



Final Report

China Decent Work Country Programme Review

DWCP 2013 - 2015

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List of Abbreviations

ACFTU	All-China Federation of Trade Unions
ACT/EMP	Bureau for Employers' Activities (of the ILO)
ACTRAV	Bureau for Workers' Activities (of the ILO)
ACWF	All-China Women's Federation
AIIB	Asian Infrastructure Investment Bank
CB	Collective Bargaining
CBMM	Capacity Building for Migration Management
CEC	China Enterprise Confederation
CEDA	China Enterprise Directors Association
CO	ILO Country Office
CO-Beijing	ILO Country Office for China and Mongolia
CP	Country Programme
CPO	Country Programme Outcomes
CPR	Country Programme Review
DWCP	Decent Work Country Programme
FLARE	Forced Labour Action in the Asian Region
FPRW	Fundamental Principles and Rights at Work
ILO	International Labour Organization
ILS	International Labour Standards
IOM	International Organization for Migration
IR	Industrial Relations
MOHRSS	Ministry of Human Resources and Social Security
MoU	Memorandum of Understanding
PMP	Performance Monitoring Plan
PROPEL	Promoting Rights and Opportunities for People with Disabilities - Equality through Legislation
RB	Regular Budget
RBM	Results-Based Monitoring
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
ROAP	Regional Office for Asia and the Pacific (in Bangkok)
SAWS	State Administration of Work Safety
SCORE	Sustaining Competitive and Responsible Enterprises
SD	Social Dialogue
SPF	<ul style="list-style-type: none"> • Social Protection Floor • Strategic Policy framework (ILO's medium-term planning document)
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
WB	World Bank
WTO	World Trade Organization
XBTC	Extra-Budgetary Technical Cooperation

Executive Summary

Background

This report provides the findings and recommendations of the *Review of the Decent Work Country Programme (DWCP) of China 2013 – 2015* based on the specifications of the ToR (cf. Annex 1). This ToR states that the purpose of the review is to take stock of what has worked and has not worked and to see what needs improving and/or continuing to the next DWCP which is scheduled to begin in 2016, and will run for five years until 2020. The review is based on a desk review, an in-country mission undertaken by the Review team from 20 to 28 September 2015, a stakeholder workshop held on 28 September 2015, and a scoring exercise as laid down in the TOR. The ROAP Monitoring and Evaluation Office in Bangkok coordinated this CPR jointly with the ILO Country Office for China and Mongolia (CO-Beijing). The ILO constituents have been consulted throughout the process, in particular, the Ministry of Human Resources and Social Security (MOHRSS), the All-China Federation of Trade Unions (ACFTU), and the China Enterprise Confederation (CEC), as well as the State Administration of Work Safety (SAWS). The CPR ~~will~~ covered all interventions planned and carried out during the period 2013-2015, taking into account that the priorities remain the same. The main clients of this CPR are the ILO Country Office for China and Mongolia, ROAP and the ILO constituents in China.

Context

China's transition and industrial restructuring has provided challenges as well as opportunities to the ILO in its work in China. Through the bi-annual review meetings within the framework of the MOU with the MOHRSS, and through regular contacts with the tripartite constituents the ILO has been able to monitor the changes and anticipate on them. The decreasing volume of donor funding available for China has made changes necessary within ILO's program and the next DWCP will need to be more strategic. In the past five years, donor funding has been available in particular for such issues as environment, gender, migration and disability, and much less for ILS or social dialogue. This has been in a way positive since industrial relations in China are in an incipient stage with all tripartite constituents being liaised quite closely to the government. By paying attention to other issues ILO has at the same time built relations further with the partners, has undertaken capacity building in various areas, and has been able to make some preparations towards the improvement in the implementation of and reporting on already ratified conventions, and towards the ratification of several other conventions.

Conclusions

The main conclusions of the present China Decent Work Country Programme Review will be presented below according to six Performance Criteria used in this report, plus the progress reported on the seven DWCP Outcomes.

The *Role and Relevance of ILO in China* has been assessed in this report through various criteria. ILO's DWCP 2013-2015 was designed in close cooperation with MOHRSS, and it clearly reflects the MoU between the ILO and MOHRSS, but there is much less evidence of involvement of the other two tripartite partners. The ILO in China developed a systematic program based on three important and relevant priorities. However, the elaboration of outcomes, milestones and targets is not sufficiently flexible and includes too many detailed indicators. The 3 DWCP priorities and 7 outcomes are close to the ILO mandate, and the China DWCP covers no less than 16 out of 19 Global outcomes. The DWCP is closely aligned to the UNDAF 2010-2015, and the ILO is

working with many UN agencies. Overall, other UN agencies and donors clearly acknowledged during the interviews the special niche role ILO is playing in employment issues. The approach in the DWCP is in itself quite realistic and clearly takes into account budgetary realities, but more flexibility in the indicators would have benefited the program, as would have a mid-term review of the DWCP.

The second performance criteria is *Tripartite Participation and Capacity*. A solid mapping has been done of the needs of the Government in particular of MOHRSS, but there is much less evidence of a mapping of the needs of the other two social partners, and both ACFTU and CEC are mentioned rarely in the DWCP document; more regular, joint monitoring with all tripartite constituents is required for the next DWCP. The constituents themselves are quite active in national development planning forums, partly also because of their institutional connection to the government structure.

Ownership is a bit skewed. On the one hand, MOHRSS takes very clear ownership of the ~~bi-annual ILO-MOHRSS~~ MoU on Cooperation, and thus in part, though less explicitly, also of the DWCP since the latter was based on the MoU. However, the trade union (ACFTU) and the employers' organization (CEC) feel a sense of ownership only of those *specific* activities in which they themselves are involved. Capacities of all constituents have improved as a result of capacity building efforts with respect to the increasingly prominent DW agendas pursued by each tripartite organization, ~~although it did not result in an expansion of the size of the units within their organizations dealing with the specific DWCP activities~~. Joint, genuine tripartite partnerships need to be stimulated instead of the current often bilateral ones. The tripartite constituents are all very large organizations with clear links to the provinces and regions (cf. Chapter 2). As such, they clearly have substantial capacities as well as resources, although they are not always able to mobilize those for specific decent work issues.

The *Focus and Coherence of the Programme's Design and Strategies* is established through a large number (eight) of sub-criteria. The design and strategy of the DWCP is in itself coherent with the three country priorities leading to the seven outcomes and several indicators for each. The DWCP fits within ILO's strategic policy framework and it is linked to 16 out of the 19 Global Outcomes of ILO, although resources are thereby spread thinly over many of the global outcomes. The consensus between ILO and the constituents is much more explicit in the case of MOHRSS (cf. MoU), than in the case of the two social partners. The DWCP strategy has been presented in detail with outcomes, indicators, targets and milestones, and the main means of action are included in the SMM/Implementation Plan. Cross-cutting issues receive quite a lot of attention including *specific projects* related to gender, people with disability, HIV/AIDS, environment, child labour and forced labour. On the whole, the current DWCP is coherent and logical by means of the use of the systematically defined planned outcomes and indicators. ILO responds clearly to the recognized needs among constituents through the yearly retreat with all tripartite partners, the bi-annual MOU review with MOHRSS, as well as through the regular contacts of ILO staff with all constituents.

There are efforts to mobilize resources by the ILO Country Office for China and Mongolia (CO-Beijing), but an explicit and consistent resource mobilization strategy has been lacking. As it is now, much of the activities deal with employment, social protection or cross-cutting issues, but much less with issues related to social dialogue and ILS. In other words, tripartism has not been sufficiently and effectively mainstreamed in all aspect of work and CPOs. This was illustrated with

an analysis of the financial data for 2014-2015 when the total budget was US\$ 6.7 million. Just over half of this amount was earmarked for the seven outcomes (54%), and the remainder for regular staff, which of course is also used for all outcomes, as well as for the delivery of the Mongolia DWCP. The large majority of the funding for outcomes (72%) was donor-related (XBTC), which tends to focus more often employment, social protection or cross-cutting issues because of the priorities of individual donors. The overview in Tables 5 and 6 in Chapter 3 indicates that there is a skewed division of resource allocation among the three DWCP priorities, with employment issues (including environment, green jobs, gender, HIV/AIDS, non-discrimination) accounting for the large majority of funding: 77%, while social dialogue and social protection account for only 20% and 3% respectively. In addition, only three out of the 20 specific country programme outcomes (CPOs) account for almost 54% of the total outcome-specific budget, and each combines several topics.

Managing for Results: Outcomes, indicators, targets and milestones are clearly indicated, although targets and milestones are quite detailed and lack flexibility. The SMM/Implementation plan for China's CPOs has been properly developed and is being monitored. There are, however, issues concerning activities being organized or initiated by ILO Geneva and/or Bangkok, but this is an ILO-wide issue. In addition, monitoring would benefit from an annual DWCP review. The capacity building with partners' institutions is kind of an exit strategy facilitating sustainable results (e.g. SCORE and GetAhead), but due to the size of China not all levels can be reached. On the other hand, longer time horizons in engaging the constituents and other partners is equally important, especially due to the scale of China.

The criterion of *Efficiency and Adequacy of Organizational Arrangements* was assessed as moderately satisfactory only. The ability of the DWCP to capture risks effectively with respect to the whole program through framework-wide planning is based on three main areas of identified risks: Firstly, the commitment and level of involvement of constituents varies significantly; Secondly, their capacity is generally substantial but their capacity to apply international labour standards (ILS) and to engage in genuine social/tripartite dialogue needs technical assistance from the ILO; and lastly, resource mobilization leaves somewhat to be desired and is hampered by the lack of technical, in-house presence at CO-Beijing to engage with donors and the constituents. As indicated before, a mid-term review report did not materialize, while this could have been important for intermediate re-orientations. The operation and management set up are in part effective for DWCP implementation, but the linkages between staff responsibilities and DWCP's three priorities and seven outcomes have become less clear to the mission members. The general opinion is that ILO has operated with integrity and fairness. Stakeholders generally appreciate ILO's technical strength, either country-based, or short-term on demand from Bangkok and Geneva. However, these short-term experts are not always available when required, while there is a shortage of permanent, country-based technical experts. Work processes both in CO-Beijing as well as with Bangkok and HQ can be improved, and this should be aligned to the ongoing business process review within the ILO at large. A special problem for China is the slow internet connection to foreign websites and the blockage of Google and social media such as YouTube and Twitter.

With the universal coverage of the Sustainable Development Goals (SDGs), CO-Beijing will need to ~~step up its provide~~ technical support to Hong Kong SAR and Macau SAR, when requested, and intensify its participation in the UN country team mechanisms in China as well as Mongolia. The current capacity in CO-Beijing, covering already two countries, appears inadequate to

respond to demands arising from the evolving programming landscape in China as well as managing programme risks effectively.

The last performance criteria, *Knowledge Management and Sharing*, is also judged as moderately satisfactory. No clear evidence could be found that the DWCP is actually being monitored. Most of the constituents referred to the DWCP document vaguely as internal to the ILO, while reporting has not been systematically undertaken. Constituents and partners have access to ILO websites and generally have expressed appreciation of the project products. Translations of tools and documents in Chinese are often mentioned as important progress and are products in high demand, while the current DWCP is only available in English. The distribution of publications can be more widely undertaken, also to UN organisations, and the visibility of ILO and the awareness of the DWCP itself should be further enhanced. The CO-Beijing has relatively strong cooperation with a large number of national knowledge networks on exchange programs, capacity building, training and ToT. Lastly, HQ Geneva is particularly interested in developments in China because of its global importance, and thus there is a regular link between CO-Beijing and technical units in Geneva (see for example the ILO Global Wage Report).

Taking the six Performance Criteria together, the China DWCP 2013-2015 was rated as a whole as '(Moderately) Satisfactory' with an overall average score of 4.49. Four Performance Criteria were rated 'Satisfactory' having scores between 4.6 and 4.75, while two criteria were rated as 'Moderately Satisfactory' with scores between 4.0 and 4.2. That the overall performance is considered (moderately) satisfactory is definitely commendable in particular considering the enormous size of the country, the sustained transition process including economic restructuring and upgrading, the reduction in the availability of aid funding, and the changing role of China in the world arena enhancing its role as international investor and aid provider. Especially in view of these factors several improvements are required, in particular in the areas of the flexibility of the DWCP, the coordinated involvement of the tripartite constituents, and the sharing of knowledge.

Regarding the *Progress on the Seven DWCP Outcomes*, the overall scores analysed in Chapter 4, indicate that the performance of the China DWCP was moderately satisfactory to satisfactory (with an average of 4.5). Out of the seven outcomes, three were clearly "Satisfactory", while three other outcomes were "Moderately Satisfactory", and the seventh outcome scored in the middle. Looking at the five performance factors (A through E), one can conclude that Resource Adequacy (A) rated the lowest with 4.1, which is not surprising considering the fact that the availability of aid funding has been decreasing in recent years as China has joined the ranks of the middle-income countries. Factor E, Measure to response to the emerging risks and opportunities, is the second lowest, and here a contributing factor was that ILO did not have a kind of systematic risk register, but mostly dealt with arising risks and opportunities in an ad hoc manner. The delivery of outputs (B) and the use of outputs by partners/target groups (C) received the highest ratings around 4.7 and 4.8. In terms of the three DWCP Priorities, Employment and Social Protection were rated almost the same at 4.5 and 4.45 respectively, while Social Dialogue's rating was the highest (4.7).

In more qualitative terms, one can conclude that overall the ILO has been doing mainly the right things considering the circumstances of transition, industrial upgrading and incipient industrial relations prevailing in China at the time of the design of the DWCP. On the whole, we have seen in the above that the issues taken up are a bit fragmented with no less than 20 CPOs and with only three CPOs accounting for just over half of the budget for 2014-15 (i.e. 54%). In addition,

certain issues, i.e. ILS and social dialogue (including industrial relations and collective bargaining,) received a relatively small share of the resources, which was partly determined by the more widely available donor funding for such issues as employment, social protection and cross-cutting issues. Lastly, there was at times some overlap in topics among the Seven Outcomes, for example HIV issues figured in both Outcomes 1.3 and 3.2, and Environment/green economy doubled in outcomes 1.1 and 1.2. In some other cases there was also overlap but this could be attributed to the specific (cross-cutting) nature of the topics at hand, for example gender, equality and youth issues.

