group of the evaluation. This dialogue should be aimed at rounding out and modifying some of the questions and dimensions of the study that the generic TOR do not cover, or which are inadequate or irrelevant to the joint programme.

2. The MDGF Secretariat will send the finalized, contextualized TOR to the Evaluator it has chosen.
3. From this point on, the Portfolio Manager is responsible for managing the execution of the evaluation, with three main functions: to facilitate the work of the Evaluator, to serve as interlocutor between the parties (Evaluator, reference group in the country, etc.), and to review the deliverables that are produced.

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

Desk study (15 days total)

1. The Portfolio Manager will brief the Evaluator (**1 day**). He/she will hand over a checklist of activities and documents to review, and explain the evaluation process. Discussion will take place over what the evaluation should entail.
2. The Evaluator will review the documents according to the standard list (see TOR annexes; programme document, financial, monitoring reports etc.).
3. The Evaluator will submit the inception report to the MDGF Secretariat; the report will include the findings from the document review and will specify how the evaluation will be conducted. The Evaluator will share the inception report with the evaluation reference group for comments and suggestions

(within **seven days of delivery of all programme documentation to the consultant**).

4. The focal points for the evaluation (PMC Co-Chairs) and the Evaluator will prepare an agenda to conduct the field visit of the evaluation. (Interview with programme participants, stakeholders, focus groups, etc) (**Within seven days of delivery of the desk study report**).

Field visit (9-12 days)

1. In-country, the Evaluator will observe and contrast the preliminary conclusions reached through the study of the document review. The planned agenda will be carried out. To accomplish this, the Secretariat's Portfolio Manager may need to facilitate the Evaluator's visit by means of phone calls and emails to the reference group.
2. The Evaluator will be responsible for conducting a debriefing with the key actors he or she has interacted with.

Final Report (31 days total)

1. The Evaluator will deliver a draft final report, which the Secretariat's Portfolio Manager shall be responsible for sharing with the evaluation reference group (**within 10 days of the completion of the field visit**).
2. The evaluation reference group may ask that data or facts that it believes are incorrect be changed, as long as it provides data or evidence that supports its request. The Evaluator will have the final say over whether to accept or reject such changes. For the sake of evaluation quality, the Secretariat's Portfolio Manager can and should intervene so that erroneous data, and opinions based on erroneous data or not based on evidence, are changed (**within 14 days of delivery of the draft final report**).

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

3. The Secretariat's Portfolio Manager shall assess the quality of the final version of the evaluation report presented, using the criteria stipulated in the annex to this TOR (**within seven days of delivery of the draft final report**).
4. Upon receipt of input from the reference group, the Evaluator shall decide which input to incorporate and which to omit. The Secretariat's Portfolio Manager shall review the final copy of the report, and this phase will conclude with the delivery of this report by the MDGF Secretariat to the evaluation

reference group (**within seven days of delivery of the draft final report with comments**).

5. Phase of incorporating recommendations and improvement plan (within 21 days of delivery of the final report):

1. The Secretariat's Portfolio Manager, as representative of the Secretariat, shall engage in a dialogue with the reference group to establish an improvement plan that includes recommendations from the evaluation.
2. The Secretariat's Portfolio Manager will hold a dialogue with the reference group to develop a simple plan to disseminate and report the results to the various interested parties.

10. ANNEXES

a) Document Review

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

MDG-F Context

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

Specific Documents for Joint Programme

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

b) File for the Joint Programme Improvement Plan

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

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

Annex 2

A Mid term Evaluation of the UN MDG Fund Joint Programme of Children, Food Security and Nutrition in China.

(Inception Report-Rema Nair Balasundaram-June 2011)

Introduction:

The Millennium Development Goals²⁹ had its beginnings in September 2000, when 189 member states of the United Nations came together at the Millennium Summit and adopted the Millennium Declaration. This adoption included commitments to work towards poverty eradication, development, and protection of the environment. Many of these commitments were drawn from the agreements and resolutions of conferences and summits organized by the United Nations during the preceding decade. A year later the UN Secretary General's Road Map for implementing the Millennium Declaration formally unveiled eight goals, supported by 18 quantified and time-bound targets and 48 indicators, which later became known as the **Millennium Development Goals (MDGs)**. The MDGs helps to articulate and focus the efforts of the world community on achieving significant, measurable improvements in people's lives by the year 2015. They establish targets and yardsticks for measuring results—not just for developing countries, but also the countries that help fund development programs, and the multilateral institutions that provide support to the countries that implement them.

