



Evaluation Unit (EVAL)

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- **Technical Backstopping Office:** NORMS, DWT-Bangkok
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3. List of abbreviations

ACFTU	All China Federation of Trade Unions
ACWF	All China Women's Federation
C111	ILO Convention No.111
CDPF	China Disabled Persons Federation
CEC	China Enterprise Confederation
DWCP	Decent Work Country Program
EAWIC	Equality at Work in China
EEO	Equal Employment Opportunity
EPL	Employment Promotion Law
ET	Evaluation team
HR	Human resources
ILO HQ	ILO Headquarters, Geneva
ILO RO-Bangkok	ILO Regional Office, Bangkok
ILO SRO-Bangkok	ILO Sub-Regional Office for East Asia
M&E	Monitoring and Evaluation
MOHRSS	Ministry of Human Resources and Social Security
NHRC	Norwegian Human Rights Centre
PRC	People's Republic of China
PSC	Project Steering Committee
SARA	State Administration of Religious Affairs
SEAC	State Ethnic Affairs Commission
ToR	Terms of Reference
TOT	Training of trainers

4. Acknowledgement

The ET wishes to thank the ILO for the opportunity to evaluate this interesting project that gave us a glimpse of the economic and social challenges in China and to learn how the government is responding to these challenges.

The ET wishes to thank all concerned for the exchange and making us understand in what way the ILO project 'Support to promote and apply ILO Convention No. 111', is contributing to China's ambitions to promote employment and reduce inequalities.

A special word of thanks goes to the ILO Beijing Office and the Project Office for the hospitality and for doing the best they can to accommodate our program wishes and to arrange all appointments.

Hariette Mingoen

Youli Ge

5. Executive Summary

The ILO project 'Support to promote and apply Convention No.111' seeks to support the government of China in implementing and monitoring the application of ILO Convention No.111, by (i) creating nation-wide awareness and understanding of the Convention among those involved in labor policy formulation and implementation, and (ii) assisting provincial and municipal level labor chapters with more practical sector specific and target group sensitive technical support.

Convention No. 111 refers to the ILO Convention on Discrimination in respect to Employment and Occupation, adopted by the General Conference of the International Labor Organization at its 42nd Session in 1958. The government of China ratified the Convention in January 2006.

The project that started on May 1, 2008, is about to end on May 31, 2010.

According to the Terms of Reference, the final independent evaluation of the project essentially, is to track project implementation and to identify the project achievements and challenges, and assess the need for continued support to further the application of Convention No.111 in China through technical cooperation with the ILO.

The evaluation methodology comprised a combination of interviews with key informants from the implementing partner organizations; focus group discussions; telephone interviews with provincial officials; review of material resources produced under the project; and review of project documents.

Main findings

The project was widely commended, as it seems to be the first of its kind in China, by which the government with support from the ILO, is taking a series of actions on the application of a Convention shortly after ratification. Presumably no other Convention has received this prompt attention before.

Against the background of a highly stratified society where discrimination is rampant and part of culture, but where people are becoming more

conscious about equality, it is little wonder that the project is widely perceived as a refreshing eye-opener to the many faces of discrimination. Academia and professionals of different backgrounds have been challenged to commit themselves to the project and to deliver valuable material resources on non-discrimination and equality in employment. Others have been triggered to review national legislation and Human Resources policies.

Within the life span of two years, the project:

1. Conducted nine trainings including 3 regional trainings, 1 national level training, 2 trainings of employers, 1 training of trade unions, 1 training of trainers and 1 training for so called 'hotlines' or telephone consultation centers, among these 288 participants from the tripartite partners and other social partners from 21 provinces;
2. Developed the training manual/handbook on Convention No.111;
3. Established a knowledge base comprised of an on-line resource platform and project newsletter;
4. Conducted a research review on non-discrimination and equality in employment;
5. Conducted national seminars related to improvement of national laws on gender equality, i.e. equal retirement age of men and women, revision of regulations on labor protection for women workers and work and family responsibility.
6. Conducted media review on role played by media and strategies to improve the effectiveness of media's role in equality promotion
7. Conducted activities on the prevention of sexual harassment in the workplace including a sample survey, development of company policy and manual for workers and management.

With these accomplishments the project has achieved its target to sensitize as many labor officials and others as possible, including the delivery of valuable knowledge resources. A few interventions targeting local level constituents, such as the training of hotlines and company focused sexual harassment initiatives, have been started, but the envisioned practical technical support to local government labor chapters has not been delivered.

As indicated earlier, key partners and stakeholders in the project are committed and are undertaking activities in their own area of responsibility, but these actions are unfortunately not monitored under the project as no system has been put in place for monitoring and evaluation. This is a major **shortcoming**, as the project's objective is to support China in implementing and monitoring the application of the Convention.

Of equal concern is the consolidation and sustainability of the valuable knowledge resources that have been produced under the project. One

particular example, is the resources website, which is still under debate among key partners as to who should take responsibility for its continuation.

The evaluation recommends an extension, to enable local level interventions and on-site support that will benefit the ultimate beneficiaries: the women, the disabled, the ethnic minorities, the migrant workers at workplace level. An extension shall also serve to complete, consolidate and sustain the knowledge resources developed under the project.

Recommendations to the ILO and other key partners include project level and policy level recommendations.

To the ILO Beijing Office

1. Review and redefine indicators, outcomes, outputs and interventions taking into account lessons learned and the differences in mandates and responsibilities of authorities and institutions at national and provincial, municipal level. Ensure that there is a causal link between indicators, outcomes, outputs and interventions, achievable and measureable, within the time span of the project.
2. Make visible how Convention No. 111 reinforces the Employment Promotion Law (EPL) and how project interventions contribute to support the Chinese government in EPL implementation. This will contribute to greater support and impact of project interventions.
3. Include M&E in budget, capacity and interventions.
4. Review knowledge resources, taking into account the findings of the evaluation on pages 21-23; and include interventions to complete, consolidate and sustain these resources.
5. Ensure proper follow-up to achievements and build on momentum and enthusiasm. For instance, collect follow-up information from the group of trained trainers and ensure proper support to enable them to carry on training or work on Convention No. 111 in other ways; and
6. Effectively use the group of national experts for training and outreach at the provincial and municipal level.
7. Reconsider targets for TOT and ensure proper selection of trainees. Strategize training and make strategic choices for training targets (who to train to gain more impact).
8. Target awareness raising to stakeholders and other key actors 'down-stream' in order to reach the ultimate beneficiaries of the project.
9. Develop tailor made hand-out materials (leaflets, folders, brochures) for use by local level MOHRSS, employers, trade unions, companies and other stakeholders to support their awareness raising activities.
10. Include interventions to deepen the understanding of the difference and the linkages between promoting gender equality at work and protection of women workers. Ensure that this is highlighted in the forthcoming guideline for employers developed under the Gender Equality project.

To MOHRSS

11. With close involvement of national and local chapters of MOHRSS, CEC and ACFTU, make transparent for the ILO what is needed to make a change at the national and local level, for the design of appropriate interventions under the extension of the project.
12. Take policy measures that create an enabling environment to support stakeholders' interventions at the lower levels of administration and at workplace level.

To MOHRSS, ILO and other tripartite constituents

13. Addressing discrimination at its root cause will contribute to efforts against discrimination in employment and occupation. It is recommended that parties beyond the present stakeholders and tripartite structure be reached, such as the State Council, National People's Congress, Ministry of Justice, State Education Commission etc. by the project's advocacy and social campaign. The tripartite partners can function as catalysts and liaison in this drive.
14. Ensure involvement and participation in project activities by technical departments within the tripartite partners, e.g. the employment promotion bureau of MOHRSS, the employment security department of ACFTU, in addition to counterparts in the international cooperation departments. Their involvement would increase the chance for the project to make an impact at the policy making level. As they draft policies and regulations concerning employment and employment promotion, therefore are best positioned to incorporate non-discrimination in their work.
15. Attention needs to be paid to the enforcement mechanism or lack of enforcement mechanism under the Employment Promotion Law and Convention No. 111. Efforts to support China in developing a national mechanism to effectively implement this law should be the center of attention of this or future projects. Capacity building, training and policy discussion should be designed around this critical issue.
16. Make transparent and develop practical hand-outs for the ultimate beneficiaries of the project, giving guidance on what to do in case of violation of their rights under the provisions of the Employment Promotion Law.

To ILO and CEC

17. To stimulate employers to comply with Convention No. 111 and with EPL, consider an alternative approach to eliminate discriminatory practices. Rather than emphasizing discrimination, which has a negative connotation and could make employers decide not to join training, a better approach could be to emphasize corporate social responsibility and what it takes to

be social responsible enterprises. This is in line with the government's agenda to bring about a balanced development between economy and society (11th Five Year Development Plan and ILO DWCP China).

To the donor, the government of Norway

18. Consider funding an extension of the project, for reasons that the project has not accomplished all ambitions, but has gained momentum and has laid a good foundation to build on. An extension will contribute to achieving the broader agenda in the bilateral relations between Norway and the Government of China that emphasizes human rights, including worker's rights.

Lessons Learned and Good Practices

Lessons learned include:

1. The validity of project design in terms of indicators and the causal link between outcomes, outputs and activities, achievable and measurable, within the lifetime of the project, is of crucial importance.
2. The ownership and future of the website/resources platform should ideally have been agreed upon among the key partners before its creation.
3. Strategic selection of participants for training is essential to get the right persons to attain the objectives of the project.
4. Training alone without policy support is not effective in promoting change at provincial and municipal level.

Good practices include:

1. The multi-sector collaboration model beyond the traditional tripartite structure is exemplary given the multi-faceted nature of discrimination in China.
2. The involvement of national experts, including from Federations and State Commissions representing women, disabled, ethnic minorities, to work in teams has generated great interest for the issue of discrimination in employment. This can be put to serve an extended version of this and other related projects of the ILO and for anybody in China seeking advice on this issue.
3. The resources website is an innovative way to reach out to a wider audience. If maintained properly, it could have a long lasting impact to function as a media that turns the project materials into public knowledge.
4. The appealing training and training manual that triggered immediate action by key partners and other stakeholders, resulting among others in demands for training and other aids (guidelines, leaflets, folders etc.).

6. Report

6.1. Description of project

The project came into being at the request of the Chinese government, through the then MOLSS (now MOHRSS), to work with the ILO in developing strategies to effectively implement Convention No. 111, that China ratified in January 2006. It is a response to an explicit request and can therefore be characterized as a demand driven project that seeks to assist the government of China in putting the newly ratified Convention No.111 into practice. Project formulation took place in close collaboration between MOHRSS and the ILO Beijing Office, with involvement of ILO SRO-Bangkok and LO HQ.

Through interventions at the national policy level where the focus is on awareness raising and advocacy, and at provincial and municipal level on sector specific and target group specific actions, the project aims to achieve the following outcomes:

- (1) Strengthened capacity to promote equal employment opportunity and treatment throughout the country within the MOHRSS and other organizations with a mandate for labor market policy formulation and implementation; and
- (2) Working women and men, particularly those facing multiple forms of discrimination such as migrants and ethnic minorities, are able to enjoy equal employment opportunity and treatment, without discrimination based on gender, ethnicity, age, health, social status, or any unrelated variables.

Outputs under outcome 1 are:

- 1.1. A significantly higher number of labor officials will have an increased awareness and understanding of the definitions, concepts and requirements contained in the newly ratified ILO Convention No. 111 and related Conventions
- 1.2. A significantly higher number of policy-makers, labor officials, advisors, employers and persons involved in the settlement of labor disputes, will have a more in-depth understanding of the concepts of discrimination and equal employment opportunity in terms of access of employment, conditions of work, wages and work security; and A sustainable mechanism is developed and implemented which will facilitate information exchange and training on Convention No. 111 and related Conventions.

Outputs under outcome 2 are:

- 2.1. Improved laws, employment policies, labor contracts and enterprise level agreements to promote the application of fundamental rights and principles with an emphasis on non-discrimination, fairness and equality, and
- 2.2. More equal and fair employment conditions for women, migrant workers and ethnic minorities.

The **first** dimension of interventions is to provide training on the concepts and issues around employment discrimination to labor officials at the national and sub-national levels. The idea is to strengthen the capacity of the MOHRSS and other organizations to: 1. Promote equal employment opportunity and treatment throughout the country; and 2. Encourage, and where applicable, amend and monitor the implementation of the respective rules and regulations.

The **second** and complementary dimension is to strengthen the technical capacity of provincial and local labor departments in the practical application. This would allow more ground level implementation, monitoring and evaluation of the legislation around Convention No.111.

Implementation started on May 1, 2008 with funding from the Government of Norway.

6.2. Background on evaluation

6.2.1. Purpose and primary use of the evaluation

The evaluation complies with ILO's policy on evaluations, which prescribes that an independent evaluation should be conducted at least once during the project lifetime for all projects with a budget over USD 500,000.

As the project is to end on 31 May 2010, the evaluation is a final independent evaluation.

6.2.2. Terms and conditions of the evaluation

Terms and conditions are outlined in the Terms of Reference (ToR) for the evaluation. The **purpose** is to assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Decent Work Country Program in China with a focus on (i). The evaluation is to review relevant content and process documents and to conduct interviews with key stakeholders at national level and selected provinces.