In terms of resources, the CO-Beijing has been assessed as requiring additional in-house technical expertise. At the same time, it was established that in 2014-15 quite a large number of expert missions either were expected to, or have actually been supporting ILO's activities in China (as indicated in Section 4.1 the actual inputs could not be separated from the expected ones): according to the CPO write-ups, this applies to a total of 48 missions of on average 1 to 3 months in particular from the ILO regional office in Bangkok and HQ in Geneva. This seems by all means quite a large number. One must not forget that this also requires substantive inputs from the regular CO-Beijing staff for coordinating and arranging for the missions. Therefore, the cost effectiveness and efficiency of having in-house experts versus short-term technical inputs from outside through expert missions needs to be investigated further.

Recommendations

The recommendations of the current Country Program Review are discussed in detail in Sections 5.2 and 5.3, and can be summarized as follows:

- 1) **Continue the alignment with** the Government's 13th Five-Year Plan and with UNDAF, as well as the cooperation with MOHRSS through the bi-annual MoU meetings. Since many issues in China go beyond the tripartite partnership, other concerned partners need to be engaged in a coordinated way. In other words, expand the partnership beyond the tripartite.
- 2) **Strengthen the joint partnership and ownership among ILO's Tripartite Constituents, and strengthen the linkages between the constituents**, for example by organizing six-monthly, or at least annual, tripartite review meetings on implementation and monitoring of DWCP.
- 3) **Take more explicitly into consideration the priorities and/or strategic plans of the ILO social partners** in the design of the next DWCP.
- 4) **Identify the DWCP outcomes, indicators targets and milestones but maintain a certain degree of flexibility in the design of the DWCP and make it more strategic**, especially given the continuing economic structural transition in China, and given the fact that China is no longer only a recipient of aid but also a provider of global investments and aid, cf. for example the substantial pledges made by President Xi at the SDG Conference in New York in September 2015, and the leading role China is taking in the establishment of the Asian Infrastructure Investment Bank (AIIB). This global engagement of China itself needs support, for example in understanding and meeting expectations concerning labour standards abroad. The DWCP should consider to include *qualitative* indicators.
- 5) **Align DWCP outcomes and CPOs in SMM/Implementation plan, and introduce an annual review for the DWCP Outcomes**. Regular progress monitoring, with the support of the constituents, would facilitate discussions of risks and opportunities as they emerge. The outcome-based work planning through internal SMM/IP CPOs has been in some ways a risk mitigation practice. In view of the prolonged structural transformation of China and the sheer size of the country, exit strategies will require a longer time horizon than usual.

- 6) **Develop a more systematic and coherent resource mobilisation strategy**, which should include and exploration of ILO's RBSA allocation for Middle-income countries as these countries have difficulty accessing donor funding, and an exploration of cost-sharing with tripartite and other partners.
- 7) **Streamline work processes both in CO-Beijing as well as with Bangkok and HQ**, such as operationalising results-based management, and aligning financial data to the CPOs and DWCP outcomes. Align with the review by HQ of business processes.
- 8) **Increase visibility of ILO and enhance distribution of outputs** through several activities to be initiated by the CO-Beijing, including the translation of the new DWCP in the Chinese language, the design of a communication & media strategy to enhance visibility of ILO (including an ILO Quarterly Newsletter and the distribution of materials, for example to other UN agencies), the establishment of a Knowledge Management Strategy, incl. identifying good practices/lessons learned and sharing knowledge.
- 9) **Streamline the issues taken up in the outcomes, reduce fragmentation of topics, and increase the (relative) number of activities which deal squarely with ILS**, labour market governance, industrial relations, social dialogue and collective bargaining. Make sure there is no overlap of topics between the various outcomes.
- 10) **Increase the internal capacity of CO-Beijing**, especially given the opportunities and challenges indicated and the increasing importance of China's global role, as well as the additional efforts required to support achievements of SDGs in China and Mongolia, and in SAR Hong Kong and SAR Macau. Funding could either come from a HQ allocation to increase the budget for regular staff budget, or could (partly) come from a re-allocation for the budget for short-term missions from ILO Bangkok and Geneva. Therefore, it is also recommended to **investigate the effectiveness and efficiency of the relatively large number of short-term missions used in 2014-15 and compare that with an increase in the in-house expertise**.
- 11) **Make the work on Fundamental Principles and Rights at Work (FPRW) and International Labour Standards (ILS) more visible in the new DWCP by adding a fourth priority to the three original MOU priorities, and add it to the new DWCP**. FPRW and ILS were present in the previous DWCP, but not as a separate priority. China is resuming its interest in ratification of ILS while the ILO is placing stronger emphasis on ILS to support the strengthening of labour market institutions. Thus, FPRW and ILS will clearly have an important role to play in the coming years.
- 12) **Explore South-South and Trilateral Cooperation, and learn the lessons from the two ongoing South-South Cooperation project with MOHRSS and ACFTU**. Increasingly, and commensurate to its economic status and position in the world, China has obtained a bigger stake in policy-making at the multilateral level and to use multilateral fora as platform to share its development experience with other countries.

1 Introduction and Methodology

1.1 Objective and Scope

This report provides the findings and recommendations of the Review of the Decent Work Country Programme (DWCP) of China 2013 – 2015 based on the specifications of the ToR (cf. Annex 1). This ToR states that the purpose of the review is to take stock of what has worked and has not worked and to see what needs improving and/or continuing to the next DWCP which is scheduled to begin in 2016, and will run for five years until 2020.

The scope of the Review of the DWCP has two main components:

- The first component involves a review of the appropriateness and adequacy of the programme design, outreach/partnership and implementation performance of DWCP.
- The second component is an operational assessment of the progress being made on tangible outcomes directly resulting from ILO contributions in DWCP.

In summary, the scope of the work included:

1. Review of the appropriateness and adequacy of the design of China DWCP vis-à-vis national development challenges and priorities, One UN, MDGs and ILO priorities.
2. Examination of the usefulness of the strategies, partnerships and challenges or constraints, and the practical application of gender mainstreaming, and attention to vulnerable target groups.
3. Assessment of how the DWCP has adapted/adjusted its strategies to the changing situation and needs on the ground.
4. Analysis of DWCP implementation:
 - a. Examination of the effectiveness of DWCP (progress made towards outputs and outcomes - achievement of planned results), its organizational arrangements (managerial, administrative and business processes) and the availability of resources in delivering results.
 - b. Examination of the efficiency of programme implementation (time and cost).
 - c. Examination of the sustainability with particular attention to capacity/institutional development and the creation of enabling environment (changes in laws, policies and behaviours).
 - d. Identification of key success factors and constraints encountered (internal and external).
 - e. Examination of knowledge management and communication strategies (internal and external) and the use of knowledge and the incorporation of M&E information into the knowledge base.
5. Assessment of any possible impact, identify good practices, and lessons learnt towards the achievement of the DWCP
6. Identification of business models operationalized within ILO programmes in China and in other UN agencies with a view to recommend optional business models for future adoption, considering the status of China as middle income countries, limitations of resources within ILO Beijing, and the importance of joint programmes within the UN and between ILO and government offices and other entities in China.

The CPR will cover all interventions planned and carried out during the period 2013-2015, taking into account that the priorities remain the same.

The main clients of this CPR are the ILO Country Office for China and Mongolia, ROAP and the ILO constituents in China.

1.2 Methodology and Limitations

The review exercise was a participatory assessment of the implementation of the DWCP. The **methodology** comprised the following:

- 1) An extensive desk review of relevant documentation.
- 2) An in-country mission of the CPR team from 20 to 28 September 2015 for information gathering, including a series of meetings/interviews between the CPR team and the Government, workers' and employers' organizations, other UN agencies, major donors and other relevant national partners as appropriate (e.g. academia).
- 3) A stakeholder workshop was held on 28 September 2015 as a platform for relevant internal and external colleagues to discuss the preliminary findings of the CPR presented by means of a PowerPoint. The tripartite constituents were consulted throughout the process and were provided the chance to provide inputs to the draft TOR and the draft report.
- 4) A rating was undertaken by the review team to each of the seven criteria identified in the ToR in Section 5 (Review Questions 5.1 – 5.7, cf. Annex 1), **in two different procedures**:

Procedure 1:

For Criteria 5.1 through 5.6 a series of Review Questions are formulated in the ToR and these are reproduced here in Annex 4. The scoring itself is as per the suggested scale in Annex 3 of the ToR, as follows:

1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

Procedure 2:

Criteria 5.7 concerns the progress made on *tangible outcomes*, and the rating will use the 'Performance Areas' provided in the ToR's Annex 2, namely:

- A. Resource adequacy,
- B. Delivery of outputs,
- C. Use of outputs,
- D. Progress made against outcomes indicators and milestone, and
- E. Measure to response to the emerging risks and the opportunities.

The rating itself will be done on the basis of the format provided in the Table in the second part of ToR's Annex 3 (p. 9). This Table is reproduced here in Annex 5. Each of the **seven Country Programme Outcomes** (CPO's or 'outcomes') for China's DWCP identified in Section 1.1 will be rated individually.

- 5) The writing of a Draft review report, and of a Final report incorporating inputs from key stakeholders on the draft report.

One **limitation** needs to be mentioned here. Relatively limited time has been made available to the CPR to consult stakeholders, to conduct a field trip and to prepare the PowerPoint including the main, preliminary findings presented at the Stakeholders Workshop. The mission is from Monday 21 to Monday 28 September (effectively 6 working days). Therefore, the Team Leader requested to postpone the workshop, scheduled for Monday morning 28 September, with one or two days, but this was understandably not possible for the main stakeholders because of the nearness to the important National Day celebrations which start on Thursday 1 October 2015. As a result it was decided to cancel any field trip(s). It needs to be underlined, however, that the same limitation was already noted during the DWCP Nepal in 2012, while for the China CPR there was now even less time available for a larger country programme.

1.3 Management Arrangements

The ROAP Monitoring and Evaluation Officer coordinated this CPR jointly with the ILO Country Office for China and Mongolia (CO-Beijing) including developing this TOR, participating in the review mission and reviewing the CPR report (see further the ToR in Annex 1).

ILO constituents have been consulted throughout the process, in particular:

- Ministry of Human Resources and Social Security (MOHRSS).
- All-China Federation of Trade Unions (ACFTU).
- China Enterprise Confederation (CEC).
- State Administration of Work Safety (SAWS).

A number of other key partners have been consulted and these are included in Annexes 2 and 3.

The core CPR team consisted of an international consultant, Mr. Theo van der Loop (Team leader), and a national consultant, Mr. Jiyuan Wang. The ILO Monitoring and Evaluation Officer from ROAP, Ms. Pamornrat Pringsulaka, provided overall oversight.

1.4 Work Plan and Key Deliverables

Dates	Activities	Description
14-18 September 2015	Preparation in Home Base	<ul style="list-style-type: none"> • Desk review of documents (cf. Annex 7) • Write Inception Report. • Skype calls with ROAP Bangkok. • Support the development by CO-Beijing of the Itinerary for the field mission to China jointly with ROAP Bangkok. • Organize flight tickets, visa and hotels with support from CO-Beijing and ROAP Bangkok.
19-20 September 2015	Travel	Flight to Beijing.
20-28 September 2015	Mission to China	The programme of the visit to China including a listing of key stakeholders to be interviewed can be found in Annex 2.
26-27 September 2015	Write Preliminary findings report/ PowerPoint	Prepare a preliminary findings report/PowerPoint and present the preliminary findings and recommendations at a stakeholders workshop
28 September 2015	Workshop	Stakeholders' Validation Workshop on 28 September 2015. The provisional agenda and the list of participants is attached as Annex 3.
29 September 2015	Travel	Flight from Beijing to Home-base.
6 November 2015	Draft Report	Draft report submitted to ILO ROAP in Bangkok, which will be disseminated to relevant stakeholders.

1.5 Report layout

The remainder of this report will start with the Country Context of China, and in particular its main opportunities and challenges. Chapter 2 also discusses the two main agreements between the ILO and China, i.e. the Memorandum of Understanding (MoU) for Cooperation between ILO and MOHRSS, and the ILO Decent Work Country Programme (China 2013 – 2015). In Chapter 3 the findings on the adequacy and appropriateness of the design, outreach and implementation of the ILO interventions in China will be analysed according to six evaluation criteria, including a scoring exercise for each of these criteria. In Chapter 4 an assessment of the progress made towards the seven identified DWCP Outcomes will be undertaken, including a scoring exercise on selected performance factors. Chapter 5 provides an overview of the main conclusions as well as the recommendations concerning the six Evaluation Criteria, the DWCP Outcomes, and Possible Future Directions of the new DWCP for China.

2 Country Context: China

2.1 Overview

China's Evolving Role on the World stage

China is a middle-income country with the largest population in the world currently at about 1.4 billion people. Therefore, China's economic slowdown, accompanied by the recent currency depreciation and the plunging stock market, has caused real panic globally. At the same time, China is still projected to grow at a rapid 7 percent, from an average rate of 10 percent a year over the past decade, providing strong resilience during the 2008 financial crisis. China also continues to share its successful growth story with the rest of the world (UNDP 2015b).

Chinese President Xi Jinping paid his first official visit to the UN Headquarters in New York on 26-28 September 2015 where he attended a series of events, marking the 70th anniversary of the UN. During this visit, President Xi made a number of quite substantial pledges to promote international development cooperation (see Box on the right) and put great emphasis on the importance of "win-win cooperation" (cf. UNDP 2015b).

Within this dynamic context of transition within China as well as between China and the rest of the world, it is quite timely that ILO's current DWCP is coming to a close, and based on the lessons learned, can design a new five-year country program, taking into account China's new role at the world stage as a provider of investment and development aid, which was highlighted by the pledges of the Government of China at the UN Headquarters in New York recently.

Highlights of China's commitments

- Initial US\$2 billion aid fund for South-South cooperation and US\$1 billion China-UN Peace and Development Fund
- US\$2 million to WHO and US\$10 million to UN Women
- 120,000 training opportunities for professional technicians; 150,000 scholarships; 100,000 skills training programmes for women from other developing countries
- Establish a South-South Cooperation and Development Academy and an International Development Knowledge Center
- US\$ 100 million of military assistance to the African Union; set up a standby peacekeeping force of 8,000 troops; train 2,000 foreign peacekeepers
- Investment to LDCs to reach US\$12 billion by 2030
- The "Six 100s" initiative (100 poverty reduction projects, 100 agricultural cooperation projects, 100 hospitals and clinics, 100 schools and vocational training centers, 100 environmental protection and climate change projects and 100 trade promotion projects)

Socio-economic context

At the end of 2012, China had a total economically active population of over 785 million with a labour force participation rate of 88% for men and 79% for women. Some other relevant statistics are as follows (cf. ILO 2013 based on China National Bureau of Statistics data):

- China's urban population accounts for 53 percent of the country's total population.
- The registered urban unemployment rate was 4.1 percent.
- The total number of internal migrant workers stands at 262 million including those who obtain employment outside their villages and towns for more than six months in the year

and those who do non-agricultural work in their villages and towns for more than six months in the year.