The eight MDGs listed below guide the efforts of virtually all organizations working in development and have been commonly accepted as a framework for measuring development progress and include:

- Eradicate extreme poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health

²⁹ Much of this section is taken from UNDP and World Bank MDG websites.

- Combat HIV/AIDS, malaria, and other diseases
- Ensure environmental sustainability, and
- Develop a Global Partnership for Development

MDGs are monitored and reported on by the UNSG. In 2007, the MDG monitoring framework was revised to include four new targets agreed by member states at the 2005 World Summit and recommended, in 2006, by the UN Secretary-General in his report on the Work of the Organization.

The MDG Fund: The MDG-Fund³⁰ was established in December 2006 with a contribution of €28 Million (Euros) from the Government of Spain to the UN system with the aim of accelerating progress on the MDGs. In the year 2008, the Government of Spain, made a special contribution of €90M in order to support programmatic inputs towards child nutrition and food security, conflict prevention and private sector and development. **The programme is active in 49 countries, and supports 128 programmes** spread across 5 regions of the world. The programme supports over 3.5 million people and another 20 million people are impacted indirectly. UNDP is the administrator of the Fund and the MDG Fund is one of the Multi Donor Trust Funds, administered by the UNDP, it is operated on a pass through fund modality option at country level.

The MDGF Secretariat team led the formulation and design of a series of Mid Term Evaluations of the Programmes funded as Joint Programmes at country level. This inception report responds to the Mid Term Evaluation of the MDGF for Children, Food Security and Nutrition in China.

The MDG Fund in China:

The MDGF for China was signed for the period 2009-2012 for a total budget of USD 7,000,000 with the pass through fund modality option. The Managing and Administrative Agent for the MDGF is the MDTF Office in New York.

The Joint Programme³¹ will focus on the at-risk population of approximately 1.8 million children and women of child-bearing age by piloting a comprehensive approach to food security, child and maternal nutrition in six of the poorest counties. The pilot counties selected have been identified through statistical analysis as scoring poorly on a composite of indicators such as food availability, physical and economic access to food, nutritional intake, access to water, health facilities and sanitation. They are located in mostly remote areas.

³⁰ This section is taken from the MDG Fund Website, UNDP.

<http://www.mdgfund.org/aboutus>

³¹ China FSN MDGF Concept Note.

The Joint Programme will aim to do the following:

1. Improve the evidence of women and children's food security³² and nutrition through a baseline study and mainstreaming of internationally recognized nutrition indicators in national maternal child health surveillance exercises.
2. Improve nutritional intake through the promotion of exclusive breastfeeding for six months; provision of nutritional supplements for women and children; and formulation of a national food fortification strategy.
3. Improve food safety, especially for child nutrition products, through introduction of international standards in production, processing, testing and preparation of food; awareness of food safety issues will be promoted through schools, consumer groups, women's groups and the media; and support to implementation of the new food safety law.
4. Gather the evidence gained through the demonstration projects in the pilot counties to build an advocacy package aimed at persuading policymakers to scale up interventions

Poverty Profile in China and the MDGF Joint Programme: China's progress on eradicating poverty and hunger is widely acknowledged to be among the world's best, however, FAO³³ estimates that there are approximately 120 million Chinese people are undernourished. UNICEF reports that 7.2 million of the world's stunted children (4 percent) are located in China. In addition, national averages mask wide disparities seen across the provinces. The prevalence of underweight children in rural areas (10 percent) in 2005 was five times that among children in urban areas (2 percent). Even within rural areas, the disparities are marked. Furthermore, studies indicate that micronutrient deficiencies have improved little in the last 10 years, and may even be worsening. Anaemia rates among children were 19.3 percent in 2005, but relatively higher and as much as 80 percent in the poorest counties. Almost half of all children in rural areas are known to suffer from marginal vitamin A deficiency.

Rationale and Objective of the Mid term Evaluation Process:

The MDGF formulated an evaluation process to contribute to programme management processes in the implementation of the Joint Programme. The specific objectives of the Mid term evaluation process is to:

³² Note that for the purposes of this programme, the definition for "food security" will be the one endorsed at the World Food Summit in 1996: "Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life." This encompasses food availability, access, utilization, nutrition, vulnerability to disasters and food safety.