The evaluation **scope** is to track project implementation and to identify the project achievements and challenges taking into account the indicators of achievement. The evaluation is to assess the project interventions, all geographical coverage and the participating partner organizations and consider external factors that have impacted on the delivery of the outputs.

The evaluation will take note of the Decent Work Country Program in China and review how the project contributed to wider outcomes, including linkages with other projects.

The evaluation will assess the need for continued support to further the application of Convention No.111 in China through technical cooperation with the ILO, taking into

account the recommendations of the Project Steering Committee at its last meeting in January 2010.

The **duration** of the evaluation is from 9 May-23 May, which includes a visit to China from 9-15 May.

The **clients** for this evaluation are the Ministry of Human Resources and Social Security (MOHRSS), the ILO Office in Beijing, the social partners and other project partner organizations, as well as ILO RO-Bangkok, ILO SRO-Bangkok, ILO HQ and the donor.

The ToR suggested key issues to be addressed by the evaluation, related to:

- Relevance and strategic fit
- Validity of project design
- Project progress and effectiveness
- Efficiency of resource use
- Effectiveness of management arrangement
- Impact and sustainability

6.2.3. Evaluation management

The evaluation is managed by Ms. Pamornrat Pringsulaka, evaluation manager in the ILO Regional Office, Bangkok.

6.2.4. Evaluation team

The final independent evaluation is conducted by a team of two evaluators, composed of Ms. Hariette Mingoen, international evaluator and team leader and Ms. Youli Ge, national evaluator.

6.3. Methodology

The Evaluation Team (ET) followed the principles defined in the ILO Guidelines for planning and managing project evaluations (2006) and the ILO Guidelines on considering gender in monitoring and evaluation of projects (2007). The ET also adhered to the UN evaluation norms and standards.

The methodologies selected for this evaluation comprised a combination of interviews with key informants from the implementing partner organizations; focus group discussions; telephone interviews with provincial officials; review of material resources and papers produced under the project; and review of project documents. The ET reviewed the log frame and the ToR and from this drew up guiding questions (in appendices) to direct the (telephone) interviews and the focus groups.

The ET requested the Project Manager to arrange 3 focus group meetings, with respectively (i) participants of the national level training in Beijing; (ii) group of experts and (iii) persons who were trained as trainers.

6.3.1. Limitations

The evaluation encountered a few limitations mostly related to the participation of the important project stakeholders in the evaluation. The ET did not meet a trade union representative at the central level, since those directly involved in the project appeared to have been occupied by preparations of two ILO events. An attempt by the Project Manager to arrange a telephone conversation failed.

There was no participation on the side of trade union and government in the focus group with the participants who were trained as trainers as well as the focus group with the expert group. This limited the opportunity to obtain the views of technical staff working in government (MOHRSS) and trade union (ACFTU) at central level.

A planned focus group discussion with participants who attended the national level training, did not take place as invitees cancelled their appointment at the last minute. This has affected the ET's intention to hear the views of a wider range of persons and groups directly reached by the project activities.

6.3.2. Representation of stakeholders

The ET had a joint meeting with Mr. Zhang Lu, Director Division of International Organizations, Department of International Cooperation, Ministry of Human Resources and Social Security (MOHRSS) and with Ms. Liu Hansong, Deputy Director International Department, China Enterprise Confederation (CEC).

The ET also met Mr. Erling Hoem, Second Secretary, Political Affairs, Royal Norwegian Embassy.

Provincial level TOT participants were interviewed by phone. The national evaluator conducted the interviews between 9.00 a.m. - 14.00 p.m. Six persons were reached, with whom a lengthy and lively conversation took place. The respondents provided their full cooperation and responded adequately to all the issues raised. The following profiles were represented among those reached by phone: four officials in different provinces working in the provincial departments of the Ministry of Human Resources and Social Security, one trade union representative and one employers' representative, who happens to be the human resources director of a company.

The group of experts, with whom the ET conducted a focus group discussion, included professors, researchers of universities and research institutes with a law background, as well as a manager and professional of the China Federation for Disabled Persons and State Ethnic Affairs Commission.

In the focus group with persons who were trained at the national level and in the TOT, the ET had the pleasure to meet two staff members of the China Enterprise Confederation (CEC) and one staff member of the All China Women's Federation (ACWF).

The focus group discussions took place in an open, friendly and professional atmosphere. The ET gave each participant the opportunity to express views. Each focus

group lasted not less than two hours. Each participant is highly professional with many years of experience in her/his own field of work. The ET has observed no limitations on the part of the participants to express their views, not even in the language. The participants could speak in Chinese as the national evaluator was available for interpretation, but many chose to speak in English. Only a few requested translation assistance.

The list of persons interviewed, is provided in the appendices.

6.4. Main findings

This chapter addresses the key issues in the Terms of Reference for the evaluation.

6.4.1. Relevance and strategic fit

The national economic and social development framework and the principles, set out in China's 11th Five Year Development Plan 2006-2010, recognizes the need for a balanced development between economy and society and that more importance is to be attached to promoting social equity, democracy and the rule of law.

The Chinese government has taken significant measures to live up to these ambitions. The ratification of ILO Convention No. 111 in 2006 is one such major step, followed by the passing of a new employment law, called the Employment Promotion Law (EPL) on August 30, 2007. The main objectives of the new legislation include advancing employment, establishing fair employment conditions, and banning employment discrimination. The law which took effect on January 1, 2008, is a significant step to comply with Convention No. 111 and other related Conventions ratified by the Chinese government.

The EPL emphasizes equal rights to employment and contain particular articles prohibiting discrimination based on ethnicity, race, gender, physical disabilities or religious beliefs. The law also bans employers from discriminating against migrant workers moving to urban areas seeking employment opportunities.

Another groundbreaking law is the Labor Contract Law, adopted by the National People's Congress on June 29, 2007 and entered into force on January 1, 2008. This law is enacted and formulated to improve the labor contract system, specify the rights and obligations of both parties to the labor contract, protect the legitimate rights and interests of the workers and construct and develop harmonious and steady employment relationship.

To ensure effective implementation and enforcement, the implications of both the Convention No. 111 and the EPL will have to be understood nationwide by senior executives and HR managers. The ILO project under review "Support to promote and apply ILO Convention No. 111", is well placed to contribute to creating the needed awareness and understanding.

The project is also in line with the ILO Decent Work Country Program (DWCP) 2006-2010 for China. Of particular relevance are the priority areas (1) promoting employment, employability and reducing inequalities with focus on unemployed and internal rural migrants and (4) promoting workers rights and fundamental labor principles and rights. Promoting the application of Convention No. 111 is specifically mentioned in the DWCP as one of the areas for cooperation.

Assessment

The project contributes to tackling the broader and longer term societal and economic challenges faced by China. The ET observed that the project is widely welcomed, for its relevance in the context of Chinese society that is characterized by most respondents as a highly stratified society where unequal behavior and attitudes are deeply rooted and accepted as part of culture. While development has benefitted many people economically, it has not changed their social status.

6.4.2. Validity of design

The project is so designed to introduce interventions at two levels. The **first** dimension is to provide training on the concepts and issues around employment discrimination to labor officials at the national and sub-national levels. The idea is to strengthen the capacity of the MOHRSS and other organizations with a mandate for labor market policy formulation and implementation so that they can better:

- Promote equal employment opportunity and treatment throughout the country; and
- Encourage, and where applicable, amend and monitor the implementation of the respective rules and regulations.

The **second** and complementary dimension is to strengthen the technical capacity of provincial and local labor departments in the practical application. This would allow more ground level implementation, monitoring and evaluation of the legislation around Convention No.111.

The envisioned strategy for the two distinct levels is valid, as in China responsibility for enactment of national laws and legislation is with the central government. Provincial governments are responsible for implementation of the laws and have the mandate to draft complementary local laws and regulations, governing implementation in their province.

Deficiencies in the project design have been found, mostly related to indicators. The ET has taken note of the fact that indicators of achievement were found unrealistic and overambitious. This was raised by the Project Office in its first Progress report 2008. Indicators questioned and commented on in the Progress Report 2008, were:

- Reduction in reported cases of workplace discrimination in participating enterprises by 50% over the project period.

Comment of the Project Office: *Indicator on reduction of reported cases might be difficult to measure as baseline data might not be available. Number of newly reported cases may be more measurable.*

- At least one on-site counseling intervention for each labor official who participated in the earlier training seminars.

Comment of the Project Office: *indicator on on-site counseling might be over ambitious. Suggest to focus on project target areas. May also be done through workshops with the participation of target group.*

The ET shares the concerns raised by the Project Office and adds to the above indicators, two more indicators that have been found not realistic given the two years duration of the project:

- Indicator: Implementation of Convention 111 reflected in local laws and regulations of target provinces and in at least 10 enterprise policies.
Comments ET: Passing laws and regulations takes a relatively long time. It is not realistic to expect this to be accomplished in two years. A more realistic indicator would have been: evidence of the drafting of new law and regulations by targeted provinces and enterprises that are in compliance with Convention 111.
- Indicator: 90% of workers in participating enterprises feel that their grievances related to equal employment opportunities have been systematically addressed.
Comments ET: Considering that the primary focus is on raising awareness and understanding among MOHRSS officials and others at the national and provincial levels, it is not realistic to expect that after two years the impact is already felt at the workplace level.

A discrepancy is also found in the causal link between output 2.1 and the proposed activities. Output 2.1. is defined as 'improved laws, employment policies, labor contracts and enterprise level agreements to promote the application of fundamental rights and principles with an emphasis on non-discrimination fairness and equality'. The proposed activities 2.1.1; 2.1.2; 2.1.3., are targeted at local employers, local law makers and policy planners to adopt better enterprise policy, how best to refine existing regulations and labor laws and to fine-tune legislation and regulations in response to Convention No.111.

Targeting the local chapters to achieve this output is partly valid. The national government should also be targeted, as the responsibility for passing and changing laws as well as administrative regulations to enforce implementation of the laws is with the national government. Provincial chapters have the responsibility for

implementation of the laws and as such are mandated to issue regulations that govern implementation in their respective provinces.

Assessment

The strength of the project is that it is demand driven and that it has been conceptualized in close cooperation with the government. There are, however deficiencies in the project design mostly related to the indicators of achievement. A discrepancy is also found in output and activities under 2.1., related to the target of the interventions.

6.4.3. Project Progress and effectiveness

6.4.3.1. Outputs and activities

Having reviewed the outputs and activities of the project, the ET found that the project has addressed the immediate needs to raise awareness, increase knowledge and advocacy, but that the more practical interventions at the provincial and municipal level are yet to be carried out. This leads to the conclusion that the project has complied with the first dimension of interventions, but that the second dimension of more practical interventions, with 'sector specific and target group sensitive institutional capacity building and technical support through service facilitators to service providers' (ref. project document) are still to be delivered (activities 1.2.3; 1.2.5; 2.1.1; 2.1.2; 2.2.1 in log frame). A number of interventions have been initiated, such as the hotline training and the sexual harassment survey, but these are still in an initial phase and need to be 'grounded' at the workplace level.

An overview of outputs and accomplished work is provided in the appendices.

6.4.3.2. Monitoring and Evaluation

The ET found that no systems and procedures have been put in place to carry out the intended monitoring and evaluation as stipulated in the project document (p. 5 and p.15). M&E is limited to annual progress reports, activity reports and pre-and post evaluation of training. No attempt has been made to monitor outcome and impact of the project interventions at the level of stakeholders as well as the impact of the various project activities on the situation of migrant and women workers, and workers from ethnic minority backgrounds as envisioned in activity 2.2.4. in the log frame.

This is a major shortcoming in view of the objective of the project, which is designed 'to assist the PRC in putting the newly ratified Convention No.111 into practice, and reporting on its implementation'. The objective embodies the need to monitor progress and impact of interventions at various layers of administration and at enterprise/workplace level, to enable the Chinese government to report on implementation of the Convention.

The ET found no provision in the budget for M&E and found no account related to M&E in the expenditures. Expenditures on M&E are said to have been covered by the budget lines under International and National Consultants and Seminars.

6.4.3.3. Major achievements of the project

Following are highlights of the achievements related to the training and the knowledge resources/materials produced.

Training workshops

Nine training workshops have been conducted:

- 3 regional trainings, covering 21 provinces.
- 1 national level training
- 2 trainings for employers, CEC 44 participants; 53 participants from 46 companies.
- 1 ACFTU training
- 1 training of trainers
- 1 training of hotlines/telephone consultation centers

A total of 308 persons have been trained, 175 male and 133 female, as shown in Table 1.

There is a great interest and demand for training. Training targets have been surpassed. A large number persons (308) from government, trade union, employers federation, employers and other partners, the majority (288) from 21 provinces, have been sensitized and provided with tools, a substantial number for the second time during the training of trainers (TOT). It is planned to conduct two more TOT on Convention No.111 under the new Gender Equality project, also funded by Norway.

Training	Women	Men	Total
1. Government	24	56	80
2. CEC	28	16	44
3. ACFTU	34	41	75
4. Social partners (ACWF, SEAC, SDPF, SARA)	21	15	36
5. Companies	13	40	53
6. Hotline (labor dept. ACWF, ACFTU in Guangdong)	13	7	20
Total	133	175	308

Table 1: Gender disaggregated data on number of persons trained in each stakeholders group

All respondents, representing various levels and professional backgrounds, expressed appreciation for the training. Many indicated that the training has contributed to deepen their understanding of discrimination, and the broader implications of the Convention.