- 71.1% of women aged 18-64 are employed. The employment rate for women in urban areas was 60.8% and in rural areas 82.0%. The proportion of employed women in the primary, secondary and tertiary industry is respectively 45.3%, 14.5% and 40.2%. The average annual income of women labourers is equal to 67.3% of that of men in urban areas and 56.0% of that of men in rural areas.

The MDG Progress report (UNDP 2015c) indicates that China has attached great importance to implementing the Millennium Development Goals (MDGs). Over the past 15 years, with the consistent efforts of the Chinese government, wide participation of the entire society across the board, and strong support of the international community, China has made notable progress in many areas such as eliminating poverty and hunger, achieving universal primary education, providing universal health care including ensuring healthcare for women and children, disease control and prevention, environmental protection, and implementing the MDGs. As a responsible major developing country, over the past 15 years, China has also offered support and help to other developing countries for their achievement of MDGs.

Challenges related to DWCP

- The sheer size of the country, and the diversity between regions, combined with its rapid pace of development. To provide an idea of the complexity of the regional administrative divisions, reference is made to Table 1 below.
- More than 70 million people in China are still living in poverty.
- Unequal access to work remains on the basis of gender, health, age, disability and the *hukou* system; the latter is a household registration system designed to limit migration by the large rural population to the cities in order to ensure stability, but it had detrimental effects on the wellbeing of migrants.
- Limited availability of resources especially from bilateral donors.
- The mandate of ILO is spread over different government agencies: MOHRSS as the official partner, SAWS for work safety, Ministry of Industry and Information Technology (MIIT) on SMEs, Ministry of Public Security for labour migration and trafficking, ACWF for women, All China Youth League for youth, etc. This mandate is also spread over the social partners, ACFTU and CEC, but the mission was not able to collect much conclusive evidence of coordination between these agencies despite some of the issues (e.g. gender) being clearly cross-cutting. Other UN Organizations have other partners, for example UNDP's official partner is China's Ministry of Commerce (MOFCOM).
- In the last decade China has witnessed a quantitative expansion of union membership and collective bargaining coverage. China now needs not only to enhance this expansion, but at the same time to improve the quality and process of collective bargaining – particularly wage negotiation – at the enterprise and sectoral levels with a view to ensuring equitable growth and harmonious industrial relations. This requires the modernization of the national legal framework for the promotion of collective bargaining at various levels and also a mechanism to assist the social partners in resolving their interest disputes in a fair and expedient manner. At the same time, capacity of wage negotiation of workers' and employers' organizations needs to be further enhanced.
- At a global level, it is firmly expected that ILO's Eight Fundamental Conventions will be ratified by all member states, but there is limited progress in the 4 remaining ones.

- Logistical challenges, such as the relatively limited access to internet resources in particular foreign websites (e.g. YouTube), and the linguistic barrier: most if not all of the knowledge from abroad is not readily available in Chinese, and now there is the additional factor of interpreting the Chinese experience for a global audience both in substance and in expression. In addition, there is the limited size of the country office in Beijing, while the ILO delivery model is in part also considered as a logistical challenge, i.e. with specialist resource pools available remotely, i.e. in Bangkok and Geneva.

Table 1: Administrative Divisions of China.

Administrative divisions	Status	No.	Details
First level	Constitutional	34	23 Provinces, 5 Autonomous Regions, 4 Municipalities, and 2 Special Administrative Regions.
Prefectural level	De facto level	333	291 Cities, 10 Prefectures, 30 Autonomous Prefectures and 2 Leagues.
County level	Constitutional	1,425	Various Counties, Districts, Cities, Autonomous Counties and Banners.
Township level	Constitutional	40,381	Towns, Townships, Sub-districts, Ethnic Townships and Sumu.

Source: NBS: China Statistical Yearbook, 2014.

Opportunities related to DWCP

- China's economic growth and economic transformation offer many opportunities, esp. related to labour market institutions.
- The SDG's will be adopted soon and there is one dedicated SDG on 'Decent Work for All' (No. 8), and many other targets also concern the mandate of the ILO.
- South-South and Trilateral, Cooperation offer different opportunities incl. Investment of China abroad, e.g. in Africa.
- Work safety is highly prioritized by the government after recent severe incidents with many casualties.
- Mass entrepreneurship is a national drive, including SMEs; as long as it does not lead to a promotion of the informal economy, it could help smoothen the transition from school to work for a part of the 7 million people graduating from College every year.
- Labour issues are prominent in national policy discourse, such as effective management, rising wages, increasing disputes, etc.
- The construction of a universal social security system in China in line with international standards is an opportunity not just for the purpose of receiving assistance, but also for the purpose of extending South-South cooperation.

Increasing Global Cooperation: The Example of China – UNDP Cooperation

In 2010, through the signing of a Memorandum of Understanding (MoU), China and UNDP signed a new partnership agreement to enhance collaboration in global development issues (UNDP 2015a). Since then, UNDP has provided support related to China's global cooperation in five focus areas: China's South-South Dialogue and Foreign Aid Work; Trilateral Cooperation; Sustainable Businesses Abroad; Global and Regional Cooperation; and Climate Change. Concerning the first focus area, China's engagement on global development debates and influence in international development has increased over the past years, especially with regards to South-South cooperation. For example, according to the 2nd White Paper on China's Foreign Aid, for the period 2010-2012, China provided a total of US \$14.41 billion in grants, interest-free

and concessional loans, of which 51.8 percent went to Africa and 30.5 percent went to Asia. Overall, 52.1 percent went to least developed countries (LDCs). In addition, China's remarkable rapid transformation from a low-income country to a middle-income country and its experience in lifting hundreds of millions of people out of poverty offer some major relevant lessons to other developing countries. The second focus area, trilateral cooperation, is an important emerging new modality for delivering development cooperation, whereby UNDP China believes its main aim is to improve the effectiveness of all the partners involved in delivering development solutions. It is a means to an end – rather than an end in itself.¹

ILO Commitment in the UNDAF

The purpose of the United Nations Development Assistance Framework (UNDAF) China 2016-2020 is to articulate the high level priorities of the UN system in China in support of China's development goals. Following a consultative process to align national development priorities with areas where the UN holds a comparative advantage, and in anticipation of the emerging post-2015 international development agenda, three priority areas were selected:

- 1) Poverty Reduction and Equitable Development,
- 2) Improved and Sustainable Environment, and
- 3) Enhanced Global Engagement.

The implementation of the UNDAF will be significantly influenced by the substantial social and demographic shifts taking place in China; an aging population, rapid urbanization and related mass migration. These shifts will impact all three areas and will fundamentally affect the way China implements reform (UNDAF 2015).

2.2 Priorities of Tripartite Partners

Government of China

With a view to transforming the pattern of economic development, the priorities of the current, i.e. the 12th, Five Year Plan (2011-2015) for National Economic and Social Development of the People's Republic of China are to deepen reform and opening up; promote the simultaneous development of industrialization, urbanization and the modernization of agriculture; ensure and improve the people's wellbeing; consolidate and expand on efforts to respond to the impact of the global financial crisis; promote long-term, steady and rapid economic development and social harmony and stability; and lay a solid foundation for building a moderately prosperous society in all respects (People's Republic of China 2011, and ILO 2013). The 13th Five year Plan 2016-2020 is currently in the final stages of development and the precise priorities are not yet known.

According to the 12th Five Year Plan, the people's wellbeing will be comprehensively improved. The foremost objective of economic and social development is to implement more proactive employment policies, increase employment, and create equitable job opportunities for the entire workforce. The income distribution system will be improved and people's incomes will increase in parallel with economic development. The proportion of national income distributed to individuals will be raised, increasing the proportion of wages in the primary distribution of income, and making the pattern of income distribution more reasonable. The *social security system* will be improved,

¹ UNDP and China engaged in the first trilateral cooperation project with Cambodia in 2011. During 2014, UNDP and China made significant progress in ongoing trilateral projects with Cambodia as well as with Bangladesh and Nepal, but also on formulating new projects in four countries - Ghana, Zambia, Burundi and Malawi. In 2014, for example, China's Ministry of Commerce (MOFCOM) contributed US \$1 million for trilateral cooperation with UNDP, and the Government of Denmark contributed US \$5.2 million for the trilateral projects in Ghana and Zambia. More information, also on the other focus areas, can be found in UNDP 2015a, and the most recent developments are included in the just published Quarterly Newsletter (UNDP 2015b).

and social security benefits raised. The basic pension insurance and basic medical insurance systems will be extended to cover all urban and rural residents. Participation in the basic medical insurance system for working and non-working urban residents and the new rural cooperative medical care system will increase and stabilize. Efforts will be made to forge harmonious labour relations, protect workers' rights and interests, promote the increase of workers' wages and welfare and improve working conditions.

The Government of China has ratified 26 ILO Conventions, of which 4 out of 8 Fundamental ones, 2 out of 4 Governance Conventions (see Table 2), as well as 20 out of 177 Technical Conventions. A majority was ratified a long time ago in the period 1930-1947 (14 Conventions), while 11 were ratified between 1988 and 2007. After an eight year interval, the ratification of the Maritime Labour Convention (MLC) in August 2015 can be considered as a major landmark. It is interesting to note that for the Special Administrative Regions of China-Hong Kong and China-Macau, respectively 6 and 8 (out of 8) Fundamental Conventions have been '*notified*'.²

Table 2: List of Ratifications of Fundamental and Governance Conventions by China.

Convention	Convention Title	Ratified on
Fundamental:		
C100	Equal Remuneration Convention, 1951	02 Nov 1990
C111	Discrimination (Employment and Occupation) Convention, 1958	12 Jan 2006
C138	Minimum Age Convention, 1973	28 Apr 1999
C182	Worst Forms of Child Labour Convention, 1999	08 Aug 2002
Governance (Priority)		
C122	Employment Policy Convention, 1964	17 Dec 1997
C144	Tripartite Consultation (International Labour Standards) Convention, 1976	02 Nov 1990

SOURCE: http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103404

Although some efforts were undertaken, for example targeted dialogues concerning forced labour (under Convention 29), until now there has not been much progress with the actual ratifications of the last four fundamental conventions. These four conventions are:

Fundamental Conventions not yet ratified by the Government of China:	
29	Forced Labour Convention, 1930
87	Freedom of Association and Protection of the Right to Organise Convention, 1948
98	Right to Organise and Collective Bargaining Convention, 1949
105	Abolition of Forced Labor Convention, 1957

The official government partner of the ILO is the **Ministry of Human Resources and Social Security (MOHRSS)** of the People's Republic of China, which is a ministry under the State Council. It was created in 2008 by merging the Ministry of Personnel and Ministry of Labor and Social Security, following a decision announced at the National People's Congress. MOHRSS is responsible for national labor policy standards, regulations - and managing the national social security system. It is thus responsible for labor force management, labor relations, social insurance management and legal issues on labor. MOHRSS is also responsible for managing the employment market in China and, together with other government agencies, provides assistance to labor-intensive industries and enterprises with the aim of creating more employment opportunities (see also MOHRSS Website, cf. Annex 7).

² See for Hong Kong: http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103578, and for Macau: http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103582

MoHRSS had designed its 12th Five year Plan on the basis of the national plan discussed above, and identified the following main targets (cf. MoHRSS 2011):

- 1) Realize full employment.
- 2) Realize social insurance for all.
- 3) Produce large highly-qualified personnel.
- 4) Deepen the reform of personnel system.
- 5) Form a rational and orderly pattern for wage income distribution.
- 6) Labor relations will become more harmonious and stable.
- 7) Visibly boost public service capacity.

MOHRSS and ILO have signed a unique, bilateral **Memorandum of Understanding (MoU)** for Cooperation in May 2001 (see ILO and MOHRSS 2015). In June 2015 the 8th bi-annual Joint Review Meeting was held in Geneva. This MoU is an important instrument guiding mutual cooperation. It defines the priority areas for mutual cooperation in line with the four strategic objectives of decent work and is fundamental for the decent work country program. It also helps to promote implementation of priority policies in China by strengthening mutual exchange and cooperation.

The Background Report (i.e. ILO and MOHRSS 2015) summarizes significant developments with regard to employment, social security and labour relations in China and China's policy achievements, challenges and futures areas of priorities. It also identifies 'Areas of Critical Results' i.e. key areas of impact that have benefited from MOHRSS-ILO cooperation, and describes the activities jointly undertaken by MOHRSS and ILO within the context of the China Decent Work Country Programme. It also includes selected activities undertaken with the social partners and with other government agencies that are pertinent to MOHRSS work and may inform future cooperation. Lastly, it identifies 'Areas of Future Cooperation' outlining MOHRSS's priorities areas of work in 2015 and the ILO's proposed areas and modalities of cooperation.

Currently an updated MoU is being jointly designed taking into account changes in the world of work and China's emergence as a major world economic power. Other issues which are being taken into account are the alignment to the new SDGs, the official recognition in 2015 by the Government of China to identify *Tripartism* as a key coordinating mechanism in strengthening and innovating social management, the joint cooperation in the G20, and the emergence of China as ILO's South-South cooperation partner. Therefore, a revised '**Strategic Partnership**' between MOHRSS and ILO is required, aiming to achieve the following four objectives and priorities:

- I. International Labour Standards and the Promotion of Fundamental Principles and Rights at Work,
- II. Quantity and Quality of Employment,
- III. Social Protection, and
- IV. Social Dialogue.

The MoU is an important instrument for cooperation between MOHRSS and ILO, but in view of its bilateral nature it will be investigated in how far it has come at the cost of genuine tripartite cooperation between government, employers and trade union.

Trade Union: ACFTU

The All-China Federation of Trade Unions (ACFTU) was founded on May 1, 1925. It is a mass organization formed by the Chinese working class on a voluntary basis. The head office of the ACFTU is in Beijing, and there are 31 provincial trade union federations, 10 national industrial unions and 1.3 million grassroots trade union organizations affiliated to the ACFTU. The

membership of the ACFTU totals **290 million** in 2014, which, if we were to talk about populations, would be the fourth largest country in the world just before Indonesia with 255 million inhabitants. Updated figures could not be acquired, but according to the ACFTU website the percentage of women in 2007 was 36.4% of the total number of union members, and the percentage of migrant workers was 24.1% of the total (cf. ACFTU Website, included in Annex 7).

While protecting the overall interests of the whole population, the ACFTU seeks to better voice workers' concerns, protect workers' specific interests, fulfil their social functions of protection, construction, participation and education in an all-round way, give prominence to the protective function of trade unions, and unite with and mobilize the broad masses of workers to strive for the realization of the country's socialist modernization.