³³ China MDGF Children, Food Security and Nutrition, Joint Programme Concept Note-

- a. Review the programmes design quality and internal coherence and its external coherence with the UNDAF, the National Development Strategies and the MDGs, and find out the degree of national ownership as defined in the Paris and Accra Declaration.
- b. Additionally, the Review process will seek to understand how the joint programme operates and assess the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis is expected to identify factors for successes and limitations in the inter agency tasks and the One UN framework. (However, it is important to note that the Government of China is not signatory to the One UN framework or on the Delivering as One Initiative).
- c. The review will also identify the programme's degree of effectiveness among its participants, its contribution to the objectives of the Economic Governance thematic window and the MDGs at the local/country level.
- d. The review will work to contribute and identify lessons learned and good practices that can be incorporated in the second part of the Joint Programme Design.
- e. The review will include a field visit to PRC to hold discussions with programme officials, country counterparts at HQ in Beijing and in the field, including a visit to the province to speak to stakeholders.

Scope and Approach for the MDGF Joint Programme Evaluation:

In addition to the areas that are mentioned in the TOR pages 2-5 the MTR must answer the following questions.

1. How relevant is the MDGF to national development priorities and the achievement of the MDGs? Does the MDGF outcomes make a clear contribution to the national effort to address the selected national priority or achieve the selected national goal?
2. How effective were the UN agencies in using the UNDAF framework for programme delivery?
3. How efficient were the UN agencies in achieving the UNDAF desired outcomes and objectives in the context of the MDGF Joint Programme?
4. How sustainable have programme interventions been?
5. How did the programme work to incorporate internal coherence mechanisms in the programme, and what were the challenges faced at field level in this context?
6. Has the Programme been able to leverage additional funding for counties and program inputs, if not why not? And if so how? How has the programme effected theory of change principles of impact, influence and leverage in the programme as a whole at national, provincial and county levels?
7. What were the actual achievements of the programme?

Additionally in each of the above areas the following questions will also lead the analysis of the Evaluation. The mid term review will rate the following criteria at a three point

rating scale of Low, Medium and High to allow for comparison of ratings at end term evaluation as well.

1. How relevant is the MDGF to the UNDAF and to national development priorities and the achievement of the specific MDGs?

- a. Linkage with the National Development Agenda
- b. Linkage with MDGs
- c. Linkage with IADGs
- d. Linkage with the Economic Governance thematic area of work
- e. What was the comparative advantage of the MDGF Joint Programme /UN vs other donors in the country?
- f. Leveraging of funding or activities for the MDGF by other participants, etc.

2. How effective were the MDGF Joint Programme/agencies in using the UNDAF framework for programme delivery?

- a. What was the mix of strategies used? (Advocacy and policy dialogue, building and using a knowledge base, promoting and building partnerships, developing systems for improved performance).
- b. What were the results vs stated objectives?
- c. Are the poorest being addressed in the country? If so how?
- d. What is the link with the Paris and Accra Declaration guidelines on aid effectiveness?
- e. Is human rights a part of UNDAF programming?
- f. Is gender a part of programming?
- g. How has results based management operationalized in the MDGF?
- h. Who are the Joint Programme's UNs strategic partners? Are they evolving?
- i. Are there areas and issues where partners cross cut geographically and strategically?
- j. How was M&E applied to the Joint Programme's/UNs collective work?
- k. How has the UNCT and the outcome groups handled linkage of cross cutting priority areas like gender and environment?

3. How efficient were the MDGF Joint Programme and UN agencies in achieving the MDGF and UNDAF desired outcomes and objectives?

- a. How did the UN teams work together, how did the teams agree on strategies?
- b. What worked, what didn't?
- c. What are lessons learned from the process?
- d. What are some good practices from the process?
- e. What were the achievements vs stated activities?
- f. How did these complement/overlap each other

- g. What is the composition of the MDGF Joint Programme team/UNCT, has it evolved?
- h. What were the working groups, in which sector areas, what was their mandate?
- i. Were there any joint initiatives?
- j. How has internal coherence been maintained?
- k. Are there any bottle necks in day to day work, and how can they be overcome?
- l. How sustainable have programme interventions been?
- m. Are the projects sustainable? Can this be verified, and if so how?
- n. How effectively has the Joint Programme been in implementing the MDGF in the same approach as the “Delivering as One UN” principle?
- o. What are the challenges that the UNCO/Coordinator has faced in the MDGF Joint Programme?