The training has also triggered a few to take action. As this is evidence of outcome and impact, three examples are cited below:

Example 1

- Noted from a CEC staff member responsible for HR, who was exposed two times to Convention No. 111, the first time during the national level training and the second time during the TOT. He stated to comprehend the implications for HR-policies fully after the training. He immediately took action to review the HR policy of CEC. This resulted in the decision not to include sex and age preference in a latest vacancy advertisement. He believes he can mobilize and influence the HR policy of local CEC chapters through awareness raising on non-discrimination in employment and will use every opportunity to convey the information to local CEC chapters and member enterprises.

Example 2

- Noted from a HR director of a company in Chongqing Province. After the training, he reviewed the HR policy of the company to see whether it is in line with non-discrimination principles. The company decided to reinforce the protective measures for pregnant workers related to work in evening shifts. Health check for Hepatitis B was stopped. The employee registration form was revised to eliminate queries not related to employment.

Example 3

- This example came up during a meeting with one expert, a Professor of the Development Research Center for the State Council of PRC. He mentioned that as a result of exposure to the project some law professors and legislators in the expert group participated in the drafting of the latest draft law on non-discriminatory practice in employment. The draft was submitted to the National People's Congress for review. Although it was not approved, the decision to be involved in the drafting of this particular law, is in itself significant.

There are however, less positive observations mostly related to the limited prospects of the participants trained as trainers to use their training skills to sensitize others.

All respondents who were trained as trainers expressed appreciation for the training. They were impressed by the content, the expert explanation of the many faces of discrimination and the scope of the Convention. They found the training material useful, particularly the cases and interactive exercises in the manual. Most

respondents found the topic relevant to Chinese society and were of the view that equality and discrimination should be addressed for social justice and sustainable development. All respondents expressed willingness to incorporate the learning into their work, as much as they can in a variety of ways, such as in policy formulation, policy review, in speech writing, drafting of circulars, etc. but they saw no or limited possibilities to disseminate knowledge through training.

The respondents also expressed concerns regarding impact and the targeted audience for the training. These concerns are summarized as follows:

- a. Discrimination is a national issue, caused by deeply rooted principles. Therefore the State at the national level should act on it. Training is not an effective means to deal with such a huge task without full involvement of the national government. The central government and not just MOHRSS should take an active role in coordinating efforts of all relevant departments that has a stake in this Convention, such as the responsible agencies for ethnic minorities, the disabled, women, as well as the education system, the legislation and law enforcement machinery.
- b. Related to the previous, higher level officials should be trained first. Decision makers should be sensitized and mobilized first, in order to gain impact.
- c. Technical departments, in particular the Employment Promotion Department of MOHRSS should participate in the project. Respondents were critical about the fact that they were not aware of any role of this Department before, during and after this project, which is found crucial on the issue of eliminating discrimination in employment.
- d. MOHRSS should issue an administrative regulation on equality and non-discrimination to all labor departments so that participants will be supported by an enabling policy environment at the provincial level to put principles into practice. Training alone without policy support is not effective in promoting change at provincial level. This was underscored by CEC representatives who are of the opinion that stronger messages from the government are needed to support CEC's work. If the government is determined, employers will respond.
- e. Staff from technical units should be trained rather than the staff of the International Departments. In the future employers, labor agencies, HR service providers should also be trained.
- f. Those who have teaching and training responsibility in the trade union, MOHRSS, Women's Federation, Disabled Federation etc., particularly the cadre training schools of these agencies, should be targeted as future trainers as they have the mandate and resources to train and educate people.
- g. The training should be localized. Ideally in the future, it should be fully delivered by Chinese trainers. A number of respondents expressed the view that the TOT by international experts through translation was not effective. Loss of essential information caused by deficiencies and gaps through simultaneous interpretation is felt to be the main bottleneck. Respondents expressed similar views regarding the cases. There should be more Chinese cases, which will trigger the Chinese audience more effectively.

Observations by the National Project Manager indicate that these feelings could also be attributed to the fact that participants, were not fully comfortable with the participatory approach of the training and that the participatory activities, role plays etc. should be better selected by the trainers to suit the educational background and professional experience of participants as some activities were considered too naïve or shallow by the participants.

Assessment

The ET observed that the majority of persons, trained to become trainers, may not be in the position to conduct training, as training is not in their mandate or is not their daily work. Of the 6 provincial officials reached by phone and the 3 national participants in the TOT focus group, who were all trained as trainers, only one person will conduct training as he has the responsibility as HR official to reach out to local chapters of his organization. In addition the majority does not feel confident or resourced enough to deliver the training. The training served mostly as a venue for personal awareness on equality and non-discrimination. Some have indicated that their area of work enable them to integrate or to disseminate the knowledge further. To what extent this is happening and with what outcome and impact remains to be seen and could be part of future monitoring. This is a lesson for future training. It is strongly recommended to establish clear criteria to guide the careful selection of participants.

Training manual and handbook

The training package, containing a manual and handbook, has been prepared by a number of experts from the group of 25 international and Chinese experts that provide technical input to the project. The manual was tested during the trainings organized under the project and during the first TOT in December 2009. The manual and handbook are under revision and is expected to be completed and published in May 2010.

The manual consists of a training guide and 5 modules:

Module 1. Overview: Discrimination and Equality at Work

Module 2. Promoting Gender Equality at Work

Module 3. Promoting Ethnic and Religious Equality at Work

Module 4. Promoting Equality at Work for Rural Migrant Workers in China

Module 5. Discrimination, Health and Disability

The training guide provides insights on how to conduct participatory training. The 5 modules contain information on non-discrimination and equality concepts, cases and case analysis as well as practical tools to tackle discrimination and promote equality.

The training manual is a product of a combined effort of international and national experts. The ILO international and national project staff took charge of developing and

revising the main text, including the inputs of national experts, trainers and trainees. This combined effort was vital for the development of the training materials that explain international standards and at the same time initiated the contextualization of these universal standards in China. The use of national experts is highly regarded as exemplary and a great achievement of the project. This pool of experts can further serve as a resource for future project activities and for those seeking advice on discrimination issues.

The preparation exercise has brought together various society groups, policymakers, professionals, academia of different backgrounds who have contributed to the writing, commenting and testing of the modules and the cases related to their area of work or target group (women, ethnic minorities, disabled). The process is highly appreciated as it induced and stimulated close cooperation and intellectual exchange. The manual is perceived as a national product that needs further strengthening and nationalization with local cases.

It has been applauded by many, including experienced professionals who have given training for many years. The most cited strengths are:

- introduces a training methodology, new to China.
- rich, contains a wealth of information
- pays adequate attention to all disadvantaged groups: women, ethnic minorities, disabled and migrant workers
- aid to open minds and to raise awareness, also at the level of the priority groups covered by the Convention. It opens eyes on labor laws affecting them.
- excellent and relevant cases; reflect the issues in China
- can be used and adapted for own training

Examples of outcome and impact of the manual

This information is obtained from the focus group with experts

- The law professor of the China Institute of Industrial Relations incorporated Convention No. 111 in the Institute's 36 hours course on International Labor Standards. Students are stimulated to undertake a comparative research of Chinese Law versus International Law and to study the social implications rather than (only) the legal implications.
- The director and the associate professor of the Chinese University of Political Science and Law have used parts of the manual in their own training. They are among others, responsible for training of legislators at provincial level.

Many useful suggestions have been given by the respondents for the further development of the manual.

- To include more information about the implementation process in other countries: what should be done and what did it take other countries to reach an adequate stage of implementation of the Convention?

- Update cases regularly and add information on the penalties in violation cases in China.
- Highlight key issues and key points in the enormous bulk of information.
- The manual is appropriate for policy makers, but material is also needed for the workers/employees, especially on what to do in case of violation of their rights.

Assessment

Training manual and handbook are commended highly for process and outcome.

Resource platform

A website www.equalityatworkinchina.org has been launched, that informs the public about the project, project news and events. It brings also news on latest developments around the world related to non-discrimination and the promotion of equal employment opportunities.

The resource platform is part of the website. It's objective is to serve as a knowledge base on discrimination and equality promotion and a virtual platform for anybody who wishes to connect and interact with one another on discrimination and equality promotion issues.

The resource platform is made up of:

1. An E-library, which is publicly accessible. It provides information on international and national laws, policies and good practices on equality at work.
2. An Internal Folder, that is restricted to registered users. It gives the possibility to upload information and to engage in discussion with others on topics of common interest. It is intended to become an interactive place where people share knowledge and spur new thinking, in the common cause of achieving equal employment for all.
3. A digital copy of the EAWIC newsletter, which is the project's newsletter that provides updates on project progress and share information on latest developments on non-discrimination and equality in employment. This newsletter is also available in print.
4. Project publications.

In addition to the restricted opportunity offered in the Internal Folder to engage in a discussion, there is also a possibility for an exchange in an open Forum.

The majority of the respondents were surprisingly not informed about the existence of the portal and those who knew, have not or have just once or twice visited the website.

Those who knew the portal commended it as a good initiative. It was said that there is nothing like it in China. The portal should definitely be continued, but it needs improvement:

- The content should include more information and more cases on China.
- Visual presentation and language could be more appealing.
- Actuality should be ensured by timely updates.
- Accessibility problems should be solved.

The ET used the search engine with both Chinese and English keywords and could not find the webpage in the first four pages.

It is also noted that the open Forum has not received any comments since the launching and a visitors tracking system is lacking to monitor the effectiveness of the website.

An issue to be resolved is the future of the website. It was found that the MOHRSS had expressed that it will not take over the website and that the Project Office will continue to maintain it to September 2010 (Minutes 3rd PSC meeting, 29 January 2010).

It should be noted that in the focus group experts have commented on the website, stating that they would not consent with the idea to place the portal under the responsibility of MOHRSS. They share the view that it should operate as an independent and unrestricted portal. The issue is under review of implementing partners, who will also have to bow over the question of resources and capacity that are needed to maintain and update the portal.

Assessment

The website/resource platform has an added value. There is nothing like it in China. More efforts are needed to make it widely-known, to improve accessibility and to assess its use. Issues related to sustainability will have to be resolved as soon as possible.

Research review

The research review was commissioned to the Labor Studies Institute of the MOHRSS. It is a desk review that is expected to provide an overview of Chinese and International publications on the current situation of employment discrimination on various grounds in China; good practices in promoting equality in employment through legislation and law enforcement, social dialogue and effective labor market governance.

The review is in its finalization stage and will be translated in English.

Assessment

The ET reviewed the report and found it a very comprehensive and in-depth research review on employment discrimination. The only question is how the information will be put to serve the objective of this project or even beyond, so that it does not remain a piece of intellectual work.

Questionnaire Survey and Guide on prevention of sexual harassment in the workplace (revised, May 2010)

Work on prevention of sexual harassment is carried out in collaboration with the Center for Women's Law Studies and Legal Service of the Peking University. The aim is to establish a workplace sexual harassment prevention system in two pilot companies in Beijing and Guangdong and to develop a company policy and mechanism on sexual harassment. A survey was carried out and the report is available. The guide is still under review, training has been conducted in two pilot companies and company policy is being drafted.

The ET reviewed the guide and the survey report and came to the following observations:

Content

1. Definition, forms and myths about sexual harassment in the workplace;
2. Strategy and ways to deal with sexual harassment in the workplace;
3. Enterprise setting up mechanism to prevent sexual harassment;
4. Flowchart of dealing with sexual harassment in the workplace;
5. Self-testing on sexual harassment
6. Answer sheet to self-testing
7. Laws and regulations on sexual harassment in China

Strength

- The guide gives many examples of sexual harassment from real life scenarios at workplace level in China.
- The self-testing part is pretty innovative.
- The list of Chinese legal and regulatory provisions on sexual harassment is very useful.

Weakness

- The guide did not include a part on negative impact of sexual harassment to business and staff morale which is crucial to get "buy in" from the employers/managers – who are the target of the guide.
- It would be more effective if the guide would use business language and terms to argue why sexual harassment is bad for business.
- The section on how to receive and handle sexual harassment grievance cases in a company was found to be too brief. It deserves more attention and elaboration in more detail.

- It does not mention developing company policy and procedures on zero tolerance of sexual harassment.
- The way sexual harassment is described in the Foreword of the Guide is not appropriate. **A review by the group of experts or the ILO Gender expert is recommended.**

Report on Survey on Sexual Harassment in the workplace, May 2010

This is a well-done research report, the first of its kind in China. However the research findings and conclusions have not been adopted and integrated in the Guide on Prevention of Sexual Harassment in the workplace. **It is recommended that this integration is ensured.**

Assessment of all knowledge resources

Important knowledge resources have been produced, which if properly managed, could have a long lasting impact. There is a need to secure the sustainability of these valuable resources. The ET is aware that the future of the resources website is still subject of discussion with the implementing partners. The ET also received information on the possible use of the training manual/handbook and research review by stakeholders and other related ILO projects. To substantiate these intentions, it is recommended to make visible how these resources are used now and beyond the project, how they are put to use in other ILO projects, how they will be distributed, disseminated, maintained, updated and monitored and who will take responsibility.

Media review

A review has been commissioned to Media Watch Network, to undertake an analysis of coverage on employment discrimination by selected media and to identify key factors affecting reporting and suggest measures to improve media's role in equality promotion.