The ACFTU attaches special importance to developing **international** exchange and cooperation and pursue the principle of independence, mutual respect, seeking common ground despite differences, strengthening cooperation and promoting friendship. So far, the ACFTU has established friendly relations with more than 400 national trade union centers and in more than 150 countries and regions as well as with international and regional trade union organizations and actively participate in ILO activities (cf. ACFTU Website).

Employers Organisations

The International Organisation of Employers (IOE) usually determines which national employers' organisations will be the official partner for the ILO in a given country, and in China the China Enterprise Confederation/China Enterprise Directors Association (CEC/CEDA) was selected. CEC/CEDA (or CEC for short) was founded in March 1979, and has developed during the time of China's reform and opening up. It is a national, social, and economic organization functioning as *a bridge and link* between the government and enterprises. CEC has about 4,000 'direct members', which include most of the top 500 enterprises in China including many State-Owned Enterprises (SOE). In addition, it has about 545,000 'indirect' member companies covering various industrial sectors in almost all of the provinces, cities and autonomous regions throughout the country (including Hong Kong and Macau).

As an economic organization with membership consisting of enterprises, entrepreneurs and business associations, CEC assist them in making their voices heard in the development of economic, business and labor-related laws to support the creation of regulations and policies that will enable a favourable business environment. CEC advocates that enterprises value business integrity, energy saving and environmental protection, and corporate social responsibility. It also promotes the development of harmonious industrial relations and leads enterprises to protect the legal rights and interests of employees.

CEC is an active participant in multilateral international cooperation such as the UN Global Compact, the ILO, the IOE, the Asian Business Summit, and others. CEC's collaboration with economic organizations and employers' organizations in many countries aims to promote business cooperation, to assist in developing foreign business in China, and to aid Chinese businesses who are seeking success in their global plans.

CEC is not the only employers' organisation in China. The 'China Industry and Commerce Federation' is another one catering mainly for the interests of private companies, but which also

has a link to the government. In addition, there are Chambers of Commerce, which are associated to the Ministry of Commerce, and their main task includes trade promotion.

2.3 The ILO Decent Work Country Programme: China 2013 – 2015

The Decent Work Country Programme (DWCP) is the main platform for delivery of ILO support to countries. The current DWCP for China for the period of 2013-2015 was developed by the CO-Beijing and endorsed by the national tripartite constituents (Government, Workers and Employers), and was approved by the ILO Regional Director in June 2013 (cf. ToR in Annex 1). It was built on the basis of lessons learnt from the former DWCP (2006-2010 and onwards) and is also aligned with the final three years of implementation of China's 12th Five Year Plan (2011-2015). While being coherent to the UNDAF 2010-2015 and the National Development Plan, ILO continues to work closely with the Chinese tripartite constituents to promote sustainable socio-economic development and to ensure wellbeing of the people.

The DWCP (2013-15) was based on **three priorities** identified by the tripartite constituents:

1. Promoting the national strategy of giving priority to employment to achieve the objective of full employment;
2. Strengthening social dialogue, the legal framework and enforcement of labour law to promote harmonious labour relations, equity and fairness;
3. Enhancing social protection through the improvement of the social security system and promotion of safe work.

Under each of these priorities several **Country Programme Outcomes** (in total seven outcomes) for China's DWCP have been identified as follows:

Outcome 1.1:	Labour and employment policies are integrated with other macroeconomic policies affecting the quantity and quality of employment.
Outcome 1.2:	Effective policies, strategies and programmes in place toward developing a skilled workforce, improving the employability of workers and the competitiveness and sustainability of enterprises in transition to a green economy.
Outcome 1.3:	Equal opportunity and treatment in employment and occupation strengthened and protection for vulnerable groups extended.
Outcome 2.1:	Tripartite constituents' capacity to promote social dialogue and respect for labour standards strengthened.
Outcome 2.2:	Policies reducing income disparities designed and implemented to benefit all workers.
Outcome 3.1:	Social security system improved to reach the goal of basic benefits for all.
Outcome 3.2:	A preventive safety and health culture and a system approach promoted at both national and enterprise level.

For each of these seven outcomes, the DWCP document identifies the strategy and a few outcome indicators. In its turn, for each of these indicators the document identifies systematically but quite detailed targets, baselines and milestones.

Under these 7 programme outcomes, the SMM/Implementation Plan 2014-15 had identified a total of **20 tangible outcomes** (i.e. CHN153 to CHN903) indicated in Table 3 below. Further details are included in Annex 1 (ToR) and in Annex 6.

Table 3: Relations between the DWCP priorities, outcomes and tangible outcomes.

DWCP Priorities	DWCP Outcome	Tangible Outcomes	Tangible Outcomes in SMM/Implementation Plan (2014-15)
1. Employment	Outcome 1.1	CHN 251	Employment quality for men and women enhanced while green jobs promoted
	Outcome 1.2	CHN253	Sustainable enterprises create productive and decent jobs in the transition to a greener economy
		CHN254	Promotion of Decent Work a sector specific approach for economic sectors
		CHN255	Integration of green jobs skills development into sector and national development strategies
	Outcome 1.3	CHN178	Strengthen capacity of healthcare workers to manage blood born pathogens and reduce HIV related discrimination in employment and medical treatment
		CHN252	Skills development increases employability of workers
		CHN256	Youth employment promoted with a focus on addressing employment challenges of university graduates
		CHN902	Strengthened national institutions and capacity to prevent, eliminate and remedy forced labour
		CHN903	Enhanced commitments for non-discrimination through equal employment opportunities policies and practices
2. Social Dialogue	Outcome 2.1	CHN153	Wage policy implementation framework improved in full interaction with wage negotiation, to contribute to national income distribution reform
		CHN154	Capacity of labour inspectorates enhanced through the development of a national training programme for labour inspectors
		CHN156	Promotion of improved collective bargaining, dialogue, and dispute resolution mechanism and practices for harmonious industrial relations, equity and inclusive growth
		CHN801	Strengthened institutional capacity of employers' organisations
		CHN802	Strengthened institutional capacity of workers' organisations
		CHN826	Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations
		CHN901	Knowledge and impact of ILS and fundamental principles and rights at work are improved and ratification of ILO Conventions is promoted
	Outcome 2.2	CHN155	The system of regulations and institutions improved to provide better employment and working conditions for workers in line with International Labour Standards
		CHN301	Equal opportunities and treatment in the workplace promoted and working conditions for men and women improved with a focus on specific target groups
3. Social protection	Outcome 3.1	CHN302	Progress in the extension of social security coverage consolidated to provide basic social security benefits for all
	Outcome 3.2	CHN179	Improve workplace safety and health through the development of national OSH standards and the promotion of ILO OSH tools, with a special focus on SMEs

Source: DWCP for China (ILO 2013) and ToR (Annex 1).

3 Findings on the adequacy and appropriateness of the design, outreach and implementation of the ILO interventions

The TOR (cf. Annex 1) identifies six 'Performance Criteria' for the China Decent Work Country Programme (DWCP) Review which are discussed in detail below in Sections 3.1 through 3.6. Each of these six criteria is subdivided in a number of sub-criteria, totalling 31 in all. The scoring procedure has been summarized in Annex 4. The main conclusions of this analyses will be summarized in Section 3.7.

3.1 The role and relevance of ILO in China

This criterion tries to capture the role and relevance of ILO in China, its niche, its comparative advantage and UN partnership approach. It has been subdivided into five sub-criteria, as follows:

1. The extent to which the national political, economic and social factors have shaped formulation of DWCP.

ILO's DWCP 2013-2015 was designed in close cooperation with MOHRSS. It reflects very much the MoU for Cooperation between the ILO and MOHRSS signed in May 2001 with two-yearly review meetings, and it also clearly incorporates the Government's 12th Five-Year Plan. However, there is much less evidence of involvement of the other two tripartite partners, and during the interviews there were also no clear indications from ACFTU and CEC on awareness of progress on DWCP indicators. This may be related to the overall goal of the DWCP stated as follows (2013: 9): "[T]he ILO will aim to reinforce the constituents' capacities and enlarge the influence of Decent Work policies in line with national priorities."

2. The extent of flexibility that the DWCP has to respond to emerging opportunities.

The ILO in China developed a systematic program based on three important and relevant priorities. However, the elaboration of outcomes, milestones and targets is not sufficiently flexible and includes too many detailed indicators considering not only the size of the host country, but also the fact that China is a transition economy with a separate set of challenges especially related to the labour market institutions. In all, the document could have been much more strategic.

3. The extent of DWCP priorities consistent with ILO's capacities and its comparative advantages

The 3 DWCP priorities and 7 outcomes are close to the ILO mandate, and the China DWCP covers no less than 16 out of the 19 Global outcomes (cf. Table 4). The priorities and outcomes are a clear reflection of ILO's comparative advantage. However, due to the context of China (i.e. its size and transition structure), the internal capacity for CO-Beijing is considered insufficient.

Table 4: The coverage of ILO's 19 Global Outcomes by the China DWCP.

ILO Global Outcomes (19)		DWCP-Outcomes Covered by DWCP
1	Access to productive employment	1
2	Skills development	1
3	Sustainable enterprises	1
4	Social Security	1
5	Working Conditions	1
6	OSH	1
7	Labour Migration	1
8	HIV/AIDS	1
9	Employers' organisations	1
10	Workers' organisations	1
11	Labour legislation/administration	1
12	Labour market governance	1
13	Decent work in econ. sectors	1
14	Freedom of Association	--
15	Forced Labour	1
16	Child Labour	--
17	Discrimination at work	1
18	International Labour Standards	1
19	Mainstreaming Decent Work	--
TOTAL		16

4. To what extent the ILO has achieved the overall policy coherence and partnership between ILO action and those of other UNs, and of the MDGs.

The DWCP is closely aligned to the UNDAF 2010-2015, and the ILO is working with many UN agencies including UNDP, UNAIDS, UNWOMEN, IOM, and others. There is appreciation from these organisations for the very active role that ILO is playing in various ways. For example, for the implementation of the next UNDAF 2016-2020 with its three priority areas (cf. Section 2.1 above), the ILO will be co-chairing with UNDP the theme group on the first priority, i.e. 'Poverty Reduction and Equitable Development'. The ILO is one of eleven co-sponsors of the UNAIDS program. The ILO has given consistent support to the China Gender Fund (CGF) of UNWOMEN, having been on its governing board for about 14 years. ILO has also been involved in all four MDG-F projects of ONE-UN in China and was chairing the one on vulnerable young migrants.

Overall, other UN agencies and donors clearly acknowledged during the interviews the special niche role ILO is playing in employment issues.

5. The extent to which it is realistic in its approach and takes into account budgetary realities

The approach in the DWCP is in itself quite realistic although more flexibility in the indicators would have benefited the program. It also clearly takes into account budgetary realities, stating that (2013: 21-22): "... development aid for China has diminished in recent years and a number of planned activities are contingent on as yet un-secured funding..... Should sufficient resources not be forthcoming in the first year of the programme (2013), the *DWCP mid-term review* will provide an opportunity to review resource mobilization strategies with constituents, and where necessary revise outcomes and re-programme assistance to best reflect the prevailing financial constraints." Unfortunately, this review did not take place for reasons of manpower availability in the CO office and because the DWCP in question is only a three-year program.

Overall score for this criterion: Satisfactory (4.6).

3.2 Tripartite participation and capacity

This criterion is subdivided into six performance sub-criteria as follows.

1. The extent to which it has been based on a solid mapping of constituent needs and is fully reflective of those needs in execution

There is a solid mapping of the needs of the Government evidenced by the elaborations on the National Economic Development Plan in the 12th Five-Year Plan and in the two-yearly joint review meetings on the MoU with MOHRSS. These review meetings are an important way of coordinating priorities and activities, especially in such a large and dynamic country as China. However, there is much less evidence in the DWCP of a mapping of the needs of the other two social partners; *both ACFTU and CEC are mentioned only twice in the main body of the document.* Although the social partners do present their needs to ILO at the end of every year based on their working plan, these were somehow not incorporated into the DWCP! Reasons for this may be that they were not officially part of the MOU, and that at times they did not give it sufficient priority/representation.

2. The extent that the national tripartite constituents are active in national development planning forums and networks.

The constituents are quite active in national development planning forums, partly also because of the established system for social partners in China, in which they have direct access to government channels.

3. To what extent the national tripartite constituents take ownership of DWCP.

MOHRSS takes very clear ownership of the bi-annual MoU, and thus in part, though less explicitly, also of the DWCP since the latter was based on the MoU as we have seen in the above. However, the other constituents feel a sense of ownership only of those *specific* activities in which they themselves are involved. The tripartite sense of ownership among the tripartite partners and interaction/cooperation between them is an area of concern where improvement will be needed in the near future.

4. To what extent the tripartite constituents have improved capacities to influence national policy and resources within decent work areas.

Capacities of all constituents have improved as a result of capacity building efforts with respect to the increasingly prominent DW agencies in their respective programmes. ~~although it did not result in an expansion of the size of the units within their organizations dealing with the specific DWCP activities; these units remained at the same level according to the stakeholders interviewed.~~

5. The extent to which the DWCP has worked in partnerships with tripartite constituents and built national capacities and support policy change.

Within the framework of the DWCP the ILO and the tripartite partners have worked in different forms of partnerships depending on the specific activity, although in some cases bilateral relations prevailed.

6. What are the main capacity and resource constraints of the tripartite constituents in delivering DWCP in line with their priorities? And if so have there been steps to address them collectively.

The tripartite constituents are all very large organizations with clear links to the provinces and regions (cf. Chapter 2). As such, they clearly have substantial capacities as well as resources, although they are not always able to mobilize those for specific decent work issues.

Overall score for this criterion: Satisfactory (4.7).

3.3 The focus and coherence of the programme's design and strategies

There are eight Performance sub-criteria under this criterion.

1. Is there coherence and integrated approach in DWCP strategy?

The design and strategy of the DWCP is in itself coherent with the three country priorities leading to the seven outcomes and several indicators for each, although the latter are quite detailed and lack flexibility.

2. The DWCP fits within ILO's strategic policy framework and programme and budget priorities and strategies.

The DWCP fits within ILO's strategic policy framework and it is linked to 16 out of the 19 Global Outcomes of ILO (cf. Table 4 above), although resources are thereby spread thinly over many of the global outcomes.

3. Does the DWCP reflect a consensus between the country and the ILO on decent work priorities and areas of cooperation?

Yes, there is a very clear consensus between ILO and the constituents, although it is more explicit in the case of MOHRSS laid down in the latest MoU, than in the case of the two social partners.