4. An additional set of programme related questions on the food security, nutrition and children areas were formulated and shared with the team. These questions will respond to the design relevant sections of the MDGF³⁴ concept note and relate to relevance, efficiency, efficacy and sustainability issues. A review of the results framework and results matrixes used by the MDGF Joint Programme will also be carried out. The Progress report indicates that most of the areas for food safety and food security did not have baselines as of the July 2010 report, this will be further discussed in detail with the Joint Coordinator. These questions will cover the following area indicators specified in the monitoring report for each of the outcome areas:

- i. Comprehensive food security indicators
- ii. Nutritional status indicators on women and children in three counties
- iii.. Improved targeting and monitoring with nutrition and child feeding data for the six pilot counties and their incorporation into nutrition surveillance systems.
- iv. Complementary food supplements in three counties
- v. Data on infant feeding practices, knowledge attitudes etc,
- vi. Food fortification plan for micronutrients.
- vii. Food safety measures introduced for food production for children in pilot areas.
- viii. Food handling safety measures, training, and integration of food safety in nutrition and health educational awareness programmes in schools.

Additionally, these questions will include:

³⁴ Several additional questions to each of the sector and sub sector areas will be added before the mission to this section.

- a. Are the programme inputs and goals articulated relevant to the situation analysis of FSN in china?
 - b. Has the FSN programme design taken the UNDP findings on the Asia Pacific Region on MDGs into account?
 - c. Are there any sub sector areas in Food Security and Nutrition that have been left out?
 - d. Have there been any fresh outbreaks of children's illnesses that have not been articulated in the MDGF Joint Programme?
 - e. Does the MDGF Joint Programme have a plan that allows for responding to any disease or illness threats in the counties at short notice?
 - f. What is the mechanism in place for a rapid response in such instances in the design of the programme?
 - g. How has coordination worked in the Joint Programme? What are the challenges faced and how does the coordinator handle these?
5. Questions relating to the funding instrument and how it has functioned at the country level:
- a. How has the MDGF worked as an instrument at the country level?
 - b. How are commitments and disbursements handled in the context of the MDTF UNDP NYHQ?
 - c. Has the country team faced any challenges in setting up the funding facility and receipt of funds?
 - d. How does the MDGF handle funding and disbursement at field level? What is the mechanism for handling any unspent balances during the period of the program?
 - e. Has the MDGF been able to leverage any additional funding or counterpart arrangements with the Government or other partners?
 - f. Are there any indications of scaling up the programme based on results achieved in the first part of the programme?

Methods to assess outcomes and impact will involve the following:

- open and semi-structured interviews with key stakeholders, participant agencies, partner organizations, and joint programme staff handling both programme and financing aspects of the programme.
- a comprehensive review of documents (both from the government on national policies and strategies as well as from the UN and other agencies),
- Additionally, the consultant will take into account the lessons learned and good practice areas that have been identified by the UNDG on other UNDAF evaluations and build these into the design and implementation of this evaluation framework.
- Review of the MDGF and UNDAF Results Framework Matrix, and the M&E framework, in order to assess actual results achieved by the programme.
- **Field Study Methodology:** The objective of the field studies is to validate the projects' results from the perspective of the intended beneficiaries, using a qualitative social research methodology. For each of the projects, the national

consultant will help to carry out the field work, employing three techniques: key informant interviews with local community leaders (school principals, heads of health centers, leaders of women's and youth associations, local religious and political leaders) around food security and nutrition issues, with other related sector themes like agriculture, education and health, concerning local economic and social conditions, and trends affecting living conditions in the community; (ii) conversational interviews with representative samples of community members, generally divided equally according to gender, around a thematic interview guide to determine peoples' conditions, experience, and attitudes related to the product or service offered by the project; and (iii) focus group discussions with diverse groups of community residents and/or intended beneficiaries, generally divided by age and gender, on themes similar to the second group but reaching more people in less time and eliciting responses given in the presence of peers rather than in one-on-one conversation. Stakeholders can be consulted for case studies, and may be interviewed individually and the remainder in focus groups. A field visit is planned to two or three villages in Wuding County, Yunnan Province. The detailed itinerary is provided in the annex to this report. The preliminary results of the baselines reflected the importance of the Joint Programme, in this setting. The Yunnan Province and Wuding County, had information on most of the outcome areas across all the sectors that the Joint Programme had initially planned for in children, food safety, food security and nutrition. Additionally, all the major ministries agriculture, education and health, including other actors like trade unions, and the private sector engagement was also reflected in the operations at county level. This made it appropriate for the field visit.