Media Watch Network is affiliated to Capital Women Journalists Association. The Network has done a lot of work on monitoring gender discriminatory reporting in the mass media in China. Due to their profound understanding of gender discrimination, it is believed the Network is also capable of monitoring general discrimination issues in the media.

The status is ongoing. At the time of the evaluation the report was not yet available.

Improvement of national legislation

Under output 2.1., three activities were carried out which lay important foundations for the improvement of national legislation:

1. National expert meeting on the revision of regulations on labor protection of women workers, 18 December 2008.

2. National expert meeting on equal retirement age of women and men, 12 February 2009.
3. National seminar on work and family responsibility, Convention No 156, 23 April 2009.

These have been organized as part of the ILO Gender Campaign, in collaboration with the Women's Institute of ACWF and tripartite partners.

As a result of the expert meeting on equal retirement, ACWF submitted a proposal to the National People's Congress in March 2009. The outcome of this action is not yet known, but what is significant is that another step has been taken towards influencing legislative change and that the issue has again been advocated among legislators and policymakers and debated in public through interviews by experts with the media.

6.4.3.4. Gender

As Convention No.111 covers discrimination on the grounds of sex; and as women workers have been identified in the project document as a category needing priority attention, along with ethnic minorities and migrant workers, the project automatically devotes attention to the situation of women workers. Expertise has been provided by the Specialists on International Labor standards and on Senior Specialist on Gender and Women Workers Issues, ILO SRO-Bangkok, the Associate Expert on Fundamental Principles and Rights at work, ILO Beijing Office and the All China Women's Federation, to bring in the knowledge to analyze discrimination in employment from a gender perspective. They contributed to the training and the development of the training manual. ACWF has also been instrumental in co-organizing meetings to initiate legislative changes (see above). These insights have been welcomed and have inspired a few HR-officials to abandon sex preference in vacancy announcements, however not wholeheartedly. There is hesitation, as employers are not fully convinced and are searching for solutions. As the HR-official of CEC stated: 'I did not intend to hire women, but now end up with hiring three, and I know already that at one point they will get married, become pregnant and that they will take three months maternity leave, the company will have to pay for'.

Understanding the difference and the linkages between protection of women workers and promotion of gender equality in employment, could be enhanced during the training of employers and by organizing workshops for employers with collaboration of CEC, ACWF or other institute/NGO specialized in gender and employment issues. It is suggested to collect good practices of Chinese employers/companies with the emphasis on creative policies and solutions, to present as cases to learn from. The guideline for employers that will be developed under the Gender Equality Project provides another opportunity to devote attention to gender equality issues at the workplace.

Sex-discrimination in HR policy and practice is a problem in China. Women are significantly underrepresented in leadership positions in both public and private

sectors due to sex-discrimination in employment. The elimination of sex-discrimination in employment policy should continue to be a priority in future project activities, without ignoring other grounds of discrimination in accordance with the core of Convention No.111.

At the project management level sex disaggregated data of participants of training is collected, as is presented in table 1 (page 17).

6.5. Efficiency of resource use

There is no under/overspending of the budget. The budget has been efficiently used to finance training, the services of (national) experts and the production of knowledge resources. As earlier indicated, more training has been conducted than planned. Translations constitute a large expenditure post to meet the bi-lingual needs of the project.

6.6. Effectiveness of management arrangements

Key partners are the ILO, the Embassy of Norway, the Norwegian Human Rights Center, MOHRSS, ACFTU and CEC.

The Project Office, a joint responsibility of the ILO Beijing Office and MOHRSS, is responsible for project implementation, with a National Project Manager who is responsible for the day to day operations of the project.

A Project Steering Committee composed of representatives of the key partners is the decision making body of the project. The Project Office reports to the PSC.

A Project Expert Group supports project implementation. Experts come from research and education institutes and Federations, State Commissions representing women, ethnic minorities, disabled.

These institutional arrangements appear to be very effective. The relations and cooperation between the ILO Beijing Office and MOHRSS in this particular project are characterized as excellent. The participation of stakeholders in the PSC is perceived by all involved as active and stimulating. The project is strongly supported by all stakeholders. Stakeholders, including the tripartite partners, have contributed to the success of the project by mobilizing their own network and resources for the activities under the project and have expressed commitment to continue raising awareness at their level. The full support of the ILO Beijing Office is expressed, among others, in the funding of a project assistant who is working part-time for the project. Though the trade unions were not heard by the ET, other tripartite partners as well as the National Project Manager appraise the ACFTU contribution as active and significant.

The ET noted that the Employers Federation, CEC, is particularly active. Two trainings, one for CEC staff and one for companies, were organized with CEC cooperation in May and August 2009. CEC welcomes the training manual and has expressed commitment

to use the manual for training of member factories. CEC has integrated Convention No. 111 into training concerning the Employment Promotion Law and the Labor Contract Law. CEC has requested the ILO Office to develop a guide book for employers. CEC is in the position to ensure wide dissemination and adoption as the Confederation covers more than 6000 companies and a number of large sector networks. This request is followed-up by the ILO Beijing Office. The Guide for Employers will be developed under the new Gender Equality Project funded by Norway.

ILO SRO-Bangkok Specialists on International Labor Standards and on Senior Specialist on Gender and Women Workers Issues, contributed significantly in providing technical inputs to the design and delivery of training as well as in training material development in English. On-site support and similar significant contributions were provided by the National Project Manager and the ILO Beijing Office, most notably by the then ILO Director, the Associate Expert on Fundamental Principles and Rights at work and the Youth Ambassador on HIV/AIDS. The National Project Manager was also instrumental in carrying out the quality control of the Chinese texts. A number of other ILO RO-Bangkok and HQ experts were also involved in training and in providing technical input and comments for the refining of the training manual. Financial support was received from the HQ Program DECLARATION for the translation of material to enrich the resources website. The Gender allocation under the ILO RO-Bangkok contributed also financially to the outputs on sexual harassment and the three gender experts meeting mentioned earlier.

The National Project Manager appears to be capable, but may benefit from technical support in designing a monitoring and evaluation system for the project.

Synergy and linkages with other ILO projects is satisfactory. The link with the new Gender Equality project has been mentioned earlier. There are plans to work together with the project to promote the role of labor inspectors in promoting EEO and with the MDG-Culture and Development Partnership program to organize non-discrimination training for ethnic minorities.

6.7. Impact and sustainability

An indication has been given in the previous chapters of the direct outcome and impact of the training interventions and the project's strategy to involve national experts in project implementation. This information was captured by the ET during the extensive focus group discussions and telephone interviews, by asking what the respondents have done with the acquired knowledge, with what result and how they perceive their further role in contributing to the application of the Convention. The information was not obtained from the Project Office as no systematic monitoring of outcome and impact has been initiated by the project. Therefore, findings related to impact and perceived long-term sustainability is limited to information directly received from the respondents and not substantiated with evidence from M&E.

Factors that may contribute to longer term impact and sustainability are:

- The ILO can build on the momentum that the project has generated in general and among the tripartite partners and other important stakeholders in particular.
- Partners have understood their responsibility and are acting on it. This is noted on the side of the employers' confederation CEC. To what extent employers' actions can be ascribed fully to project Convention No. 111, cannot be substantiated as the employers are also acting on the Employment Promotion Law as well as the Contract Labor Law. It is however clear that the CEC has understood that Convention No. 111 trainings, strengthen their efforts to make employers comply to the Employment Promotion Law. CEC has indicated the need for enabling government policy measures to support and strengthen CEC's enterprise-level interventions. ILO could assist the government in identifying the policy measures that will make a difference.
- Training and the preparation of the training manual/handbook has awakened and induced commitment on the part of experts, professionals, activists, managers. This is a major achievement, as they have the capacity and means to integrate Convention No. 111 in their work and to use media, research, publications, interviews, for advocacy and raising awareness and understanding.
- Though the trained trainers will not be in a position to train, they see opportunities to integrate the acquired knowledge in their daily work. This needs follow-up to find out how they can best be supported in their work.
- Knowledge resources have been produced which have been found valuable. When properly managed they can have a long lasting impact. Their continuity and sustainability need to be ensured.

7. Conclusions

Conclusions derived from the assessment are summarized as follows:

7.1. Strength

1. The project seems to be the first of its kind in China, by which the government is taking a series of actions on the application of a Convention shortly after ratification. No other Convention has received this prompt attention before.
2. The project is widely welcomed, as it is relevant in the context of China that is characterized by most respondents as a highly stratified society where unequal behavior and attitudes are deeply rooted and accepted as part of culture. Development has benefitted many people economically, but has not changed their social status.
3. The project is in line with the priorities set out in the Descent Work Country Program and contributes, together with other ILO interventions, to achieving the outcomes of the DWCP.
4. The Convention is a state's responsibility and since ILO is working together with the government, the project is perceived as strong in potential to ensure that the government will act as enforcing agent. ILO is called upon to strongly

- pursue the track that has been started and to ensure proper follow-up for effective implementation of the Convention.
5. The project is strongly supported by all stakeholders. Stakeholders contributed to implementation of project activities by mobilizing their own network and resources and are committed to continue raising awareness at their level.
 6. The project reached multiple levels, national and provincial and a wide geographic coverage, 21 provinces and regions where certain grounds of discrimination are more rampant, e.g. minority, disabled, rural and urban origin of birth in China.
 7. The project has brought various society groups, policymakers, professionals and academia of different backgrounds together. It has facilitated working together, exchange and networking.
 8. The use of national experts and their contribution to the project is regarded as exemplary and a great achievement of the project. This pool of experts can further serve as a resource for future project activities and for those seeking advice on discrimination issues.
 9. The training and the preparation of the training manual/handbook is highly commended for its process and results. All respondents, at various levels, expressed appreciation for the training organized under the project. The training has:
 - Contributed to deepen the understanding of discrimination
 - Brought about an understanding of the wider implications of the Convention
 - Triggered action
 10. The training manual and handbook have been applauded by many (including professionals with many years of training experience) for the following reasons:
 - introduces a training methodology, new to them
 - contain a wealth of information
 - gives adequate attention to all disadvantaged groups: women, ethnic minorities, disabled and migrant workers
 - an aid to open minds and to raise awareness also at the level of the priority groups covered by the Convention. It opens eyes about existing labor laws affecting them.
 - cases are excellent, relevant; reflect the issues in China.
 - can be used and adapted for own training
 11. There is great interest and demand for training. Training targets have been surpassed. A larger number of persons (308) from government, trade union, employers federation, employers and other partners, the majority (288) from 21 provinces, have been sensitized and provided with tools, some for the second time during the TOT.
 12. Important knowledge resources have been produced, which if properly managed, could have a long lasting impact.

7.2. Areas needing improvement

1. The ET has found that the project has addressed the immediate needs to raise awareness, increase knowledge and advocacy. The envisaged more practical interventions at provincial and municipal level, with sector specific and target group sensitive institutional capacity building and technical support through service facilitators to service providers are still to be delivered (activities 1.2.3; 1.2.5; 2.1.1; 2.1.2; 2.2.1 in log frame). Some work targeting hotlines and companies has been initiated, but still needs to be 'grounded' at the workplace level.
2. Indicators of achievement have been found to be unrealistic in view of the short duration (two years) of the project and baselines that were not available. Output 2.1. and related activities contain discrepancies. These need to be reviewed and corrected.
3. Monitoring and evaluation have not been conducted as stipulated in the project document (p.5. and p.15). M&E is limited to progress reports, activity reports and pre- and post evaluation of training. No M&E system has been put in place to monitor outcome and impact of the project interventions at the level of stakeholders as well as the impact of the various project activities on the situation of migrant and women workers, and workers from ethnic minority backgrounds as envisioned in activity 2.2.4 of the log frame. This is found to be a major shortcoming in view of the objective of the project.
4. To seek policy change, regulation improvement reflected in company policies without national legislation, enforcement and policy reform in favor of the Convention, is a less effective approach. Through interviews and focus group discussions, all representatives emphasized the role of the central government as the main responsible body for Convention No. 111 implementation and for creating an enabling legal and policy environment for provincial and lower level stakeholders to work on change.
5. In this regard there is a need to involve the responsible technical units in the MOHRSS and the Ministry as a whole, as well as other Ministries and responsible bodies for the disabled, women, ethnic minorities etc. It is recommended that parties beyond the present stakeholders and tripartite structure be reached, such as the State Council, National People's Congress, Ministry of Justice, State Education Commission etc. by the project's advocacy and social campaign
6. Participants who have been trained to become trainers will not be in the position to conduct training as training is not in their mandate or is not their day-to-day work. In addition most of them do not feel confident or resourced enough to do training in the future. The training served as a venue for personal awareness on equality and non-discrimination. Some have indicated that their area of work enable them to integrate the knowledge. To what extent this is happening and with what outcome and impact remains to be seen and could be part of future monitoring. Efforts should be made for follow-up to support these officials. This is a lesson for future training activities. Attention should be given to criteria to guide careful selection of participants.

7. There is a need to secure the sustainability of the valuable knowledge resources developed under the project. The ET is aware that the future of the website/resources platform is still subject of discussion with the implementing partners. The ET has also received information on the (possible) use of the training manual/handbook and research review by stakeholders and other related ILO projects. To substantiate these intentions, it is recommended to make visible how these resources are used now and beyond the project, how they are put to use in other ILO projects, how they will be distributed, disseminated, maintained, updated and monitored and who will take the responsibility.