4. The extent to which the DWCP strategy has been presented with main means of action for delivery of ILO support.

The strategy has been presented in detail with outcomes, indicators, targets and milestones, and the main means of action are included in the SMM/Implementation Plan.

5. To what extent the cross-cutting goals have been integrated into DWCP e.g. gender mainstreaming, targeting vulnerable target groups.

Cross-cutting issues receive quite a lot of attention including *specific projects* related to gender (Norway and UN), people with disability (e.g. on discrimination), HIV/AIDS and environment (green jobs). An illustrative example on social stigma regarding people with disability is the fact that many companies refuse to employ even the minimum percentage of total employees stipulated by law, and instead actually prefer to pay the penalty! In all other projects, there is a great deal of attention to gender and vulnerable groups as well, and some specific activities (including several workshops) have taken place related to child labour and forced labour, topics to which the Government of China is paying increasing attention.

6. The extent that the current programme is coherent, logical and captures opportunities for reinforcing each other in meeting objectives.

The current programme is coherent and logical by means of the use of the systematically defined planned outcomes and indicators, and it does to some extent capture opportunities for reinforcing each other in meeting objectives.

7. Verification that ILO responds to recognized needs among constituents.

ILO responds clearly to the recognized needs among constituents through the yearly retreat with all tripartite partners and through the MoU with MOHRSS, as well as through the regular contacts of ILO staff with government agencies and workers and employers' organizations.

8. The extent to which the resource mobilization is an integral part of DWCP strategies.

There are efforts to mobilize resources by the ILO CO office, but an explicit and consistent resource mobilization strategy is lacking. As it is now, much of the activities deal with issues more related to Employment/Job Creation or Social protection (e.g. gender, migration, vulnerable groups, environment), while much less activities deal with Social Dialogue or ILS (i.e. labour market governance, industrial relations, social dialogue and collective bargaining); at the same time, it needs to be added that many activities often contain elements of both. In any case, *tripartism* has not been sufficiently mainstreamed in those CPOs dealing with employment/social protection.

This can be illustrated with an analysis of the financial data provided by the CO-Beijing office during the mission. In view of the rapidly changing circumstances in China and the frequent changes occurring among CPOs (cf. the TOR's Annex 4, reproduced here in Annex 1), the mission decided to analyse the most up to date financial data namely those of 2014-15. These are summarized in the Tables 5 and 6, while the detailed tables provided by the CO-Beijing are included in Annex 8.

Table 5: Overall Budget, including budget for outcomes and regular staff.

Category	Budget US\$	Percentage	Budget US\$	Percentage
Budget for Outcomes			3,650,114	54.0%
➤ <i>Details in Table 6 below.</i>				
Regular Staff (RB)			3,103,800	46.0%
• Management (China & Mongolia)	1,055,040	34.0%		
• Technical (China & Mongolia)	527,280	17.0%		
• Programme (China & Mongolia)	400,560	12.9%		
• Programme N.O. (China only)	509,322	16.4%		
• Administration (China & Mongolia)	547,758	17.6%		

• Drivers (China only)	63,840	2.1%		
TOTAL Overall Budget			6,753,914	100.0%

It needs to be reminded that the CO-Beijing staff are responsible for both China and Mongolia country programmes. The overall budget for 2014-2015 was US\$ 6.7 million. Table 5 indicates that the funding earmarked for the seven outcomes is just over half with 54%, while funding earmarked for regular staff, which is intended to be used ultimately as well for all outcomes but cannot be allocated to individual outcomes, accounts for the remainder (46%).

The next table, Table 6, provides an overview of the outcome-related budget only. This table shows that donor-related (XBTC) funding accounts in total for the large majority (72%) of funding! As indicated in the above, donor-funding tends to focus more often on issues of employment and social protection (and less on social dialogue/ILS) because of the priorities of individual donors. The table indicates that there is a relatively skewed division of resource allocation among the three DWCP priorities, with employment issues (including environment, green jobs, gender, HIV/AIDS, non-discrimination) accounting for the large majority of funding: 77%, while social dialogue and social protection account for only 20% and 3% respectively.

Table 6: Budget breakdown (allocations) by DWCP Outcome (2014-2015).

DWCP Outcomes	Regular Budget (US \$) *)	XBTC & PSI (US\$)	TOTAL (US\$)	Percentage
Outcome 1.1	34,100	26,275	60,375	1.7%
• CHN251	34,100	26,275	60,375	1.7%
Outcome 1.2	52,126	1,290,362	1,342,488	36.8%
• CHN253	-	1,192,567	1,192,567	32.7%
• CHN254	52,126	61,295	113,421	3.1%
• CHN255	-	36,500	36,500	1.0%
Outcome 1.3	396,500	985,972	1,382,472	37.9%
• CHN178	78,000	270,188	348,188	9.5%
• CHN252	15,715	400,298	416,013	11.4%
• CHN256	236,285	-	236,285	6.5%
• CHN902	-	193,740	193,740	5.3%
• CHN903	66,500	121,746	188,246	5.2%
Outcome 2.1	401,078	279,234	680,312	18.6%
• CHN153	232,829	10,000	242,829	6.7%
• CHN154	15,894	53,819	69,713	1.9%
• CHN156	41,200	192,842	234,042	6.4%
• CHN801	41,334	-	41,334	1.1%
• CHN802	37,572	22,573	60,145	1.6%
• CHN826	12,249	-	12,249	0.3%
• CHN901	20,000	-	20,000	0.5%
Outcome 2.2	32,186	29,000	61,186	1.7%
• CHN155	22,262	-	22,262	0.6%
• CHN301	9,924	29,000	38,924	1.1%
Outcome 3.1	67,006	5,114	72,120	2.0%
• CHN302	67,006	5,114	72,120	2.0%
Outcome 3.2	42,561	8,600	51,161	1.4%
• CHN179	42,561	8,600	51,161	1.4%
TOTAL	1,025,557	2,624,558	3,650,114	100.00
Percentage	28.1%	71.9%	100.0%	

**) Includes RB, RBTC and RBSA. For the full details, see Annex 8.*

Regarding the division of the budget along the lines of employment/social protection issues on the one hand, and social dialogue/ILS on the other, Annex 6 provides the topics for each specific outcome (CHN), but it is near impossible to allocate each one of them along these lines since almost all of them are a combination of both! For example, only three out of the 20 specific outcomes (CHN253, CHN178 and CHN252) account for almost 54% of the total outcome-specific budget, and each combines several topics. Especially the 'Sustaining Competitive and Responsible Enterprises' (SCORE) project (CHN253) is attractive for donors since it combines decent work with sustainability and a green economy. CHN178 deals with issues related to HIV/AIDS and non-discrimination, while CHN252 combines skills development with E-Waste. In Chapter 4 further details will be discussed of the specific outcomes and their budgetary allocations.

Overall score for this criterion: Satisfactory (4.75).

3.4 Managing for results

Under this criterion, three Performance sub-criteria are distinguished below.

1. Has the DWCP defined clear outcome-level results against which it can be assessed?

Outcomes, indicators, targets and milestones are clearly indicated, although targets and milestones are quite detailed and lack flexibility. According to the DWCP Guidelines, targets and milestones should indeed be included in the results framework, but this could for example consist of an annex external to the main document.

2. Is there clarity and agreement on how results have been documented and verified indicators with targets and milestones set are being applied? Has the monitoring plan been prepared and used as management tools?

The SMM/Implementation plan is properly being developed and monitored, although there are issues regarding activities being organized or initiated in Geneva and/or Bangkok, but this is an ILO-worldwide issue. In addition, monitoring would benefit from an annual review.

3. Are there exit strategies to ensure results are sustainable by partners' institutions at various levels (local, provincial and national)?

The capacity building with partners' institutions is kind of an exit strategy facilitating sustainable results (e.g. SCORE and GetAhead), but due to the size of China not all levels can be reached. On the other hand, longer time horizons in engaging the constituents and other partners is equally important, especially due to the scale of China.

Overall score for this criterion: Satisfactory (4.7).

3.5 The efficiency and adequacy of organizational arrangements

This criterion tries to capture the efficiency and adequacy of organizational arrangements to deliver ILO's programme in China. It has been subdivided into five sub-criteria as follows.

1. To what extent the operation and management set up are effective for DWCP implementation, adequate monitoring and ensuring delivering of the expected results?

As a framework programme covering multiple interventions and activities, the ability of the DWCP to capture *risks* effectively will depend not only on framework-wide planning, but also on the strength of individual risk management strategies at the project and outcome level by CO-Beijing. The latter are comprehensively contained in project documents and biennial work plans related to each of the 20 specific outcomes (amounting thus to a vast resource base of documents, reports, etc., the study of which falls beyond the time frame of the present exercise). The former, i.e. framework-wide planning, is based around three main areas of identified risks:

- 1) Commitment from ILO constituents,
- 2) Capacity of the constituents to implement, monitor and evaluate, and
- 3) Resource mobilization.

As we have seen in the above, the commitment and level of involvement of constituents varies significantly, while their capacity is generally substantial although not always targeted to include issues of social dialogue/ILS; lastly, resource mobilization leaves somewhat to be desired. As indicated before, a mid-term review report did not materialize, while this could have been important for intermediate re-orientations in these areas.

The operation and management set up are in part effective for DWCP implementation, but the linkages between staff responsibilities and DWCP's three priorities and seven outcomes have become less clear to the mission members. This may partly be attributable to the fact that staff responsibilities are being overly delineated by the specific country programme outcome (CPO) level causing fragmentation in the support of outcomes, and partly also resulting in issues with unequal division of workload.

2. To what extent the ILO has operated fairly and with integrity.

As far as can be assessed, ILO has operated with integrity and fairness according to all constituents and other partners met.

3. Are credible, skilled specialists supporting the work?

Stakeholders generally appreciate ILO's technical strength, either country-based, or short-term on demand from Bangkok and Geneva. However, these short-term experts are not always available when required (i.e. especially on short notice), and as a result there is a widely perceived shortage of permanent, country-based technical experts.

4. Is resource mobilization being carried out effectively and efficiently?

Resource mobilization strategy is not fully developed (as discussed in the above), especially with respect to issues of social dialogue and ILS, while also more attention needs to be paid to mainstreaming tripartism.

5. Are work processes efficient and timely?

Work processes both in CO-Beijing as well as related to Bangkok and HQ in Geneva can be improved, such as operationalising results-based management, and aligning financial data to the outcomes. At the same time it needs to be mentioned that ILO-HQ is in the process of reviewing the work processes on a global level to make it more efficient.

A special problem for China is the slow internet connection to foreign websites (which is somewhat faster at other UN-Agencies). In addition, the general blockage of Google, YouTube and Twitter is a problem; for example, YouTube videos are often used by ILO around the world for instruction purposes.

With the universal coverage of the Sustainable Development Goals (SDGs), CO-Beijing will need to step-up-expand its technical support to Hong Kong SAR and Macau SAR and intensify its participation in the UN country team mechanisms in China as well as Mongolia. The current capacity in CO-Beijing, covering China as well as Mongolia, appears inadequate to respond to demands arising from the evolving programming landscape in China as well as managing programme risks effectively.

Overall score for this criterion: Moderately Satisfactory (4.2).

3.6 Knowledge management and sharing

This criterion is subdivided into four sub-criteria, as follows.

1) How effective is performance being monitored and reported?

The DWCP Review Mission could not find clear evidence, including through the discussions with all the constituents, that the DWCP is being monitored. Most of the constituents referred to the DWCP document vaguely as internal to the ILO. Reporting needs to be more systematically undertaken, for example there is no report available of the last annual retreat.

2) The extent to which and how the information is shared and made accessible to national partners?

Constituents and partners have access to ILO websites and generally have expressed appreciation of the project products. Translations of tools and documents in Chinese (e.g. the five SCORE Modules, Get Ahead for women entrepreneurs, EOSH training for CEC provincial branches, and even the somewhat older SIYB) are often mentioned as important progress and are products in high demand.

Publications should be standard in dual language (for example, front & back), however, the current DWCP is only available in the English language. Distribution of publications can be more widely undertaken, also to UN organisations. The visibility of ILO and the awareness of the DWCP itself can be further enhanced, especially among constituents.

3) Is the ILO using/strengthening national knowledge networks and knowledge bases?

The CO-Beijing is cooperating with a large number of national knowledge networks, such as:

- the research centres of the tripartite partners,
- the China Academy of Labour and Social Security (CALSS) and its four Institutes under MOHRS,
- China Women's Study Institute of ACWF,
- the School of Labour and Human Resources and the China Institute for Employment Research (CIER) of Renmin University,
- China Academy of Social Sciences, and
- Human Rights Centre of Beijing University.

Exchange programs and capacity building are being implemented with these institutes. With some of them, training and ToT has been jointly undertaken, and there is an exchange programme between CALLS and ILO Geneva. These activities will result in strengthening of (national) knowledge networks.

4) How is the ILO utilizing the knowledge garnered from DWCP in its wider policy work and what are the mechanisms that help information feed into the wider policy discourse in HQ?

There is a regular link between CO-Beijing and technical units in Geneva, e.g. the inputs on China into the ILO World Wage Report. HQ Geneva is particularly interested in developments in China because of its global importance, e.g. on the economic structural transformation of China, and therefore links are relatively intensive. To judge the impact of this on the policies in HQ Geneva, however, is beyond the mandate and scope of the current review.

Overall score for this criterion: Moderately Satisfactory (4.0).

3.7 Conclusion

In conclusion, the China DWCP 2013-2015 has been rated overall as '(Moderately) Satisfactory' with an overall average score of 4.49. Four Performance Criteria were rated 'Satisfactory' having scores between 4.6 and 4.75, while two criteria were rated as 'Moderately Satisfactory' with scores between 4.0 and 4.2. That the overall performance is considered (moderately) satisfactory is definitely commendable in particular considering the enormous size of the country, the sustained transition process including economic restructuring and upgrading, the reduction in the availability of aid funding, and the changing role of China in the world arena enhancing its role as international investor and aid provider. Especially in view of these factors several improvements are required, in particular in the areas of the flexibility of the DWCP, the coordinated involvement of the tripartite constituents, and the sharing of knowledge. The next Chapter will look into the DWCP Outcomes and specific outcomes in more detail.

4 Assessment of Progress made towards DWCP Outcomes

The assessment of progress made towards the seven DWCP Outcomes will be undertaken by means of five main performance factors for outcome-specific findings regarding progress and performance (cf. TOR in Annex 1): A. Resource adequacy, B. Delivery of outputs, C. Use of outputs by partners/ target groups, D Progress made (against outcome indicators/milestones), and E. Measure to response to the emerging risks and the opportunities. A scoring exercise has been undertaken as specified in the TOR, while the scoring procedure as well as the criteria and sub-criteria are further explained in Annex 5. The members of the Review Team were the only persons involved in the scoring exercise which they based on their findings during the programme review and the self-assessment provided by the CO-Beijing.