Methodology of documentation review includes the following:

Desk reviews of relevant documentation

1. China 11th Five Year Plan
2. China 12th Five Year Plan
3. 2009-11 UNDAF for PRC
4. World Bank Poverty Assessment
5. MDGF Guidelines
6. MDGF and UNDAF Outcome group inputs to UNCT annual retreats
7. MDGF Joint Programme Evaluations on China
8. National Strategy reports from PRC
9. Regional UNDP Asia Pacific Reports on MDGs
10. ESCAP Reports on China
11. FAO and IFAD reports on Food Security
12. Any national and Annual Reports
13. Poverty Profiles and World Bank, FAO and UNICEF, reports on Food Security and Nutrition, and agriculture.
14. Analytical reports on FSN and agriculture or situation of children's reports
15. Programme reports for the MDGF Joint Programme reporting period from all agencies including all country level annual reports for the FDN sector
16. CPDs or equivalent

17. CPAPs or equivalent
 18. TCPR 2004 and 2007
 19. The Economist articles and surveys on China
 20. High level report and other relevant UN Reform documents including experiences of Delivering as One pilot countries in the asia pacific region especially related to food security, agriculture and nutrition issues.
 21. Reports submitted by other consultants , and reviews of sector evaluations from bilaterals, multilaterals and other organizations.
 22. Other relevant documentation
 23. The review will also include a series of interviews with all relevant stakeholders and will include:
 - Interviews with UN agencies, all Joint Programme signatories, Government entities, emerging contributors, civil society and other stakeholders
 - Participatory consultations with civil society in consultation with the Joint Programme Coordinator
 - Participatory and interactive “work in progress” workshop with stakeholders
 - Consolidating and drawing conclusions from the Evaluation and Joint Programme Outcome group reports
 - Meetings with the PRC officials, in the area of Nutrition, Health, Education, Womens welfare issues, Food Safety officials, and others that the Joint Programme identifies as important partners.
-
- Formulation of interview guides, questionnaires etc will be done prior to the mission
 - A synthesis and analysis of data from regular programme monitoring as well as field visits.
 - Use of grassroots participatory approaches involving the beneficiaries and local partners are strongly encouraged in agency programme evaluations.
 - Reviews or evaluations of agency supported programmes will feed into the UNDP MDGF Joint evaluation.

Implementation

- Gather data: review of documents particularly evaluations, reviews, and progress reports of participating all MDGF Joint Programme inputs from UN agencies, partner agencies, field visits, interviews etc.
- Field visit to both programme areas, and provincial offices at country level.
- Analyze the data collected possibly during a data analysis event
- Prepare the report
- Share the report with stakeholders for comments and finalize

Workplan deliverables include the following:

- Initial Work plan (with details on dates) and Approach/Inception Report providing details of the review process
- Final work plan and Approach/Inception paper following the mission approval from UNDP MDGF Joint Programme –June 4th, 2011
- Mission to China-June 6-19th, 2011
- Field visits-Kunming, June 12-15th
- Debriefing session PRC-June 17th, 2011
- Draft MTR report-June 30-July 10th

- Final MTR report, including recommendations (in consultation with the MDGF Sec)
- Power point presentation based on the MTR report
- Formulation of report in close consultation with Joint Programme Coordinator and UNDP MDGF HQ
- Any follow up guidelines for Joint Programme Coordinator and UNDP MDGF HQ office.

Use of the results from the review may include:

- Organize a stakeholders' meeting/workshop to validate and refine findings, conclusion and recommendations; discuss dissemination and communication strategies and plan for implementation of recommendations. The follow-up plan should determine a process for ensuring that lessons learned are incorporated into the next MDGF Joint Programming cycle.
- Draw up a dissemination plan of the evaluations findings and recommendations
- Draw up a follow up plan.