Conclusion

The project has invested much in raising awareness and in developing knowledge resources, to support a much wider dissemination of knowledge, awareness and advocacy on Convention No.111. It can be said to have complied with the first dimension of interventions. It has largely achieved the outputs under outcome 1, though it fell short of accomplishing activities targeting persons involved in employment dispute settlement. The project has not complied with the second dimension of interventions and has not achieved the outputs under outcome 2. The envisioned technical support to local government labor chapters has not been delivered. A few interventions targeting local level constituents, have just been started.

The investments laid a good foundation to build on and therefore justify continuation. Continuation will enable the ILO to support MOHRSS to carry on with policy reforms and the most needed outreach to the local labor chapters with technical support for the benefit of the ultimate beneficiaries of the project. Discontinuation at this point in time would limit the impact severely and would imply that the investments in knowledge resources will be wasted. All knowledge resources are in the stage of finalization and reproduction and issues related to sustaining these resources still need to be resolved.

8. Recommendations

Having considered the strength of the project and the potential to improve the identified areas that need strengthening, the ET recommends that the project be extended. The extension is necessary to complete, consolidate and sustain the good work that has been started as well as to carry out interventions at provincial and municipal level to support and strengthen the implementation of the Convention.

To the ILO Beijing Office

1. Review and redefine indicators, outcomes, outputs and interventions taking into account lessons learned and the differences in mandates and responsibilities of authorities and institutions at national and provincial, municipal level. Ensure that there is a causal link between indicators, outcomes, outputs and interventions, achievable and measurable, within the time span of the project.
2. Make visible how Convention 111 reinforces the Employment Promotion Law (EPL) and how project interventions contribute to support the Chinese government in EPL implementation. This will contribute to greater support and impact of project interventions.
3. Include M&E in budget, capacity and interventions.
4. Review the knowledge resources and take into account the ET findings on pages 21-23; and include interventions to complete, consolidate and sustain these.
5. Ensure proper follow-up to achievements and build on momentum and enthusiasm. For instance, collect follow-up information from the group of trained trainers and ensure proper support to enable them to carry on training or work on C111 in other ways; and
6. Effectively use the group of national experts for training and outreach at the provincial and municipal level.
7. Reconsider targets for TOT and ensure proper selection of trainees. Strategize training and make strategic choices for training targets (who to train to gain more impact).
8. Target awareness raising to stakeholders and other key actors 'down-stream' in order to reach the ultimate beneficiaries of the project.
9. Develop tailor made hand-out materials (leaflets, folders, brochures) for use by local level MOHRSS, employers, trade unions, companies and other stakeholders to support their awareness raising activities.
10. Include interventions to deepen the understanding of the difference and the linkages between promoting gender equality at work and protection of women workers. Ensure that this is highlighted in the forthcoming guideline for employers developed under the Gender Equality project.

To MOHRSS

11. With close involvement of national and local chapters of MOHRSS, CEC and ACFTU, make transparent for the ILO what is needed to make a change at the national and local level, for the purpose of designing appropriate interventions under the extension of the project.
12. Take policy measures that create an enabling environment to support stakeholders' interventions at the lower levels of administration/workplace level.

To MOHRSS, ILO and other tripartite partners

13. Addressing discrimination at its root cause will contribute to efforts against discrimination in employment and occupation. It is recommended that parties beyond the present stakeholders and tripartite structure be reached, such as the State Council, National People's Congress, Ministry of Justice, State Education Commission etc. by the project's advocacy and social campaign. The tripartite partners can function as catalysts and liaison in this drive.
14. Ensure involvement and participation in project activities by technical departments within the tripartite partners, e.g. the employment promotion bureau of MOHRSS, the employment security department of ACFTU, in addition to their counterparts in the international cooperation departments. Their involvement would increase the chance for the project to make an impact at the policy making level. As they draft policies and regulations concerning employment and employment promotion therefore, are best positioned to incorporate non-discrimination in their work.
15. Attention needs to be paid to the enforcement mechanism or lack of enforcement mechanism under the Employment Promotion Law and Convention 111. Efforts to support China in developing a national mechanism to effectively implement this law should be the center of attention of this or future projects. Capacity building, training and policy discussion should be designed around this critical issue.
16. Make transparent and develop practical hand-outs for the ultimate beneficiaries of the project, giving guidance on what to do in case of violation of their rights under the provisions of the Employment Promotion Law.

To ILO and CEC

17. To stimulate employers to comply with Convention No. 111 and with EPL, consider an alternative approach to eliminate discriminatory practices. Rather than emphasizing discrimination, which has a negative connotation and could make employers decide not to join training, a better approach could be to emphasize corporate social responsibility and what it takes to be social responsible enterprises. This is in line with the government's agenda to bring about a balanced development between economy and society (11th Five Year Development Plan and ILO DWCP China).

To the donor, the government of Norway

18. Consider funding an extension of the project, for reasons that the project has not accomplished all ambitions, but has gained momentum and has established a good foundation to build on. An extension will contribute to achieving the broader agenda in the bilateral relations between Norway and the Government of China that emphasizes human rights, including worker's rights.

9. Lessons Learned and Good Practices

Lessons learned include:

1. The validity of project design in terms of indicators and the causal link between outcomes, outputs and activities, achievable and measurable, within the lifetime of the project, is of crucial importance.
2. The ownership and future of the website/resources platform should ideally have been agreed upon among the partners before its creation.
3. Strategic selection of participants for training is essential to get the right persons to attain the objectives of the project.
4. Training alone without policy support is not effective in promoting change at provincial level.

Good practices include:

1. The multi-sector collaboration model beyond the traditional tripartite structure is exemplary given the multi-faceted nature of discrimination in China.
2. The involvement of national experts, including from Federations and State Commissions representing women, disabled, ethnic minorities, to work in teams has generated great interest for the issue of discrimination in employment. This can be put to serve an extended version of this and other related projects of the ILO and for anybody in China seeking advice on this issue.
3. The resources website is an innovative way to reach out to a wider audience. If maintained properly, it could have a long lasting impact to function as a media that turns the project materials into public knowledge.
4. The appealing training and training manual that triggered immediate action by key partners and other stakeholders, resulting among others in demands for training and other aids (guides etc.).

Appendices

(6 separate files)

Appendix 1: Terms of Reference
(final)
Independent final evaluation of Project:
Support to promote and apply ILO Convention No. 111

Project code: CPR/07/M04/NOR

Donor: Government of Norway

Budget: USD 646,711

Project duration: May 2008 – May 2010

Executing agency: International Labour Organization (ILO)

Implementing partner: Ministry of Human Resources and Social Security (MOHRSS), China

Geographical coverage: China, national level and provincial level

Evaluation date & duration: 12 days during 6-23 May 2010

TOR preparation date: 2 April 2010

1. Introduction and Rationale for the Evaluation

In line with the ILO's policy on evaluations¹, this TOR provides guidance for the independent final evaluation of the Project 'Support to promote and apply ILO Convention No. 111', hereafter referred to as the C111 project. This project enabled the ILO to work with the MOHRSS to promote social justice and human rights via equal employment opportunity as per the approval of ratification of the Discrimination (Employment and Occupation) Convention No. 111 by the Standing Committee of the National People's Congress, China in August 2005.

The aims of the final independent evaluation are to assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Decent Work Country Programme in China, with a focus on (i). The independent evaluation comprises a review of relevant content and process documents, and interviews with key stakeholders at national level and selected provinces.

The evaluation will comply with evaluation norms and standards and that ethical safeguards will be followed.

¹ An independent evaluation should be conducted at least once during the project lifetime for all projects with a budget over USD 500,000.

2. Project background and strategies

Background and justification of the project:

- China ratified the ILO Convention No. 111 in January 2006
- The MOHRSS has since approached the ILO to work with them in developing strategies to effectively implement the Convention
- Employment discrimination in China is widespread and in urgent need of legislative and practical reform
- Comprehensive research conducted by the Beijing University and the Norwegian Centre for Human Rights elaborated both challenges in the area of employment discrimination, and strategies to overcome them
- The ILO is in a strategic position to implement the project as it has considerable experience in technical projects of this nature in China.

In August 2005, the Standing Committee of the National People's Congress of China approved the ratification of the ILO Convention No. 111. As part of its commitment to this Convention, the Chinese Ministry of Human Resources and Social Security (MOHRSS), the line ministry in charge of implementing policies related to employment, approached the International Labour Organization Office for China and Mongolia (ILO) for assistance in implementing and monitoring the application of this fundamental labour convention.

ILO Convention No. 111 on discrimination in employment is one of the core conventions of the ILO. Non-discrimination is designated as one of the four fundamental international labour rights and principles, along with the promotion of freedom of association and collective bargaining, the abolition of forced labour, and the elimination of child labour. Convention No. 111 is one of the eight labour conventions setting out these fundamental rights and principles, which are seen as an essential package in establishing and enhancing any national labour market and industrial relations system.

The scope of Convention No. 111 covers policy-making, laws, industrial relations, and administrative mechanisms, as well as employment and training practices in terms of access and hiring, entry into occupations and professions, wages, conditions of work, and law enforcement.

As Chinese labour officials, employers and workers have limited knowledge of the concepts and issues around employment discrimination, the project has a two-pronged strategy.

The focus of intervention at the national level is on awareness raising knowledge sharing and advocacy, while at provincial and municipal level, the intervention will be more practical, with sector specific and target-group sensitive institutional capacity building and technical support provided through service facilitators to service providers.

Accordingly, the project has two expected outcomes:

- (1) Strengthened capacity to promote equal employment opportunity and treatment throughout the country within the MOHRSS and other organizations with a mandate for labour market policy formulation and implementation; and
- (2) Working women and men, particularly those facing multiple forms of discrimination such as migrants and ethnic minorities are able to enjoy equal employment opportunity and treatment, without discrimination based on gender, ethnicity, age, health, social status, or any other unrelated variables.

The project's priority target groups or ultimate, intended project beneficiaries identified by the MOHRSS included groups prone to employment discrimination, such as women workers, ethnic minorities, rural migrant workers and disabled persons. To support these target groups, the project will focus on a number of regional migration flashpoints and on selected sectors where workplace discrimination is most visible.

Positive outcomes for the ultimate beneficiaries will be achieved via the collaboration with intermediate project beneficiaries, that is:

- Labour officials in the MOHRSS including Departments of International Cooperation, Employment and Training, and Industry Relations and Wages;
- The MOHRSS provincial labour departments and municipal labour bureaus; and
- Selected labour market training and research institutes affiliated to MOHRSS and other strategic partners, like ACFTU, CEC, ACWF and China Academy of Social Sciences (CASS).

The specific project outputs include:

Under the first outcome, the main outputs will be:

- 1.1 A significantly higher number of labour officials will have an increased awareness and understanding of the definitions, concepts and requirements contained in the newly ratified ILO Convention No. 111 and related Conventions;
- 1.2 A significantly higher number of policy-makers, labour officials, advisors, employers, and persons involved in the settlement of labour disputes will have a more in-depth understanding of the concepts of discrimination and equal employment opportunity in terms of access to employment, conditions of work, wages and work security; and
- 1.3 A sustainable mechanism is developed and implemented which will facilitate information exchange and training on Convention No. 111 and related Conventions.

Outputs under the second outcome are:

- 2.1 Improved laws, employment policies, labour contracts and enterprise level agreements to promote the application of fundamental rights and principles with an emphasis on non-discrimination, fairness and equality, and
- 2.2 More equal and fair employment conditions for women, migrant workers and ethnic minorities.

Institutional set-up for project implementation:

Implementation of the Project is directed by the Project Steering Committee, comprising key stakeholders including MOHRSS, ILO, ACFTU, CEC, Norwegian Center for Human Rights of University of Oslo and the donor. The Project Office located in ILO Office in Beijing is responsible for the day-to-day management of project activities. The Project has gathered a group of leading international and Chinese experts to form the Project Expert Group who acts as the advisory body and provides technical backup.

Key accomplishments or milestones achieved so far:

- 1) Conducted eight trainings including 3 regional trainings, 1 national level training, 2 trainings of employers, 1 training of trade unions and 1 training of trainers. There were 288 participants from the tripartite partners and other social partners from 21 provinces;
- 2) Developed the training manual on C.111;
- 3) Established a knowledge base comprised of an on-line resource platform and project newsletter;
- 4) Conducted a research review on non-discrimination and equality in employment;
- 5) Conducted national seminars related to improvement of national laws on gender equality, i.e. equal retirement age of men and women, revision of regulations on labor protection for women workers and work and family responsibility.
- 6) Conducted media review on role played by media and strategies to improve the effectiveness of media's role in equality promotion
- 7) Conducted activities on the prevention of sexual harassment in the workplace including a sample survey, development of company policy and manual for workers and management.

3. Purpose, Scope and Clients of the evaluation

Purpose:

To assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Decent Work Country Programme in China, with a focus on (i).

Scope:

The evaluation will track project implementation and identify the project achievements and challenges taking into account the indicators of achievement. It will assess the project interventions, all geographical coverage and the participating partner organizations and will consider external factors that have impacted on the delivery of the outputs.

The evaluation will take note of the Decent Work Country Programme of the tripartite constituents and the ILO and review how the project contributed to reaching the wider outcomes, including linkages with other projects.