The seven programme outcomes are grouped in this chapter according to the three main **priorities** of the DWCP (Sections 4.1 and 4.3). The seven outcomes are each analysed based on the above five factors in qualitative terms, and the actual scores on these factors will be discussed at the end of this Chapter in Section 4.4. One *limitation* needs to be kept in mind, which is that the scoring itself is subjective in nature, and that this is compounded somewhat by the fact that outcome scores are given for an implementation period which includes activities that were started and/or are completed at different moments in time.

4.1 DWCP Priority 1: National strategy gives enhanced priority to employment

Under DWCP Priority 1, i.e. “Promoting the national strategy of giving priority to employment to achieve the objective of full employment”, there are three programme outcomes (1.1 – 1.3).

Outcome 1.1: Labour and employment policies are integrated with other macro-economic policies affecting the quantity and quality of employment

Under this outcome there is only one specific outcome or ‘Country Program Outcome’ (CPO) in the SMM/Implementation Plan 2014-15:

CHN251: Employment quality for men & women enhanced while green jobs promoted.

The DWCP Document specifies three Outcome Indicators for Outcome 1.1:

- 1.1.1 Methodology of evaluation on employment impact of macroeconomic policies developed.
- 1.1.2 Number of sectoral and regional strategies developed to support employment promotion.
- 1.1.3 Increased number of employers and trade union leaders trained on labour and employment policies with reference to their respective role at national and provincial levels.

A. Resource adequacy

The funding resources for Outcome 1.1 amount to just over US\$ 60,000, or only 1.7% of the total Outcome-budget (cf. Table 6 in the previous chapter). This amount came from the Regular Budget (56%) and the rest from XBTC (44%). In addition, technical specialist from outside of China also contributed to this outcome, and the number of their missions to China indicated in the CPO write-ups in the IRIS Strategic Management Module Implementation Planning (SMM/IP) represented a *combination* of planned activities, required resources and actual inputs. Since this concerned a combination of expected resources for and actual missions undertaken in 2014/15, it was

assumed that the total would not deviate substantially from the real number of missions. Therefore, and since the information on the actual time technical specialists spent on China CPOs was not available during the CPR exercise, the evaluation team decided to use the *combination of expected and actual inputs*. For Outcome 1.1 the expected and actual inputs are as follows: Statistics specialists in Bangkok (1 w/m), Employment specialist in Bangkok (3 w/m), and RESA specialist in Bangkok (1 w/m).

The activity was under-resourced, especially for the implementation of the work on employment policy and employment quality indicators. While it was felt by project staff that limited RBTC was made available, no other resources could be acquired.

B. Delivery of outputs

The following outputs have been delivered according to the self-assessment:

- A study on employment impact of industrial and sectoral restructuring conducted (under Indicator 1.1.1).
- Research on employment quality measurements conducted (1.1.2).
- Policy seminars with tripartite constituents organized to assist in implementation of national employment strategy (1.1.3).
- Capacity building for tripartite constituent on decent work indicators were conducted to support the MOHRSS to establish employment quality evaluation framework to measure employment quality in different regions (1.1.3).

These activities are in itself quite useful and seem of acceptable quality. It is however difficult to establish if all planned outputs will be delivered by end of 2015 since the DWCP targets are of a very different, rather quantitative nature (e.g. methodology applied in 5 cities, papers developed in 2 regions and 3 sectors, and 200 employers/trade union leaders trained). Lastly, delays were as such not reported by the CO-Beijing under this outcome.

C. Use of outputs by partners/ target groups

The outputs have mostly been used by partners and target groups. Although more details will be discussed under Section D below, two examples are as follows:

- To strengthen the linkage between macroeconomic policy and employment; and
- To enable constituents to develop employment quality measurements and monitor employment quality at macro and micro levels.

It is too early to tell whether these outputs will be replicated, but they have indeed been appreciated by the partners. ILO's understanding of the local context has been adequate.

D. Progress made (against outcome indicators/milestones)

Good progress was made towards the achievement of most indicators:

- The Government is strengthening the policy link between industrial restructuring and employment generation (1.1.1);
- The employment quality evaluation framework was established and piloted at provincial level in 3 provinces, i.e. Guangdong, Jiangsu and Hubei (1.1.1);
- A statistical system was identified to support the measurement of employment quality (1.1.1);
- The Government is improving the education system to strengthen the linkage with skills demands in the market (1.1.2); and
- Tripartite constituents are making efforts to improve legal protection for interns at work (1.1.3).

E. Measure to response to the emerging risks and the opportunities

It is not clear from the self-assessment which main risks were explicitly taken into account to which ILO responded during the implementation, partly because the ILO provided technical inputs while the operational costs were financed by the MOHRSS; instead rather general risks are being discussed:

- Economic restructuring and slowdown of GDP growth have generated negative impact on employment, in particular on youth employment.
- Measures have been launched by the government to encourage innovation and business start-up for all.

These trends are considered as an opportunity to improve the employment strategy from a quality perspective among others through:

- Strengthening of the policy measures to promote and measure the quality of employment through pilots, research, capacity building and seminars, and
- Improving labour protection for (young) women and men workers.

Average Score for this Outcome: 3.6 – Moderately Satisfactory.

Outcome 1.2: Effective policies, strategies and programmes in place toward developing a skilled workforce, improving the employability of workers and the competitiveness and sustainability of enterprises in transition to a green economy

Under this outcome there are three CPOs in the SMM/Implementation Plan 2014-15:

CHN253: Sustainable enterprises create productive and decent jobs in the transition to a greener economy (SCORE project).

CHN254: Promotion of Decent Work a sector specific approach for economic sectors (incl. the electronic waste management sector).

CHN255: Integration of green jobs skills development into sector and national development strategies.

The DWCP Document specifies five Outcome Indicators for Outcome 1.2:

- 1.2.1 Number of cities that include a green skills component in their development strategies.
- 1.2.2 SMEs trained in workplace cooperation initiate sustainable and responsible workplace practices.
- 1.2.3 Number of cities and provinces that integrate the Green Business Options (GBO) entrepreneurship training into their measures to promote employment and to create green jobs targeting youth and innovation in the context of sustainable development.
- 1.2.4 Key stakeholders adopt measures on progressive formalization and employment quality improvement in the electronic waste management sector.
- 1.2.5 Number of national Green Jobs initiatives with strong linkages between employment policies and local development strategies designed and piloted.

A. Resource adequacy

Outcome 1.2 accounts for the second biggest budget of the total outcome-budget of CO-Beijing with a share of almost 37% and a total of US\$ 1.34 million (cf. Table 6). The large majority comes from donor funding or XBTC, i.e. 96%. The SCORE project (CHN253), fully financed from XBTC, accounts for the large majority (almost 90%) of the budget for Outcome 1.2. While SCORE is thus responsible for the single largest out of the 20 CPOs in terms of its share in the total outcome-

budget (32.7%), the other two CPO's in this outcome, i.e. CHN254 and CHN255, account for 3.1% and 1.0% respectively.

For the SCORE programme the activities are meant to be co-financed by the project and its national institutional partners, but the partners encountered difficulty in raising supplementary resources and required continued support from the project. Training provided to global supply chains was funded by the private sector. On activities related to the transition to the green economy, CO-Beijing received additional budget for activities from global projects.³ In addition, specialist technical cooperation activities also contributed to this outcome, and the *combined expected and actual inputs* are: Enterprise specialist: 1 w/m (CHN253); Senior Skills and Employability Specialist from Bangkok: 2 w/ms (CHN255); and Environment and Decent Work Specialist: 2 w/ms (CHN255).

On the whole, one can conclude that Outcome 1.2 is being adequately resourced, especially the SCORE project, but that the budget available for green jobs is far from adequate, and even the human resources, although substantially supported from Bangkok and Geneva, are considered as not sufficient for the tasks at hand.

B. Delivery of outputs

Some of the main outputs delivered by the SCORE programme are as follows:

- Established collaborations with SAWS, CEC at national level and Chongqing-CEC through signing Implementation Agreements.
- Established Partnerships with Business Social Compliance Initiative (BSCI) and Ethical Trading Initiative (ETI) to improve working conditions, productivity and competitiveness of Chinese SMEs in global supply chains.
- License agreements signed with qualified training service providers.
- Training on SCORE modules to more than 60 enterprises and 100 trainers.
- Made a locally adapted, gender-mainstreamed edition of the SCORE training materials available.
- Established a robust Monitoring and Evaluation (M&E) database to track and share training activities and enterprise performance.
- Made three case videos available to document impact of SCORE training on enterprises.

The main outputs delivered by the projects on green jobs and E-waste strategy are as follows:

- Implementation of a pilot project on developing sectoral skills strategy in the energy-efficient building sector in Nanjing.
- Development of a competency-based curriculum to facilitate transformation from traditional occupations to "green occupations".
- Country study on Labour, Human Health and Environmental Dimensions of the E-waste Sector in China printed and disseminated, and a baseline survey conducted.
- Conducted a research study on Employment Impacts of Enterprises' Restructuring in the Transition toward Green Economy in cooperation with ACFTU.

These outputs are quite substantial achievements, and are of acceptable quality as far as this can be determined within the limited time frame of the present evaluation. Delays were as such not reported by the CO-Beijing under this outcome, although the lack of resources for the green jobs activities may hamper its progress.

³ ILO Global projects: GLO/13/50/FLA, and AP Green Job Programme.

C. Use of outputs by partners/ target groups

Due to the close involvement of such partners as CEC, SAWS, ACFTU and MOHRSS, in the various activities under this outcome, the outputs have indeed mostly been used by them. For example, in the case of SCORE:

- Expansion of Pilot areas by partners based on experience of project implementation.
- Development of Business plans by partners to market and organize SCORE training.
- Inclusion by Service providers of SCORE training into their training catalogue and the provision of training on a market-driven basis.
- Shared data in the M&E system to update stakeholders on the training progress, results and impact.

In the case of activities on green jobs/E-waste:

- Completed the employment impact assessment of the e-waste sector, and review and development by MOHRSS of a plan of action.
- Revision of the draft Green Skills curriculum by the Nanjing Vocational and Skills Technical Instruction Center.
- Adoption of the competency-based training curriculum by the enterprises and vocational schools in their training programmes in Nanjing.
- ACFTU adopts the approaches of policy interventions identified in the research study for future action, with special focus on strengthening the trade union's role in facilitating a socially just green transition process.

These are important examples of the use and replication by the partners demonstrating that the joint activities undertaken are appreciated, and that ILO's understanding of the context has been quite adequate.

D. Progress made (against outcome indicators/milestones)

Relatively substantial progress was made against the outcome indicators of Outcome 1.2, and some important examples are as follows:

- SCORE contributed substantially in opening up the debate on the role of safety inspection.
- Enhancement of SME involvement: More SMEs are signing up for additional modules.
- Piloted and validated a skills for green jobs system, entailing curricula development and competency standards in the energy efficient building sector.
- Improvement of the tripartite constituents' knowledge and understanding on integrating core and green skills into vocational education, among other things through the development and pilot testing of the competency-based training curriculum for the building sector in Nanjing.
- The addition of a new label to the revised version of the 'Directory for Occupations Classification of China' to mark the "green occupations" (in July 2015).

E. Measure to response to the emerging risks and the opportunities

No main risks were reported by the CO-Beijing, while the increased attention for OSH can be seen as an opportunity that is taken up by the different activities, e.g. on safety inspection. Regular meetings and daily communication with partners enable the project activities to be adapted to changing circumstances in line with its strategies, and accordingly the plans related to Outcome 1.2 for the next period can be summarized as follows.

Plans with respect to SCORE:

- Build a strong technical base of expert trainers and a nationwide network of service providers.

- Provide support to implementation partners to embed SCORE training in their service portfolio.
- Establish a national trainer certification system run by a national SCORE Center.
- Increase awareness of responsible workplace practices through documentation and dissemination of case studies.
- Facilitate a stronger role of policy makers, safety inspectors and trade unions in promoting responsible and sustainable enterprise practices.
- Greater participation and exposure of the constituents on SCORE.
- Further consideration on the promotion of the Declaration of Multinational Enterprises in China contexts.

With respect to green jobs/E-waste:

- Contribute to the curriculum development of national skills standards and policy framework.
- Test and replicate the training curriculum in more vocational technical schools and colleges.
- Promote and share a skills for green jobs system with tripartite constituents.
- Develop a job description with skills requirement for a sample of green occupations in the Directory developed to serve as reference for future policy and standard development.

Average Score for this Outcome: 5.1 – Satisfactory.

Outcome 1.3: Equal opportunity and treatment in employment and occupation strengthened and protection for vulnerable groups extended

Under this outcome there are five CPOs in the SMM/Implementation Plan 2014-15:

CHN178: Strengthen capacity of healthcare workers to manage blood borne pathogens and reduce HIV related discrimination in employment and medical treatment.

CHN252: Skills development increases employability of workers.

CHN256: Youth employment promoted with a focus on addressing employment challenges of university graduates.

CHN902: Strengthened national institutions and capacity to prevent, eliminate and remedy forced labour: 'Forced Labour Action in the Asian Region' (FLARE).

CHN903: Enhanced commitments for non-discrimination through equal employment opportunities policies and practices, including:

- *'Promoting Rights and Opportunities for People with Disabilities - Equality through Legislation' (PROPEL); and*
- *'Capacity Building for Migration Management (CBMM) in China Project'.*

The DWCP Document specifies six Outcome Indicators for Outcome 1.3:

- 1.3.1 An increased number of constituents have raised awareness on the principles of elimination of discrimination at work.
- 1.3.2 An increased number of policies developed and improved to protect the employment rights of women workers.
- 1.3.3 Key stakeholders adopt new measures on improved safe migration of young persons and prevention of trafficking for labour exploitation.
- 1.3.4 Increased number of media reports and awareness-raising campaigns on the rights of persons with disabilities and their working capacity.

- 1.3.5 National or local legislation to regulate domestic work reflecting provisions and principles of the Domestic Workers Convention, 2011 (No. 189).
- 1.3.6 Number of recruitment agency staff and trade union officials with strengthened capacity to better manage labour migration and number of potential labour migrants with heightened awareness of risks of irregular migration and opportunities for regular migration.