Annex 3:

Itinerary for CFSN Mid-term Evaluation

Date日期	Activity活动	Venue地点
Tue 7 June	Arrival at Beijing	
Wed 8 June	10:00 visit PMO & meet JP Coordinators	PMO
	14:30-16:00 visit UNRC office	UNDP China office UNDP
Thu 9 June	AM: Review documents	Hotel
	14:00-15:00 meeting with WFP and national partners	WHO
	15:00-16:30 meeting with ILO and national partners	
	16:30-17:30 meeting with FAO and national partners	
Fri 10 June	9:00-10:00 meeting with WHO/MCH and national partners	WHO
	10:00-11:00 meeting with WHO/FOS and national partners	
	11:00-12:30 meeting with UNICEF and national partner	
	13:30-14:30 meeting with UNDP and national partners	
	14:30-16:00 meeting with UNESCO	

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	and national partners	
	16:00-17:00 meeting with UNIDO and partners	
Weekend 11-12 June	Break Leave for Kunming and Wuding on June 12 Flight CA 4172 1230-1545 6	
Mon 13 June	AM: meeting health inspection institute and women federation and agriculture bureau staff	Wuding (100 Km from Kunming)
	PM: visiting pilot villages, village market, and agriculture bureau county office	
Tue 14 June	AM: meeting CDC, county primary health care facility and visit pilot villages	
	PM: meeting Labor Union staff	
Wed 15 June	AM: returning to Beijing via Kunming CA 1404 1220-1525	Beijing
Thu 16 June	9:00-11:30 meet Co-chairs JPMC 9:00-11:30	WHO and MOH
	PM: prepare debriefing	WHO China office
Fri 17 June	AM: prepare debriefing	WHO China office
	15:00-17:00 Debriefing meeting 15:00-17:00	MOH
Sat 18 June	Departure	

Annex 4

List of all officials met during the mid term evaluation discussions in Beijing and Wuding County, Yunnan Province.

List of officials met in Beijing:

<p>June 8, Meeting with PMO</p>	<p>Dr. Nan Junhua, national programme coordinator Dr. Ding Bago, UN Programme Coordinator Mr. Han Zhichao, National Programme Assistant</p>
<p>Meeting with UNRC Office</p>	<p>Mr. Pablo Barrera, Coordination specialist Ms. Yana Zhao, Coordination Associate</p>
<p>June 9, Meeting with WFP</p>	<p>Ms. Anthea Webb, Director, WFP China office Ms. Wang Weijing, Programme officer, WFP Professor Nie Fengying, China Academy of Agricultural Sciences</p>
<p>Meeting with ILO</p>	<p>Ms Ann Herbert, director, ILO China office Mr. Zhu Changyou, programme officer, ILO Ms. Huang Qun, Senior programme assistant, ILO Ms. Wu Ninan, administrative assistant, ILO</p>

	<p>Mr. Sun Jianfu, Trade Union Ms. Hu Yuhong, deputy director, Center of International Exchange and Cooperation, SAWS Mr. Li Yunqiang, project manager, Center of International Exchange and Cooperation, SAWS</p>
Meeting with FAO	<p>Ms. Meng Zhaorui, programme officer, FAO China office Dr. Zhou Yong, division Director, FEECC, MOA</p>
June 10, Meeting with MCH/WHO	<p>Dr. Robert Schierpbier, Medical officer, MCH, WHO China office Dr. Wen Chunmei, NPO, WHO China office, Dr. Zhang Shuaiming, research associate, Capital Institute of Pediatrics</p>
Meeting with FOS/WHO	<p>Dr. Peter Ben Embarek, Technical officer, FOS, WHO Dr. Zhang Pingping, NPO, WHO China office Dr. Zhao Xuelian, section chief, National Center for Health Inspection and Supervision</p>
Meeting with UNICEF	<p>Dr. David Hipgrave, director, health and nutrition division, UNICEF China office Dr. Chang Suying, nutrition specialist, UNICEF China office</p>