The evaluation will assess the need for continued support to further the application of Convention No. 111 in China through technical cooperation with the ILO, taking into account the recommendations of the Project Steering Committee at its last meeting in January 2010.

Note: With regard to project evaluation, the Convention No. 111 project document suggested to measure project impact through sample surveys among workers from the discriminated population groups covered by the project and a control group. However, given the brief two-year duration of the project and the fact that action against employment discrimination is a new subject in China, the ILO decided that it would be premature to carry out such an assessment at this stage.

Clients:

The principal clients for this evaluation are the MOHRSS and the ILO Office in Beijing, the social partners and other project partner organizations, as well as the ILO regional and HQ offices and the donor.

4. Key Review Questions/Analytical Framework

The evaluation should address the overall ILO evaluation criteria of **relevance and strategic fit of the project, validity of project design, project progress** and **effectiveness, efficiency** of resource use, effectiveness of management arrangement and **impact orientation** and **sustainability** as defined in the *ILO Guidelines for Planning and Managing Project Evaluations (2006)*. *ILO Guidelines on Considering Gender in Monitoring and Evaluation of projects (2007)*. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluation team should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. Any other information and questions that the evaluation team may wish to address may be included as they see fit. Suggested key issues to be addressed are as follows:

A. Relevance and Strategic Fit

1. Have the project means of action been responsive to the needs of the national constituents and changing partners' priorities?
2. Strategic use of the project contribution. How have the project-funded actions contributed or added value to the larger decent work country programme cooperation between the MOHRSS, the social partners and the ILO?
3. To what extent has the project contributed to achieving higher level equality and decent work outcomes?
4. Are there areas that require improvement in terms of reviews of the current office procedures, strengthening internal management capacity, ensuring outcome-based work planning and reporting on results?

B. Validity of Design

5. To what extent was the project design sound in addressing the priorities and needs of constituents and the ILO? Have the means of action been appropriately responsive to political, legal, economic and institutional changes in the project environment?
6. During the formulation process, was there adequate collaboration between country, regional office and HQ?
7. Is the project intervention logic coherent and realistic?
 - a. Do outputs causally link to the project outcomes?
 - b. Who are the project partners? How strategic are partners ("change agents") in terms of mandate, influence, capacities and commitment?
 - c. Were risks and assumptions sufficiently taken into account when designing the intervention logic?
8. What lessons can be drawn so far which would be useful for future project programming and delivery to promote and build capacities and expertise on equality and non-discrimination in employment? Is there internal mechanism to monitor the implementation and result-based progress of the work that the project funds contribute to?

C. Project Progress and Effectiveness

9. Are there clear and measurable results from the project to justify the project funding?
10. Examine the extent to which the project has produced the anticipated results (e.g. outputs as identified in the project document and its indicators/milestones, their quality and how they have been used by partners).
 - What contributions have been made so far towards the achievement of the project outcomes and the linked DWCP outcome(s) at the country and regional level?
 - Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
 - How have stakeholders been involved in the implementation? How effective has the implementation been in terms of establishing national ownership? Is the management and implementation participatory and is the participation contributing towards achievement of the objectives?
11. Identify factors that have facilitated or deterred the achievement of the concerned project outcomes as well as significant/practical lessons (positive and/or negative) derivable from experience gained during implementation of activities. Describe how these experiences may guide future activities of the programme.
 - In which areas (geographical, technical issue) do the interventions have the greatest achievements? Why this and what is have been the supporting factors? How can ILO build on or expand these achievements?
 - In which areas have there been the least achievements? What have been the

constraining factors and why? How can they be overcome?

- What, if any, alternative strategies would have been more effective in achieving the planned objectives?

D. Efficiency of Resource Use

14. Assess the efficiency of the project in delivering its services.
 - How the project human and financial resources have made a difference in achieving or making progress towards the defined outcomes.
 - Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve objectives?
 - Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?
 - Have the funds and activities been delivered in a timely manner?

E. Effectiveness of Management Arrangements

15. Assess the timeliness and responsiveness of the project to current changes in the operating environment and demand for services (refer to the internal ILO environment and the larger external environment (donor, development priorities of the project's main stakeholders within the country).
 - Are project management capacities adequate? To what extent has project management received support within the ILO? Is there coherence and integration with other initiatives?
 - Does the governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibility by all parties involved particularly key stakeholders?
 - Do the overall interventions receive adequate political, technical and administrative support from its national and provincial partners?
 - If there is a national steering or advisory committee, do the members have a good grasp of the strategy? How did they contribute to the success of the interventions?
 - How effective is communication between the project team and the national implementing partners? How effective is communication between the project team, the Country Offices, the Regional and Subregional Offices, and the donor?
 - Does the project receive adequate administrative, political and technical support from the RO, SRO field specialists, ILO Beijing Office, and relevant Departments at HQ?

F. Impact and Sustainability

16. Assess the long-term relevance and sustainability of the project interventions and make recommendations regarding follow-up support.
 - What was the impact of the means of action on the problem and on the target population?
 - Are the means of actions gradually being handed over to the national partners? Once the project funding ends will national institutions and implementing partners be able and likely to continue the relevant means of action or carry forwards its results?
 - Are national partners willing and committed to continue with the certain means of action? How effectively have those interventions build national ownership?
 - How effectively has the ILO interventions built the necessary capacity of people and institutions (of national partners and implementing partners)?
 - Are the results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at the end of the project contribution?

- Can the approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the interventions? If so, how has the strategy been adjusted? Have positive effects been integrated into the strategy? Has the strategy been adjusted to minimize negative effects?
- How will ILO field specialists and/or other ILO initiatives continue to support the work of the partners to ensure sustainability?

5. Main Outputs of the Review

The main outputs of the evaluation are: -

- First Draft of the evaluation report (ILO evaluation report checklist will be used to assess the quality of the evaluation report)
- Final draft of the evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template)

The final evaluation Report should contain the following contents:

- Cover page with key project data (project title, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Abstract
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

The total length of the report should be a maximum of 20 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

6. Methodology

An independent evaluation team consisting of one international and one national evaluator will conduct the evaluation for 12 days. The international evaluator will be the team leader.

The following is the suggested methodology which could be adjusted by the evaluation team if considered necessary for the evaluation process and in accordance with the scope and purpose of the evaluation. This should be done in consultation with the ILO evaluation manager.

- Review of relevant documentation

- Field visit to Beijing, China for meetings with the key stakeholders and various project partner. (Meetings to be arranged for the field assignment in 4 days: ILO Beijing, MOHRSS, CEC, ACFTU, social partners (disabled persons' federation, ethnic affairs commission), representatives of project expert group, distance communication with provincial level participants and ILO BKK/Geneva)
- Telephone interview with provincial level national experts and/or participants to project training activities
- Discussions with other concerned ILO offices and staff.
- All data should be sex-disaggregated and different needs of women and men should be considered in evaluation process
- Key stakeholders will be involved in the evaluation process (from providing inputs to the evaluation TOR, providing views/inputs during the consultations process, and providing inputs/comments to the draft evaluation report) and for follow-up of the evaluation's recommendations.
- An action plan to follow up on the evaluations' recommendations should be prepared by CO-Beijing.

Source of Information: Sources of information and documentation that can be identified at this point:

- Project document
- Progress reports: 6-month and annual
- Reports on project training activities
- Project newsletter and website
- Report Project Steering Committee, January 2010
- Decent Work Country Programme China
<http://www.ilo.org/public/english/bureau/program/dwcp/download/china.pdf>

The evaluators will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluators in advance.

7. Management Arrangements, Work Plan and Time Frame

Management arrangements: The ILO Evaluation Manager is responsible for the overall coordination, management and ensures follow up of this evaluation. The manager of this evaluation is Ms. Pamornrat Pringsulaka, ILO M&E Officer based at ILO Regional Office for Asia and the Pacific, to whom the evaluation team shall report to.

Tasks and composition of the evaluation team: The evaluation will be conducted by two independent evaluators (one international and one national) external to the ILO who shall be responsible for conducting a participatory and inclusive evaluation process. The international evaluator will be the team leader and will deliver the above evaluation outputs using a combination of methods mentioned above.

The team leader will be responsible for drafting the evaluation report with inputs from the national consultant. Upon feedback from stakeholders to the draft report, the evaluation team will further be responsible for finalizing the report incorporating any comments deemed appropriate. The team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and the compliance with deadlines.

The national evaluator shall collect and analyze information in Chinese and make inputs to the evaluation report in consultation with the team leader, and help with the translation during the evaluation mission when required.

The evaluation will be carried out with the logistical support of the project office in China and with the administrative support of the ILO office in China.

The tasks of the project team: The ILO Beijing project management will provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the evaluators during the evaluation mission.

A detailed list of possible institutions and individuals for consultation and interviewing will be prepared by the project team.

The evaluation team will do a summary of draft findings and recommendations for discussion with the ILO office in China and MOHRSS on the last day of the mission.

A work plan and proposed timeframe:

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager and project manager	Mar. 2010
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager and project manager	Early Apr. 2010
Finalization of the TOR	Evaluation Manager and project manager	Mid Apr. 2010
Approval of the TOR Selection of consultants and finalisation	Evaluation Manager and project manager	Mid Apr. 2010
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project manager	Third week of Apr. 2010
Excol. contract based on the TOR prepared/signed	Evaluation Manager and project manager	End of Apr. 2010
Brief evaluator on ILO evaluation policy	Evaluation Manager	First week of May 2010

Task	Responsible person	Time frame
Evaluation mission	Evaluators	May 10-14, 2010
Drafting of evaluation report and submitting it to the Evaluation Manager	Evaluators	21 May 2010
Sharing the draft report to all concerned for comments	Evaluation Manager and project manager	24 May – 4 June 2010
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	7 June 2010
Submission of the final report	Evaluators	11 June 2010
Review of the final report	Evaluation Manager and project manager	14-18 June 2010
Submission of the final report to EVAL	Evaluation Manager	End of June 2010

8. Budget: an indication of the budget breakdown

The evaluators will be remunerated at a rate mutually agreed on for up to 14 working days for the evaluation, and provided with necessary travel related costs for the evaluation mission in Beijing, China.

Annex: Project logframe

Break-down of goals	Intervention logic	Indicators of Achievement	Sources of verification	Important assumptions
<p style="text-align: center;">Development Objective</p>	<p>The development objective of the project is to promote compliance with fundamental labour principles in China consistent with ILO Convention 111, putting particular emphasis on equal employment opportunity and treatment.</p>	<p>Increased public awareness about fundamental labour principles in China (to be assessed by way of an ex ante – ex post poll among ultimate project beneficiaries)</p> <p>Implementation of Convention 111 reflected in local laws and regulations of target Provinces and in at least 10 enterprise policies</p>	<p>Government statistical data</p> <p>Project monitoring system</p> <p>Project evaluations</p>	<p>Stable economic and political macro-environment</p> <p>Political willingness to promote equal employment conditions and treatment for women, migrants and ethnic minorities</p>