These indicators, having been formulated in 2012 or so, have undergone some changes since then. Indicators 1.3.1 and 1.3.4 are both on discrimination at work, especially vis-à-vis people with disabilities (cf. PROPEL). Indicators 1.3.3 and 1.3.6 both deal with migration and forced labour (including CBMM and FLARE), and 1.3.3 deals also with youth employment. Lastly, indicator 1.3.2 deals with women workers/gender, and 1.3.5 with domestic workers (i.e. Convention 189).

A. Resource adequacy

Outcome 1.3 accounts for the largest share among all outcomes of the total outcome-budget of CO-Beijing with almost 38% (only a little higher than that for Outcome 1.2). The total outlay is US\$ 1.38 million of which 29% is from the Regular Budget and 71% from XBTC (cf. Table 6). The budgets for the five CPOs are all substantial ranging between 5% and 12% of the total outcome-budget of CO-Beijing. The largest budget is for skills development (CHN252) with 11.4% (the second largest budget of all 20 CPOs after SCORE), and the smallest consists of the non-discrimination activities (CHN903) with 5.2%.

There are a number of specialists from Bangkok and/or Geneva supporting these CPOs and *the combined expected and actual inputs* are as follows:

CPO	Additional Specialists and their work months (actual + expected)
CHN178	<ul style="list-style-type: none"> Senior Regional Advisor on HIV and AIDS: 2 w/ms Senior OSH Specialist in Geneva: 2 w/ms
CHN 252	<ul style="list-style-type: none"> Specialist on skills and disability issues: 3 w/m
CHN 256	<ul style="list-style-type: none"> Youth employment specialist in BKK: 3.5 work months Skills specialist in BKK: 2 work months Youth employment specialist in Geneva: 2 work months
CHN 902	<ul style="list-style-type: none"> Specialist on labour standards: 1 w/m
CHN 903	<ul style="list-style-type: none"> INWORK specialist on equal pay: 1 w/m DWT Bangkok ILS specialist: 2 w/m DWT Bangkok Gender specialist: 4 w/m ROAP Bangkok Wage specialist: 0.25 w/m Specialist on skills and disability issues: 2 w/m

In addition, certain elements received support from other projects, in particular:

- FLARE was funded by a regional project in Bangkok (RAS/13/64/IRL).
- Gender and discrimination activities were partly financed by a country component in GLO/14/58/NOR.
- PROPEL: Budget was also available through UN joint programmes and local donors.
- HIV/AIDS activities are partly funded by budget from HQ (ILO AIDS and LABADMIN).

On the whole, the activities seem to be adequately resources with funding being acquired from several different sources for each of the CPOs, which can be appreciated for its sustainability and risk spreading. In some cases, however, it was felt that there was a partial lack of technical and budgetary resources for specific broader activities; for example, in the case of PROPEL, although there was sufficient funding for legislation and policies review, employment pilots, and establishing a business and disability network, there was a lack of resources to formulate a full-

fledged programme to foster sustainable efforts, featuring employment research and training, and establishing base line information.

B. Delivery of outputs

Some of the main outputs delivered by the FLARE project are as follows:

- Developed the “Action against forced labour in East and South-East Asia: Handbook” and the “Exercise and tool book for trainers”.
- Organized consultation workshops and follow-up to promote the process of the ratification by China of the two Fundamental Conventions on forced labour (No. 29 and 105) and to promote related legal and policy reforms. However, this process did not show much progress in the past few years despite the fact that the decision taken at the 18th National Congress of the Communist Party of China in November 2013 on abolition of the re-education through labour system (RETL) created new scope for these ratifications. In 2013, technical assistance was used to organize an inter-ministerial meeting on the two Conventions with the support of the FLARE project of the Special Action Programme to Combat Forced Labour (SAP-FL). Support to prepare for the ratification of Convention No. 29 and related legal and policy reforms will be continued in the coming years.
- Organized training programs for labour administrative officers, labour inspectors, and trade union officials.
- Established an on-line knowledge-sharing platform: AP Forced Labour Net.
- Carried out a survey on risks of forced labour in employment of student workers, and finalized and published the survey report.

Some of the main outputs delivered by the PROPEL project are as follows:

- Reviewed employment-related legislation and policies from a disability perspective.
- Collected and disseminated successful supported employment initiatives in the ‘China Disabled Persons’ Federation’ (CDPF) system.
- Conducted a research and several workshops to baseline and to promote models of supported employment services through evidence based practice.
- Completed seven rounds of training for job coaches.
- Developed courses of supported vocational education by 11 vocational and special schools.
- Completed a draft of the guidance manual on how to promote inclusive employment for men and women with disabilities in companies (Chinese Version).
- Completed five seminars to establish a national business and disability network.

Youth Employment outputs were in particular:

- Review of effectiveness of policy support for youth employment.
- Assessment of public employment services provided to young people.
- Capacity building for trade unions to promote youth rights at work.
- Conducted study on internship at enterprise level by employers’ organization.
- Documented and shared good practices on youth employment.
- Established website on youth employment in China.

Gender outputs are especially:

- Provided technical comments on the draft National Law against Domestic Violence.
- Shared recommendations on implementation of National Regulations for Labour Protection for Women Workers through seminars and workshops.

- Conducted a study on equal pay in China to analyse the root causes of the widening gender pay gaps, and shared recommendations on policy reform and actions to be taken by tripartite constituents through seminars.
- Conducted study on discriminatory job advertisement to identify malpractices in recruitment and problems in implementation of labour laws, and shared policy recommendations on improving regulations and enforcement with constituents.
- Delivered capacity building for tripartite constituents and women's federations on enforcement of international labour standards and national regulations and policies to promote gender equality at work.
- Conducted seminar on improving trade unions statistics from gender perspective.
- Adapted ILO training manual for women entrepreneurship development into Chinese context, and delivered training for women entrepreneurs.
- Organized gender equality work planning with MOHRSS in April 2015, which highlighted the importance of labour inspection to ensure non-discrimination practices.

Main outputs in the area of safe migration (CBMM):

- Conducted policy-oriented research on protecting Chinese overseas migrant workers.
- Carried out awareness raising campaigns in four provinces (Fujian, Zhejiang, Shandong and Liaoning).
- Organized capacity building workshops for recruitment agencies and trade unions.

This long list of outputs divided over five CPOs looks quite convincing in importance and impact and seem of acceptable quality. It has not been possible to verify the quality of each and every one of them within the limited time frame of the present evaluation. Only few delays were reported by the CO-Beijing, for example in the case of PROPEL where certain activities have been started but require more funding to be completed, such as certain activities related to baseline information on the participation of people with disabilities in mainstream vocational education and training institutions, and capacity building for mainstream vocational education and training institutions.

C. Use of outputs by partners/ target groups

The use of the outputs by partners and target groups differs between the various activities. In the FLARE project, the AP Forced Labour Net has been used by various stakeholders: the National Action Plan of Combating Human Trafficking (2013-2020) included the regulation of recruitment agencies, and several online discussions were organized on specific topics related to forced labour. Within the PROPEL project, outputs were used e.g. by the China Disabled Persons' Federation in particular ILO's research on legislation, by two local provincial governments and one city government related to ILO's Research on Supported Employment which was used as basis for policy changes, by several provincial and city governments which started to provide financial subsidies to NGOs for Supported Employment, and by Beijing city which applied ILO's curriculum on supported vocational education for 20 special education schools.

Regarding youth employment tripartite constituents are for example making efforts to improve legal protection for interns at work, and apprenticeship programmes are being launched in many provinces to address the problems of youth employment. With respect to gender, outputs were used in the following examples:

- Policy makers and experts used the technical comments on the draft Law against Domestic Violence in their joint technical notes and policy seminars;

- Provincial government used the ILO recommendations on implementation of National Regulations on Labour Protection for Women Workers when they drafted the implementation guidelines, and this was also applied by the trade unions in their monitoring plan for enforcement of the National Regulations;
- Constituents used the findings of the Study on Equal pay as a baseline to develop policy and improve the wage fixing system to address the gender pay gap, and, significantly, it has been used as empirical evidence to enhance the implementation of the Fundamental Convention 100 on equal remuneration which China ratified in 1990;
- Constituents used the recommendations of the study on discriminatory job advertisement in improving the legislation on fair employment, and in strengthening the role of labour inspection in monitoring law enforcement;
- Constituents used their better understanding of gender discrimination in China acquired through capacity building in order to develop responsive measures to address gender challenges, and to build up an institutional gender network;
- Constituents used the Chinese version of the training manual on women's entrepreneurship development in their business start-up training.

Concerning safe migration, the activities consisted in particular of research, awareness raising and capacity building, and thus the outputs require more time to be ready for use.

Overall, some important examples have been indicated in the above of the use and the replication by the constituents and other partners which clearly appreciated the joint activities undertaken. ILO's understanding of the context is demonstrated through the choice for activities to be supported as discussed in the above.

D. Progress made (against outcome indicators/milestones)

Overall, good progress was made towards the achievement of Outcome 1.3, and some important examples are as follows:

- National Action Plan of Combating Human Trafficking (2013-2020) addressed labour exploitation and, significantly, included the regulation of recruitment agencies; the abolishment of the Re-education through Labour System in November 2013.
- Greater recognition of the specific problems of People with Disability through the PROPEL project, and in particular of the need to complement their training with active support in obtaining and retaining employment.
- The Central government announced the Policy on Assistive Employment for Persons with Disability, and Supported Employment is expected to be written in the 13th national disability development plan; Several local governments made policy reviews on Supported Employment services, and some issued policies on these services; CDPF made a three-year plan to advocate and pilot supported employment; 10 vocational centres piloted Supported Employment services; Around 300 supported employment job coaches are trained, and they started to support people with disabilities on the labour market.
- Greater recognition of the problems of youth employment, in particular university graduates and interns/apprenticeships, in particular as a result of the enhanced knowledge among constituents on the effectiveness of supportive programmes for youth employment; Good practices on youth employment have been documented and shared, and a Website on youth employment in China established.
- Policies were developed and improved to protect the employment rights of women workers in the area of maternity leave, and also but to a lesser extent on equal pay; A National Law against Domestic Violence is expected to be adopted by the end of 2015; Network to promote

- gender equality is strengthened and expanded; Greater recognition of the problem of sexual harassment; and Women empowerment through entrepreneurship development is recognized and promoted by government policy.
- Efforts have been made to strengthen the implementation of fair employment regulations reflected in the Law on Employment Promotion, while responsibility of labour inspectorate in promoting fair employment is being highlighted.
 - Substantial progress in the training of recruitment agency staff and trade union officials to enhance their capacity to better manage labour migration.

Overall, substantial progress has been made in specific areas and also in awareness raising among the tripartite partners of the problems of specific vulnerable groups resulting in greater recognition by the government and social partners. Less progress was made in the ratification process of the remaining four Fundamental Conventions, while at least two of the already ratified ones, i.e. those on equal remuneration (100) and discrimination (111) require substantial additional support in the coming years with their implementation and effective application.

E. Measure to response to the emerging risks and the opportunities

No main risks were reported in the self-assessment by the CO-Beijing, but a few trends that could provide real opportunities in the near future can be summarized as follows:

- Inequality has increasingly become a prominent issue, in particular also the discrimination facing migrant workers, women and people with disability.
- The government is attaching increasing importance to disability, which is demonstrated for example through the following: job coaches are being connected to MOHRSS; and acceptance of Supported Employment in the CDPF and government media.
- The perception of employers towards people with disability needs to be changed, and the legislation to stimulate employers to open their employment up to PWDs is not strong, e.g. the way in which the fines for employers who do not recruit PWDs, is spent is rather inefficient.

The plans related to Outcome 1.3 for the next period can be summarized as follows:

- Continued support to China in the preparation for the ratification of the Fundamental Conventions 29 and 105 on Forced Labour.
- Strengthen the capacity of organizations catering for the needs of people with HIV, to address rights violations in particular the rights to employment and medical treatment.
- Carry out policy change dialogue with MOHRSS and other organizations to remove discriminative clauses in relevant policy documents.
- Promotion of the process towards ratification of the Technical Convention on maternity protection (No. 183, 2000).
- Evaluation of jobs concerning equal payment, and the promotion of equal payment will be carried out jointly with the constituents.
- Strengthening of the policy framework and mechanism to promote gender equality.
- Women entrepreneurship training will be carried out in rural areas.
- Build capacity of employers in disability issues.

Average Score for this Outcome: 4.8 – Satisfactory.

4.2 DWCP Priority 2: Strengthened social dialogue and enforcement of labour law

Under DWCP Priority 2, i.e. “Strengthening social dialogue, the legal framework and enforcement of labour law to promote harmonious labour relations, equity and fairness”, there are two programme outcomes: 2.1 and 2.2.

Outcome 2.1: Tripartite constituents’ capacity to promote social dialogue and respect for labour standards strengthened.

Under this outcome there are seven CPOs in the SMM/Implementation Plan 2014-15. In view of the large number of CPOs they are compared directly with the DWCP Outcome Indicators in the Table 7 below. This table indicates that in most cases there is a close correlation between the two, although there are few anomalies. Gender equality and non-discrimination figures prominently among indicators (2.1.2 and 2.1.4), but is absent among the CPOs; however, as we will see below under CHN901 an expert from DWT-Bangkok provided support in precisely these areas. A second anomaly is the fact that ILS and FPRW figure among two CPOs, but are not mentioned in the indicators.

Table 7: Relationships between DWCP Outcome Indicators and CPOs for Outcome 2.1.

DWCP Outcome Indicators	CPO
2.1.1 Increased number of provinces put into practice the national tripartite decision on improving <u>tripartite dialogue</u> mechanism.	<u>CHN156</u> : Promotion of improved collective bargaining, <u>dialogue</u> , and dispute resolution mechanism and practices for harmonious industrial relations, equity and inclusive growth.
2.1.2 Scope of <u>collective bargaining</u> on <u>wage negotiation</u> and <u>gender equality</u> expanded through ILO policy advice and capacity building.	<u>CHN153</u> : Wage policy implementation framework improved in full interaction with <u>wage negotiation</u> , to contribute to national income distribution reform.
2.1.3 National initiatives on industrial relations, with a particular focus on <u>collective bargaining</u> and settlement of collective interest <u>disputes</u> are supported.	<u>CHN801</u> : Strengthened institutional capacity of <u>employers' organisations</u> .
2.1.3 –id.-	<u>CHN802</u> : Strengthened institutional capacity of <u>workers' organisations</u> .
2.1.4 Increased number of <u>inspectors</u> trained through a systematic and professional training with <u>gender equality</u> and <u>non-discrimination</u> included.	<u>CHN154</u> : Capacity of <u>labour inspectorates</u> enhanced through the development of a national training programme for labour inspectors.
No indicator	<u>CHN826</u> : Strengthened capacity of member States to <u>ratify</u> and <u>apply international labour standards</u> and to fulfil their reporting obligations.
No indicator	<u>CHN901</u> : Knowledge and impact of <u>ILS</u> and <u>fundamental principles and rights at work</u> are improved and ratification of ILO Conventions is promoted.