	<p>Dr. He Li, Director, Division of Scientific Research, National institute of food safety and nutrition, China CDC</p> <p>Dr. Wang Jie, Research fellow, National institute of food safety and nutrition, China CDC</p>
<p>Meeting with UNDP</p>	<p>Ms. Gu Qing, programme manager, UNDP China office</p> <p>Dr. Li Shichun, director, information research department, CLS</p> <p>Mr. Fan Shiqian, deputy division director, information research department, CLS</p>
<p>Meeting with UNESCO</p>	<p>Mr. M Bista, Programme Specialist, UNESCO</p> <p>Ms. He Pei, programme officer, UNESCO China</p> <p>Ms. Zeng Qingyi, programme assistant, UNESCO China</p> <p>Ms. Li Ying, programme assistant, UNESCO China</p> <p>Ms. Cai Haiying, division director, MOE</p> <p>Ms. Zhang Ying, deputy division director, ACWF</p> <p>Ms. Ren Pei, programme assistant, ACWF</p> <p>Ms. Liu Ying, division director, SARFT training center,</p> <p>Ms. Zhu Jjajun, assistant, SARFT training center.</p>

<p>Meeting with UNIDO</p>	<p>Ms. Catherine Wong, Programme officer, UNIDO China office Ms. Ding Zhiyin, deputy division director, DIC, AQSIQ</p> <p>Mr. Yun Zhenyu, assistant research fellow, CAS Mr. Sun Zhao, assistant research fellow, CASA</p>
<p>June 16, Meeting with UN co-Chair</p>	<p>Dr. Michael O'Leary, WHO representative to China</p>
<p>Meeting with National co-Chair</p>	<p>Dr. Ren Minghui, Director General, Department of International Cooperation, MOH Dr. Nie Jiangang, Director, Division of International Organizations, DIC, MOH Ms. Cheng Lianzhou, Project officer, Division of International Organizations, DIC, MOH</p>

CFSN mid-term evaluation trip to Wuding County, Yunnan Province

June 13, 2011

Meeting with Wuding County Health Inspection Center

ZHENG Lihua, Director, County health bureau

FU Xingyou

QIAN Zhihua, Director, County health inspection center

GAO Yuxiang

Meeting with County Women Federation

XIONG Rui, Chair

YANG Jianhua, Deputy Chair

SHENG Lijun

Meeting with County Agriculture Bureau

WEN Yongguang, Director, Director of county PMO

LI Zhongping, Deputy Director, Deputy Director of county PMO

LI Yaning, Director of rural environment and test station, Project
Manager of county PMO

YANG Chunyong, Deputy director of county agricultural technology
promotion and service center

ZHU Shaoyun, Deputy director of county agricultural broadcasting school

WAN Xuelin, Director of county economic crop work station

ZHENG Lixin, Deputy director of county economic crop work station

MA Hui, Technician of county agricultural technology promotion and
service center

ZHANG Jin, Assistant technician of county agricultural technology
promotion and service center

YANG Xuejin, Division director of county planning and finance

CHEN Yong, Director of animal disease CDC

LI Hongzhi, Assistant technician of county rural environment and test
station

Visit to Da Gu Pu village, Cha Dian township

June 14, 2011

Meeting with County CDC

FU Jiangpeng, County health bureau

LI Jiazhou, Director of county CDC

CHEN Songqing, Party Secretary of county CDC

REN Zhifu, Deputy director of county CDC

YANG Jianxian, Division director, county CDC

SHI Zhu, Doctor

Visit to Hua Po village

Meeting with County Trade Union

Trade union staff

YANG Mingfa, Party secretary & standing vice chair

ZHAO Ximei, Vice chair

ZHANG Zirong, vice chair

TAO Xuemei, Director of general affairs division

ZHANG Zhengwen, clerk

ZHANG Zhiguo, Deputy director of general affairs division

LI Xiaoming, volunteer

Non Trade Union staff

CAO Xingmei, Party secretary, county birth planning committee

LU Haiyan, Vice chair, county women's federation

ZHANG Jianping, Director of female workers affairs, county public security bureau

LIU Yanfang, Director of female workers affairs, county education bureau

DUO Caixia, Director of female workers affairs, Da Yuan company

LI Xinyan, Director of female workers affairs, Hua Xiang trading company

YANG Yongli, Director of female workers affairs, Yu Fei Da titanium pigment company

LI Hongfen, Director of female workers affairs, Jun Zai Lai restaurant

Visit to Da Yuan company

ZHANG Jingkun, General manager

SHI Zhitao, Head of retail store

LI Hongmei, Head of retail store