Outcomes	<p>Outcome 1: To increase awareness and understanding at national policy level of Convention 111 in order to promote, implement and monitor it. The project aims to strengthen national policy-level organizations with a mandate for labour market policy formulation and implementation capacity, particularly the MOLSS. This is to enable them to better promote equal employment opportunity and treatment throughout the country. Where necessary, this could involve the amendment of certain existing rules and regulations.</p> <p>Outcome 2: To enable working women and men, particularly those facing multiple forms of discrimination such as migrants and ethnic minorities, to enjoy equal employment opportunity and treatment, without discrimination based on gender, ethnicity, age, health, social status, or any other unrelated variables.</p>	<p>90% of participants in project training workshops on Convention 111 and EEO have increased knowledge on the subject matter and feel confident to apply the new knowledge in the practice of their work</p> <p>90% of workers in participating enterprises feel that their grievances related to equal employment opportunities and treatment have been systematically addressed</p> <p>Reduction in reported cases of workplace discrimination in participating enterprises by 50% over the project period</p>	<p>Project monitoring system</p> <p>Project progress reports</p> <p>End-of project evaluations, including focus group discussions, analysis of control groups</p>	<p>It is assumed that</p> <ul style="list-style-type: none"> ▪ MOLSS has a strategic commitment to the implementation of Convention 111 and related conventions ▪ Local and provincial authorities under MOLSS support the strategic initiative to promote equal employment and treatment for migrants and ethnic minorities ▪ Local labour research and training institute have the institutional minimum capacity to set up and run training programmes for employers, labour officials and other resource persons with technical support from the project ▪ The project can mobilize the national and international expertise to advise these institutes on all issues related to Convention 111 and its related conventions ▪ Local employers in target provinces are willing to cooperate with the project ▪ Workers are willing to cooperate and are granted access to project support, e.g. with access to the resource platform ▪ Local stakeholders at all system levels have the technical capacity to take full advantage of the project offer of networking and communicating via the internet
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<p style="text-align: center;">Results/Outputs and related activities</p>	<p>Output 1.1: A significantly higher number of national level labour officials will have an increased awareness and understanding of the definitions, concepts and requirements contained in the newly ratified ILO Convention No. 111 and related Conventions.</p> <p>Activity 1.1.1. Develop training and educational materials to raise awareness of fundamental labour rights and principles among national level labour officials and employees of national research institutions</p> <p>Activity 1.1.2. Develop educational, advocacy and communication materials in everyday language for a variety of media and print channels to raise awareness of fundamental labour rights and principles nationwide</p> <p>Activity 1.1.3. Train at least two labour and social security officials from each province and autonomous region in the fundamental principles of Convention 111 and related Conventions</p>	<p>Promotional materials</p> <p>Three training workshops</p> <p>60 trained labour officials</p> <p>Focal points on Convention 111 and its related conventions in each Provincial Labour Department</p> <p>TV coverage, newspaper articles, videos/DVD's and other tangibles of the awareness campaign</p>	<p>Physical evidence</p> <p>Project monitoring system</p> <p>Progress reports</p> <p>End of project evaluation, incl. focus group discussions with labour officials</p>	<p style="text-align: center;">Refer above</p>
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<i>continued</i>	<p>Output 1.2: A significantly higher number of policy-makers, labour officials, advisors, employers, and persons involved in the settlement of labour disputes will have a more in-depth understanding of the concepts of discrimination and equal employment opportunity in terms of access to employment, conditions of work</p> <p>Activity 1.2.1. Review the existing body of research and empirical evidence about workplace discrimination both in China and abroad, and about international best practice in implementing and monitoring Convention 111</p> <p>Activity 1.2.2. Together with selected local labour research and training institutes, develop and publish training material on equal employment opportunity (EEO) in accordance with international labour standards, adapted to the Chinese labour market</p> <p>Activity 1.2.3. Together with selected local labour research and training institutes, develop a corresponding training programme on EEO targeting policy and lawmakers, advisors, labour inspectors, employers and persons involved in the settlement of employment discrimination disputes, including a compendium of local and international case studies</p> <p>Activity 1.2.4. Train at least one person from each provincial labour department on EEO and fair labour practices</p> <p>Activity 1.2.5. Train at least 30 persons involved in workplace dispute settlement on EEO and fair labour practices</p> <p>Activity 1.2.6. Train at least 60 employers on EEO and fair labour practices</p>	<p>Reference library with publications on workplace discrimination</p> <p>Training package on EEO, including participants' manual and trainers guide</p> <p>30 resource persons involved in workplace dispute settlement trained with the new package</p> <p>60 employers trained with the new package</p>	<p>Physical evidence</p> <p>Project monitoring system</p> <p>Progress reports</p> <p>End of project evaluation, incl. focus group discussions with resource persons and employers</p>	Refer above
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<i>Continued</i>	<p>Output 1.3: A sustainable mechanism is developed and implemented which will facilitate information exchange and training on Convention 111 and related Conventions</p> <p>Activity 1.3.1. Commission a local software company to develop an internet-based resource platform as a dedicated forum for interaction between the MOLSS, training institutes, lawyers, policy planners, and employers on all issues related to Convention 111 and related conventions</p> <p>Activity 1.3.2. In close consultation with these stakeholders, develop and upload the contents for the resource platform, including an electronic library with reference documents on labour law in general, and Convention 111 in particular; a compendium with case studies; copies of the training materials on EEO; copies of the promotional materials and information materials for downloading and copying; and hyperlinks to other websites on the subject</p> <p>Activity 1.3.3. Pending demand from local stakeholders, develop a streaming video function for the resource platform and pilot online distance training on EEO, Convention 111 and related topics</p> <p>Activity 1.3.4. Train the PMU (or alternative one of the research and training institutes how to operate and maintain the resource platform</p>	<p>Internet resource platform with electronic library of reference documents, compilation of case studies, downloadable copies of the promotion materials, training materials (also refer below under output 4 for more functions of the website)</p> <p>Subject to validation by stakeholders: A streaming video function for distance learning activities</p> <p>Training workshop</p>	Physical evidence	Refer above
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<i>continued</i>	<p>Output 2.1: Improved laws, employment policies, labour contracts, and enterprise level agreements to promote the application of fundamental rights and principles with an emphasis on non-discrimination, fairness and equality</p> <p>Activity 2.1.1 Together with resource persons from selected local labour research and training institutes, work with labour officials who have graduated from the above training courses on how best to advise local employers in the field on adopting an enterprise policy</p> <p>Activity 2.1.2. Together with resource persons from selected local labour research and training institutes, advise local law makers and policy planners on how best to refine existing regulations and labour laws based on Convention 111</p> <p>Activity 2.1.3. Publish a newsletter with practical guidelines how to fine-tune legislation and regulations in response to Convention 111, for example by providing examples of model contracts</p>	<p>At least one on-site counseling intervention for each labour officials who participated in the earlier training seminars</p> <p>Practical guidelines for refining the existing laws and regulations (e.g. with model contracts)</p> <p>Quarterly newsletter</p>	<p>Physical evidence</p> <p>Monitoring system and progress reports</p>	Refer above
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<i>continued</i>	<p>Output 2.2: More equal and fair employment conditions for women, migrant workers, and ethnic minorities</p> <p>Activity 2.2.1. Develop and implement a targeted awareness-raising campaign (linked and synchronized with the national awareness campaign) to target migrants, women, and ethnic minorities at their worksite and in selected provinces with information on Convention 111 and related conventions</p> <p>Activity 2.2.2. Extend labour bureau 'help desk+hotline' services to cover discrimination complaints and issues, and ensure the hotline number is included in awareness-raising campaigns</p> <p>Activity 2.2.3. Develop a set of case studies to document the workplace situation of migrants, women and ethnic minorities, and publish these case studies on the resource platform and in the quarterly newsletter</p> <p>Activity 2.2.4. Systematically monitor and evaluate the impact of the various project activities on the situation of migrant and women workers, and workers from ethnic minority backgrounds</p>	<p>Fully operational hotline</p> <p>Case studies</p> <p>TV coverage, newspaper articles, videos/DVDs and other tangibles of the awareness campaign</p>	<p>Physical evidence</p> <p>Project evaluation, including focus group discussions with workers, but also review of worker feedback received via the resource platform</p>	<p>Refer above</p>
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Appendix 2. Program of evaluation

Support to promote and apply ILO Convention No.111

Project Final Evaluation Mission

Beijing, 10-14 May 2010

Program

Date & Time	Activity	
10 May 2010, Monday		
09:30-10:00	Meeting with project staff to finalize schedule	
10:00-12:00	Briefing with ILO Beijing, Deputy Director, National Program Officer Project Manager and Project Assistant	
Afternoon	Documentation review	
11 May 2010, Tuesday		
09:00-11:00	Meeting with MOHRSS, ACFTU & CEC	
14:00-15:30	Focus Group with national level training participants (Cancelled!!) Meeting with national expert from State Council Development Research Center	
12 May 2010, Wednesday		
Morning	Telephone interview provincial level training participants and project experts	
14:00-15:30	Focus group with national level project experts (ILO meeting room)	

13 May 2010, Thursday		
09:00-10:30	Focus group with national level training & TOT participants	
14:30 – 15:30	Meeting with Second Secretary of Norwegian Embassy	
15:30 – 16:30	2 nd meeting with National Program Officer	
14 May 2010, Friday		
15:30-17:00	Debriefing with ILO Beijing/MOHRSS	

Appendix 3. List of persons met/interviewed

Names	Sex	Organization & Proxies	Title
Ann Herbert	F	ILO Beijing Office	Director
Guan Jinghe	F	ILO Beijing Office	Deputy Director
Huang Qun	F	ILO Beijing Office	Program Officer
Zhang Hongman	F	Project Office	Project Manager, project C111
Wu Ninan	F	Project Office	Project Assistant, project C111
Zhang Lu	M	MOHRSS	Director, Division of International Organizations, Department of International Cooperation
Hou Yuting	F	MOHRSS	Project Officer
Liu Hansong	F	CEC	Deputy Director International Department
ErlingHoem M		Embassy of Norway	Second Secretary Political Affairs

Telephone interview of provincial level participants and project experts on 12 May 2010, Morning

Name	Sex	Organization& proxies	Title
Provincial training participants			
Dong Yeying	F	Zhejiang Provincial Dept. of Human Resources and Social Security Labor Department	Deputy Director General
Liu Zhifeng	M	Jilin Provincial Dept. of Human Resources and Social Security, Labor dept. (employment promotion)	Deputy Director
Leng Jing	F	Anhui Provincial Dept. of Human Resources and Social Security, Labor dept. (Policy&	Officer

		Regulation	
Dong Cuiyun	F	Shanxi Provincial Trade Union Trade union (int'l coop.)	Director
Chen Junchuan	M	Guangdong Provincial Dept. of Human Resources and Social Security, Hotline Consultation center	Director
Dong Yuan	M	Chongqing Changjiang Bearing Co. Ltd.	Deputy HR Director

Meeting with national level project experts, 12 May 2010, 14:00-15:30

Yue Songdong	M	Deputy Director and Research Fellow, Development Research Center for the State Council
Luo Qiuyue	F	Deputy Director of Training Guidance Section/Senior Vocational Counselor, China Disabled Persons' Federation Employment Service Center
Liu Xiaonan	F	Professor, Law School, China Univ. of Political Science and Law
Lin Yanling	F	Professor, China Institute of Industrial Relations
Zhang Nan	F	Project Officer, State Ethnic Affairs Commission
Phyllis Chang	F	President, China Law Development Consultants (Beijing) Co. Ltd.

Sonia Song Jia	F	Senior Advisor, China Law Development Consultants (Beijing) Co. Ltd.
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Focus group discussion with national level training/TOT participants 13 May 2010, 09:00-10:30

Name	Sex	Organization	Title
Zhang Caixia	F	All-China Women's Federation (ACWF), Int'l Liaison Dept.	Deputy Director
Yu Meng	M	CEC Human Resource Department	Officer
Wu Qi	F	CEC International Department	Officer

Appendix 4. List of documents reviewed

1. Project document 'Support to promote and apply ILO Convention No.111'.
2. Contributing to realizing decent work; ILO Decent Work Country Program in the People's Republic of China, 2006-2010.
3. Minutes Project Steering Committee meetings, 23 May 2008; 16 February 2009; 29 January 2010.
4. First Project Progress Report, May-December 2008.
5. Progress Report, January-December 2009.
6. Report on the 1st training on the implementation of ILO Discrimination Convention No.111, Chifeng Inner Mongolia, 17-18 September 2008.
7. Report on the 2nd training on implementation of ILO Discrimination Convention No.111, Xiamen, Fujian Province, 15-17 December 2008.
8. Report on Workshop Working with Employers to tackle Discrimination in the Workplace, Beijing 22 May 2009.
9. Tackle discrimination in the workplace; 2nd workshop with employers, Chongqing, 13-14 August 2010.
10. The EAWIC Newsletter, Issue No.1, March 2009, Issue No.2, July 2009 and Issue No.3, Oct. 2009.
11. Report on research review on employment discrimination (in Chinese). Status: final touches being made by the Institute of Labor Studies; to be translated.
12. Report on Survey on sexual harassment in the workplace, May 2010 (in Chinese). Status: being reviewed.
13. Guide on the prevention of sexual harassment in the workplace; revised version, May 2010. Status: in translation.
14. Handbook on promoting equality and non-discrimination at work for hotline, April 2010. Status: being revised based on comments from training.
15. Compilation and translation of company equality policy (Chinese and English), May 2009; ILO Beijing.
16. Promoting Equality at work through collective bargaining. Examples of collective agreements for equality at work, ILO Beijing December 2009.
17. ILO guidelines for employers on equality at work, 1996. Translated in Chinese.
18. Promoting equality. Gender neutral job evaluation for equal pay: a step by step guide, ILO Geneva 2008. Program on promoting the declaration of fundamental principles and rights at work. Translated in Chinese.
19. Reconciling Work and Family: issues and policies in China, ILO 2008. (in Chinese).
20. Equality and Non-Discrimination at work in China. Handbook for participants on C111. Part of the training package. Status: to be reviewed and streamlined together with training manual.

Appendix 5. Overview Accomplished Activities

Outcome 1: Strengthened capacity to promote equal employment opportunity and treatment throughout the country within MOHRSS and other organizations with a mandate for labour market policy formulation and implementation

Outcome 2: Working women and men, particularly those facing multiple forms of discrimination such as migrants and ethnic minorities, are able to enjoy equal employment opportunity and treatment without discrimination based on gender, ethnicity, age, health, social status, or any unrelated variables.

Output and Activities	Indicators of Achievement	Accomplishments	Remarks
<p>Output 1.1: A significantly higher number of national level labour officials will have an increased awareness and understanding of the definitions, concepts and requirements contained in the newly ratified ILO Convention No. 111 and related Conventions.</p> <p>Activity 1.1.1. Develop training and educational materials to raise awareness of fundamental labour rights and principles among national level labour officials and employees of national research institutions</p> <p>Activity 1.1.2. Develop educational, advocacy and communication materials in everyday language for a variety of media and print channels to raise awareness of fundamental labour rights and principles nationwide</p> <p>Activity 1.1.3. Train at least two labour and social security officials from each province and autonomous region in the fundamental principles of Convention 111 and related Conventions</p>	<p>Promotional materials</p> <p>Three training workshops</p> <p>60 trained labour officials</p> <p>Focal points on Convention 111 and its related conventions in each Provincial Labour Department</p> <p>TV coverage, newspaper articles, videos/DVD's and other tangibles of the awareness campaign</p>	<p>Activity 1.1.1. Accomplished</p> <p>Activity 1.1.2. Partly accomplished</p> <p>Activity 1.1.3. Accomplished</p>	<p>Activity 1.1.3. Only 2-3 provinces not reached</p>

<p>Output 1.2: A significantly higher number of policy-makers, labour officials, advisors, employers, and persons involved in the settlement of labour disputes will have a more in-depth understanding of the concepts of discrimination and equal employment opportunity in terms of access to employment, conditions of work</p> <p>Activity 1.2.1. Review the existing body of research and empirical evidence about workplace discrimination both in China and abroad, and about international best practice in implementing and monitoring Convention 111</p> <p>Activity 1.2.2. Together with selected local labour research and training institutes, develop and publish training material on equal employment opportunity (EEO) in accordance with international labour standards, adapted to the Chinese labour market</p> <p>Activity 1.2.3. Together with selected local labour research and training institutes, develop a corresponding training programme on EEO targeting policy and lawmakers, advisors, labour inspectors, employers and persons involved in the settlement of employment discrimination disputes, including a compendium of local and international case studies</p> <p>Activity 1.2.4. Train at least one person from each provincial labour department on EEO and fair labour practices</p> <p>Activity 1.2.5. Train at least 30 persons involved in workplace dispute settlement on EEO and fair labour practices.</p> <p>Activity 1.2.6. Train at least 60 employers on EEO and fair labour practices</p> <p>ctivity 1.2.6. Train at least 60 employers on EEO and fair labour practices</p>	<p>Reference library with publications on workplace discrimination</p> <p>Training package on EEO, including participants' manual and trainers guide</p> <p>30 resource persons involved in workplace dispute settlement trained with the new package</p> <p>60 employers trained with the new package</p>	<p>Activity 1.2.1. Accomplished</p> <p>Activity 1.2.2. Accomplished</p> <p>Activity 1.2.3. not accomplished</p> <p>Activity 1.2.4. Accomplished</p> <p>Activity 1.2.5. Not accomplished</p> <p>Activity 1.2.6 Accomplished</p>	
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<p>Output 1.3: A sustainable mechanism is developed and implemented which will facilitate information exchange and training on Convention 111 and related Conventions</p> <p>Activity 1.3.1. Commission a local software company to develop an internet-based resource platform as a dedicated forum for interaction between the MOLSS, training institutes, lawyers, policy planners, and employers on all issues related to Convention 111 and related conventions</p> <p>Activity 1.3.2. In close consultation with these stakeholders, develop and upload the contents for the resource platform, including an electronic library with reference documents on labour law in general, and Convention 111 in particular; a compendium with case studies; copies of the training materials on EEO; copies of the promotional materials and information materials for downloading and copying; and hyperlinks to other websites on the subject</p> <p>Activity 1.3.3. Pending demand from local stakeholders, develop a streaming video function for the resource platform and pilot online distance training on EEO, Convention 111 and related topics</p> <p>Activity 1.3.4. Train the PMU (or alternative one of the research and training institutes how to operate and maintain the resource platform</p>	<p>Internet resource platform with electronic library of reference documents, compilation of case studies, downloadable copies of the promotion materials, training materials (also refer below under output 4 for more functions of the website)</p> <p>Subject to validation by stakeholders: A streaming video function for distance learning activities</p> <p>Training workshop</p>	<p>Activity 1.3.1 accomplished</p> <p>Activity 1.3.2 accomplished</p> <p>Activity 1.3.3 Not accomplished</p> <p>Activity 1.3.4 Not accomplished</p>	
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<p>Output 2.1: Improved laws, employment policies, labour contracts, and enterprise level agreements to promote the application of fundamental rights and principles with an emphasis on non-discrimination, fairness and equality</p> <p>Activity 2.1.1 Together with resource persons from selected local labour research and training institutes, work with labour officials who have graduated from the above training courses on how best to advise local employers in the field on adopting an enterprise policy</p> <p>Activity 2.1.2. Together with resource persons from selected local labour research and training institutes, advise local law makers and policy planners on how best to refine existing regulations and labour laws based on Convention 111</p> <p>Activity 2.1.3. Publish a newsletter with practical guidelines how to fine-tune legislation and regulations in response to Convention 111, for example by providing examples of model contracts</p>	<p>At least one on-site counselling intervention for each labour officials who participated in the earlier training seminars</p> <p>Practical guidelines for refining the existing laws and regulations (e.g. with model contracts)</p> <p>Quarterly newsletter</p>	<p>Activity 2.1.1 NOT accomplished</p> <p>Activity 2.1.2 NOT accomplished</p> <p>Activity 2.1.3 Accomplished</p>	<p>As for improvement of legislation, 3 expert meetings have been organized in collaboration with the Women’s Studies Institute of ACWF on equal retirement age, revision of regulations on labour protection for women workers and work and family responsibility.</p>
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<p>Output 2.2: More equal and fair employment conditions for women, migrant workers, and ethnic minorities</p> <p>Activity 2.2.1. Develop and implement a targeted awareness-raising campaign (linked and synchronized with the national awareness campaign) to target migrants, women, and ethnic minorities at their worksite and in selected provinces with information on Convention 111 and related conventions</p> <p>Activity 2.2.2. Extend labour bureau 'help desk+hotline' services to cover discrimination complaints and issues, and ensure the hotline number is included in awareness-raising campaigns</p> <p>Activity 2.2.3. Develop a set of case studies to document the workplace situation of migrants, women and ethnic minorities, and publish these case studies on the resource platform and in the quarterly newsletter</p> <p>Activity 2.2.4. Systematically monitor and evaluate the impact of the various project activities on the situation of migrant and women workers, and workers from ethnic minority backgrounds</p>	<p>Fully operational hotline</p> <p>Case studies</p> <p>TV coverage, newspaper articles, videos/DVDs and other tangibles of the awareness campaign</p>	<p>Activity 2.2.1 NOT accomplished</p> <p>Activity 2.2.2 Accomplished</p> <p>Activity 2.2.3 Accomplished</p> <p>Activity 2.2.4 NOT accomplished</p>	
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Appendix 6. Guiding questions for interviews and focus groups.

Evaluation CPR-ILO Convention No.111 project

Guiding questions for management of project and key partners where applicable

Project management structure

1. When starting project implementation, have there been difficulties due to deficiencies in project design, incorrect assumptions or risks not being sufficiently recognized.
2. How strategic is the project team in the MOHRSS? Is the Deputy DG of the International Dept. in the MOHRSS structure the best option to reach the outcomes/objective of the project?
3. Idem with the focal points in the international departments of CEC and ACFTU?
4. How is the cooperation with and between implementing partners?
5. What is the experience with the Project Steering Committee?
6. Have they had a role in strategic planning of the project?
7. Who's responsibility was the choice of provinces and special regions?
8. Who's responsibility was the selection of trainers?
9. Who's responsibility was the choice of experts to work on the training manual?
10. How would you qualify your relations with the national implementing partners, the ILO Beijing Office and the donor?
11. Did you receive adequate support from ILO responsible offices and officials?

Project monitoring

1. Has a system to monitor progress in project implementation been established?
2. What is being monitored?
3. For instance, a brochure has been produced? How do you keep track of the use and the impact of the brochure? Who will monitor the follow-up of the training? Who will monitor what trained persons are doing with the knowledge/ Who is going to monitor project activities and follow-up at the provincial level?

Project's achievements

1. Has the project been able to carry out all activities as planned?
2. In which areas have there been the least achievements?
3. What have been the major constraints and why? Were human and financial resources part of these constraints?
4. What are considered major achievements?

Sustainability

1. What is your assessment of the sustainability of project interventions? Can you substantiate your answer with concrete examples or evidence?
2. What is your assessment of the potential of implementing partners to carry the project results forward?
4. Taking into account what is expected from governments once they have ratified a convention, are you of the opinion that the project's interventions and results have contributed in building the necessary capacity.

Lessons

1. What lessons have you learned, both positive and less positive ?
2. If you would have the chance to start all over again, what would you do differently to achieve the objectives of the project?

Questions on specific project's accomplishments

On training manual

- Are the experts who were selected to prepare the training module experienced in training?
- Does ILO have a training module on C111 that could be adjusted to the situation in China? If yes, what was the reason to prepare a training module under this project?
- What has been agreed on the use and dissemination of the manual?
- What has been agreed on the continuation of training? Who is taking responsibility for the training and for follow-up?
- What is agreed on the training of trainers? Is the pool already trained sufficient in size and capacity?

On the resource website

- Did you receive feedback? What was the feedback?
- What has been agreed on maintenance/updating? Who has been made responsible for that?
- How will the use and impact be monitored?

Guiding questions for meeting with MOHRSS, CEC

1. What has been your personal involvement in the project?
2. Were you involved from the start?
3. What was your perception of the project?
4. What were your expectations at the start of the project and have they been met?
5. Has the project in your view been successful in bringing about a greater understanding and awareness of equality issues and non-discrimination in employment?
6. How do you value the interventions chosen by the project to bring about awareness?
7. Would other interventions or another strategy generate better results?
8. Are you happy with the project management and the expertise in the project?
9. Can you explain with concrete examples in what way the project has helped you to analyse discrimination in your own field of responsibility?
10. Are you planning to take action on these issues?
11. Are you satisfied with your own role in the project? What could you have done much better?
12. Are you satisfied with the role of other partners?
13. Are you satisfied with the level of cooperation and commitment of involved partners?

14. Should in your view, the project be taken one step further? If, yes what should be done next and what does it require from you and from other implementing partners?
15. When looking at your own institution and at its strength and weaknesses, its place and position in the national structure, the capacity of your own personnel, are you of the view that you are in the position to address discrimination in employment and to improve equal employment opportunities? (a question for MOHRSS)
16. Could you summarize what in your view were the strength and weaknesses of the project?

Guiding questions for the focus group with experts

1. In what way were you involved and what have you contributed to this project?
2. What, from your own perspective, has been the significance of this project?
3. Has the project in your view involved all important partners? Do you miss any?
4. Are you satisfied with the level of attention for the specific categories targeted by this project: women, migrant workers, ethnic minorities, disabled? Are there other disadvantaged groups not taken into account, which should also have been included?
5. Are you satisfied with the level of participation of all important stakeholders?
6. Have you noted direct impact of the project? Please provide concrete examples.
7. What did the project contribute to your own field of work? What actions have you taken?
8. What in your expert's view is required to ensure implementation of the Convention, and who should be made responsible?
9. What are your expert's views on the products of the project: the newsletter, the training manual, the resources website, the research review: format, content, accessibility, monitoring, maintenance and updating responsibility?
10. Should the project be continued?
11. What in your experts view should be the scope of a possible next phase?

Guiding questions for focus group discussions and telephone interviews with persons who attended the TOT on C111

1. In what way have you been exposed to the project?
2. With the objective of the project in mind, do you feel that the training you received has helped you in understanding forms of discrimination in employment?
3. Can you use the knowledge in your own work?
4. Can you mention a specific example, in what way you have used the knowledge?
5. In what way will you use the knowledge in your own area of work?
6. Do you have a background in training?
7. Do you have the opportunity to conduct training?
8. Do you feel you have gained enough knowledge and are you confident enough to train others on the subject?
9. What is your evaluation of the TOT you attended?
10. Have you received the training manual; what is your appraisal of the training manual?
11. Do you have enough confidence to apply the modules?
12. Have you been able to practice the module?
13. If yes, with what result?
14. Have you made suggestions to adjust the module?
15. What would support you in your work as trainer?

Guiding questions for second meeting with PM

1. Logframe: what in your view was not appropriate/realistic in the logframe and why? Were activity adjustments made? What activities were not implemented and why? (review activities under output 2.2 in prodoc)
2. Except for financial and HR constraints, were there any other constraining factors affecting your work and the planned outcomes of the project?
3. Monitoring and evaluation: kindly explain what was done in the project on M&E as stated in the prodoc on page 15?
4. Were there any unintended or unexpected positive or negative effects observed as a consequence of interventions? Have you adjusted your strategy to minimize negative effects?
5. How effective was, from your own perspective, your communication and cooperation with national implementing partners; with ILO office Beijing, RO-Bangkok, Subregional Office and the donor?
6. Have you thought of a plan to gradually hand over the means of actions to national partners? How sustainable is the project in terms of capacity and continuity? How did you ensure that interventions will be integrated in the work of the implementing partners?
7. Budget expenditures: is there anything that you wish to highlight with regard to the budget and the expenditures? Have there been any donor conditions governing the use of the budget? Were there constraining factors affecting expenditures?

Guiding questions for second meeting with PM

1. Logframe: what in your view was not appropriate/realistic in the logframe and why? Were activity adjustments made? What activities were not implemented and why? (review activities under output 2.2 in prodoc)
2. Except for financial and HR constraints, were there any other constraining factors affecting your work and the planned outcomes of the project?
3. Monitoring and evaluation: kindly explain what was done in the project on M&E as stated in the prodoc on page 15?
4. Were there any unintended or unexpected positive or negative effects observed as a consequence of interventions? Have you adjusted your strategy to minimize negative effects?
5. How effective was, from your own perspective, your communication and cooperation with national implementing partners; with ILO office, RO, Subregional Office and the donor?
6. Have you thought of a plan to gradually hand over the means of actions to national partners? How sustainable is the project in terms of capacity and continuity? How did you ensure that interventions will be integrated in the work of the implementing partners?
7. Budget expenditures: is there anything that you wish to highlight with regard to the budget and the expenditures? Have there been any donor conditions governing the use of the budget? Were there constraining factors affecting expenditures?