A. Resource adequacy

Outcome 2.1 is the third best resourced outcome, and accounts for 18.6% of the total outcome-budget of CO-Beijing. The total outlay is US\$ 680.000 of which 59% is from the Regular Budget and 41% from XBTC (cf. Table 6). The budget for this outcome is divided over no less than seven CPOs, and thus is somewhat fragmented; while two CPOs (CHN153 and CHN156) account each for about 6.5% of the total outcome-budget of CO-Beijing, the remaining five CPOs range from 1.9% to 0.3% only. A senior specialist on Industrial Relations is based in the CO-Beijing, and he has supported most of the activities under Outcomes 2.1 as well as 2.2, while he has also supported a number of activities in most of the other Outcomes. In addition, many specialists from Bangkok/Geneva are involved, and *the combined expected and actual inputs* are as follows:

CPO	Additional Specialists and their work months (actual + expected)
CHN153	<ul style="list-style-type: none"> • ILS and labour law specialists: 0.5 w/m (BKK and Geneva) • Wage specialist: InWork specialist: 2.5 w/m (BKK and Geneva) • IR specialist from Geneva: 1.0 w/m
CHN154	<ul style="list-style-type: none"> • specialists from Geneva: 2 w/m • Labour Inspection specialist from BKK: 2 w/m
CHN156	<ul style="list-style-type: none"> • Industrial relations specialist from Geneva: 1 w/m • Labour Law & Dispute settlement specialist from Geneva: 1 w/m • Employers' specialist from DWT Bangkok: 1 w/m. • Workers' specialist from DWT Bangkok: 1 w/m.
CHN 801	<ul style="list-style-type: none"> • DWT Bangkok: Employers activities specialist 1.0 w/m
CHN 802	<ul style="list-style-type: none"> • Workers' specialists from DWT Bangkok: 2 w/m
CHN 826	<ul style="list-style-type: none"> • None
CHN 901	<ul style="list-style-type: none"> • Specialist on ILS from DWT-Bangkok: 0.5 w/m • Specialist Gender Equality/Non-Discrimination DWT-Bangkok 1 w/m

Furthermore, certain elements received support from other projects, in particular:

- Resources for collective bargaining were mobilized through an outcome-based funding coordinated by Fundamental Principles and Rights at Work (FPRW).
- Labour inspection interventions funding was mobilized through an outcome-based funding from Norway, coordinated by LAB/ADMIN OSH.

Two of the CPOs have adequate resources, while for the other five CPOs funding is a bit fragmented. Nevertheless, funding has been shown to be acquired from different sources for most of the CPOs. In some cases, however, it was felt that there were budgetary and technical resource constraints which did not allow CO-Beijing to match its expertise with the requirements of the constituents, leaving them with some unmet demands.

B. Delivery of outputs

Some of the main outputs delivered under Outcome 2.1 are as follows.

On social dialogue:

- Provided technical advice on social dialogue and labour dispute settlements through capacity building activities.
- Capacity-building activities on labour standards, workplace compliance, OSH, social protection, and gender equality organized for trade unions.
- Localization of the ILO E-OSH training manual, which is currently in the process of being tested by CEC.
- Finalization of the Labour Market Profile Report is almost complete.

On International Labour Standards (ILS):

- Organized a round table meeting on the impact of fundamental principles and rights at work to officials with decision-making authority regarding ILO core Conventions.
- Provided training to the relevant Ministries on the reporting obligations with respect to ratified Conventions resulting in reports being submitted in a timely and satisfactory manner.
- Provided capacity building workshops on forced labour to improve the knowledge and impact of Fundamental Conventions 29 and 105.
- Conducted workshops on the application of child labour conventions to improve the application of Child Labour Conventions.
- Provided technical support for the preparation of ratification of Convention 102 on Social Security (Minimum Standards).

- Enhanced Constituents' knowledge on the recently ratified Maritime Labour Convention (MLC) through capacity building activities for labour inspectors (to be organized in October and November 2015), expected to contribute to the implementation of MLC.

On Labour inspection:

- Provided technical support and capacity building of constituents for the preparation of the potential ratification of Governance Convention 81 on Labour Inspection.
- Provided policy advice on national labour inspection capacity building programme.
- Conducted capacity building activities for labour inspectors and safety inspectors.
- Documented and disseminated Good Practices of local initiatives on labour inspection.
- The importance of labour inspection to ensure non-discrimination practices was also highlighted in the already mentioned gender equality work planning with MOHRSS.

The above list provides quite substantial achievements in certain areas, and many are surely of acceptable quality in that it led to real progress. Delays were as such not reported by the CO-Beijing under this outcome, except of course the above-mentioned budgetary and human resource constraints to meet the un-met demands of the constituents.

C. Use of outputs by partners/ target groups

The outputs have mostly been used by the constituents and target groups, and some prime examples are as follows.

On Social Dialogue:

Social dialogue outputs are used directly and indirectly in developing province-level regulations on collective bargaining, in on-going discussions for the reform and/or improvement of dispute resolution mechanisms, and in policy debates for promoting effective industrial relations. One example is the Guangdong Regulation on Collective Bargaining of September 2014, a tripartite communique on strengthening collective bargaining.

On ILS:

- The Constituents are using most of the ILS outputs reported in the previous section.
- Pension reform policies adopted in 2014 and 2015 actually reflect ILO recommendations.
- A major landmark is the ratification of ILO Convention MLC in August 2015, especially since it is the first convention to be ratified by China *in over eight years* (the last one being C155 on Occupational Safety and Health in January 2007).

On Labour Inspection:

- Constituents' knowledge on Governance Convention 81 was enhanced through the capacity building activities, contributing to the preparation for the potential ratification of this convention.
- The knowledge and skills of inspectors strengthened on issues such as non-standard employment, compliance issues in SMEs, and preventive inspection.
- ILO accident investigation manual used as training tool by SAWS.

The above outputs concern examples of the use and the replication by the constituents and other partners, and underscores their appreciation for the support provided. ILO's understanding of the context and the extensive expertise provided in the above-mentioned outputs and progress have been a crucial factor in this accomplishment.

D. Progress made (against outcome indicators/milestones)

On several areas important progress was made under Outcome 2.1.

- Tripartite constituents have successfully established a “tripartite labour relations coordination consultation system” at the province and lower levels. Such bodies are currently active in 32 provinces, 333 major cities/prefectures, and 2618 counties, as of end of 2014.
- Progress has been made by the ACFTU and CEC in the area of Collective Bargaining as demonstrated by promising experiments especially in *sectoral* Collective Bargaining, in elected trade union leaders negotiating collective agreements at enterprise level, and in provincial regulatory frameworks. Collective bargaining *coverage* has increased to over 40% by the end of 2015, compared to 2007 (22%).
- A *policy directive* has been issued that calls for improvement and reform of labour dispute resolution mechanisms (State Council Opinion on Building Harmonious Labour Relations, March 2015).
- The ratification of the Maritime Labour Convention (MLC) in August 2015 was, as indicated before, a landmark achievement, and it had been supported by various training activities in ILOs training centre in Turin, Italy.
- The Constituents actually used the ILS and the related fundamental and technical conventions in their work related to collective bargaining and labour inspection.
- The Governance Convention 81 on Labour Inspection is firmly in the pipeline for ratification, and the government has prioritized the role of labour inspection in the development of sound labour market and is paying more attention to its prevention and advisory functions of labour inspection.

Under Outcome 2.1 promising progress was made in several areas considered as ILO’s mandate, such as the ratification of MLC, the fact that labour inspection is firmly on the table, the experiments with social dialogue and collective bargaining, and the enhanced knowledge among constituents of ILS and related fundamental, governance and technical conventions and the incorporation of those in their activities. As indicated before, however, progress towards ratification of the remaining four fundamental conventions remains limited.

E. Measure to response to the emerging risks and the opportunities

The main risks that were taken into account and to which ILO responded during the implementation do in fact apply to most of the outcomes:

- a. The ability to secure sufficient resources to deliver the planned targets, and
- b. The acceptance of these planned targets by the constituents.

The response by ILO was to try to tap various diverging resources, while the second risk was mitigated by maintaining close and frequent contact with the constituents.

The need for technical expertise in early stages of policy development can in fact be considered as an opportunity for ILO experts. As technical and political discussions on the development of policies and reform efforts take place extensively *well before* formal discussion is convened, it is vital to access and participate in this process, to keep abreast of developing views and theories. Thus, while working closely with the constituents, it is also important to work closely with the networks of experts who are mobilized by the constituents to carry out preliminary discussions and studies, both at the national and province levels.

The plans for next period for Outcome 2.1 can be summarized as follows:

- Supporting the exploration and examination of different models and options for policy and reform outcomes in specific areas of industrial relations.
- Supporting improvement in the quality of collective bargaining, both in terms of representative capacity and contents.
- Support the capacity of the government authorities in promoting effective collective bargaining, including developing effective interest dispute resolution mechanisms.
- Continue the capacity building for the organizations of workers and employers.
- Provide technical service to support the development of the labour inspection system in line with Governance Convention 81.
- Support efforts of constituents to improve workplace compliance through the tripartite social dialogue mechanism.
- Promote the ratification of several Technical Conventions, e.g. 102 on Social Security, 187 on Occupational Safety and Health, and 183 on Maternity Protection.

Average Score for this Outcome: 5.1 – Satisfactory.

Outcome 2.2: Policies reducing income disparities designed and implemented to benefit all workers.

Under this outcome there are two CPOs in the SMM/Implementation Plan 2014-15:

CHN155: The system of regulations and institutions improved to provide better employment and working conditions for workers in line with ILS.

CHN301: Equal opportunities and treatment in the workplace promoted and working conditions for men and women improved with a focus on specific target groups.

The DWCP Document specifies two Outcome Indicators for Outcome 2.2:

- 2.2.1 Policy initiatives designed to ensure wage growth in tandem with economic growth, and to ensure more equitable distribution of wage income are developed with active participation of tripartite constituents.
- 2.2.2 International labour standards and ILO technical advice have been taken into consideration in the process of setting up a regulatory system for wage protection.

Indicator 2.2.1 aligns closely with CHN301 dealing with equality issues, while Indicator 2.2.2 and CHN155 are both dealing with ILS.

A. Resource adequacy

The funding resources for Outcome 2.2 amount to just over US\$ 61,000, or only 1.7% of the total Outcome-budget. This amount came from the Regular Budget (53%) and the rest from XBTC (47%) as was detailed in Table 6 (in the previous chapter). The larger part of this amount was used for CHN301 (64%), as compared to CHN155 (36%).

In addition to the support from the IR Specialist in CO-Beijing with technical support from WORKQUALITY in HQ-Geneva, a number of specialist technical experts from Bangkok and Geneva also contributed to this outcome, and the combined expected and actual inputs are: ILS and labour law specialists: 3 w/m (BKK: 2 w/m; GVA 1 w/m); Industrial relations specialists from Geneva/InWork: 1 w/m (CHN155); Employment/working conditions specialist from Geneva: 1 w/m (CHN155); Three specialist (each 1 w/m) from INWORK (BKK & Geneva): 3 w/m (CHN301); and Specialist on Workers' activities, ROAP Bangkok: 1 w/m (CHN301).

Despite the limited amount of regular and XBTC budget, the funding has been adequate for activities focusing on reform of wage policy, development of regulatory mechanisms, and improvement in key working conditions issues (e.g. working hours and paid leave), especially also thanks to the generous allotment of ILO expertise from inside and outside the CO-Beijing.

B. Delivery of outputs

Some of the main outputs delivered under Outcome 2.2 are as follows:

- Carried out a minimum wage impact study with ILO technical support, and studies on the wage protection system.
- Undertaken initial studies on various wage payment systems, especially on the piece-rate system, with a view to reform in the context of developing sectoral collective bargaining.
- Adoption of an implementation regulation on labour dispatch.
- Technical inputs to the China Urban Labour Survey by the Institute of Population and Labour Economics of the Chinese Academy of Social Sciences.

C. Use of outputs by partners/ target groups

The outputs are being used by partners and target groups although they are mostly still at the discussion/design stage, for example:

- Policy makers and -researchers at the national and province level (viz. the minimum wage is set by province-level government) have held discussions on the improvement of the monitoring of the minimum wage impact.
- National-level policy discussions have been held on the development of a national regulatory framework for wage guarantee on the basis of the situation of wage arrears and the experience of province-level wage guarantee funds (focused mostly on “rural migrant workers” in the construction sector).
- A number of policy directives aimed at improvement in working conditions, labour standards and labour relations has been adopted (State Council Opinion on Building Harmonious Labour Relations, March 2015).

D. Progress made (against outcome indicators/milestones)

Some progress was made towards the achievement of indicator 2.2.1, while progress on ILS was already reported under Outcome 2.1. Two main developments stand out:

- Collective bargaining has been identified and promoted in key government and tripartite joint policy documents as one of the central vehicles to ensure that wage growth takes place in tandem with economic growth and results in a more equitable distribution of wage income.
- A number of provinces and sectors have developed specific wage protection systems, such as a wage guarantee fund.

E. Measure to response to the emerging risks and the opportunities

One important risk has been identified under this outcome: Domestic and global economic slowdown, as well as industry restructuring have the potential to stall the efforts to improve working conditions and labour standards. Therefore, the ILO considered it vital to promote social dialogue as a key process in facilitating changes, and in promoting improvement in labour standards and working conditions.

The plans related to Outcome 2.2 for the next period can be summarized as follows:

- Promote social dialogue, including collective bargaining as a key aspect and process of promoting and managing change, including restructuring.

- Promote efforts and policies targeting specific labour standards and working conditions challenges, such as working hours, paid leave and wage system.
- Support policy programmes addressing challenges for decent work arising from different forms of employment practices, such as, labour dispatch and part-time work.
- Promote the development of a policy programme on improvement and reform of wage payment system in view of challenges for equitable wage growth, productivity improvement, and skills development needs of workers to adapt effectively to changing production practices and technology.

Average Score for this Outcome: 4.3 – Moderately Satisfactory.

4.3 DWCP Priority 3: Enhanced social protection

Under DWCP Priority 3, i.e. “Enhancing social protection through the improvement of the social security system and promotion of safe work”, there are two programme outcomes: 3.1 and 3.2.

Outcome 3.1: Social security system improved to reach the goal of basic benefits for all.

Under this outcome there is one CPO in the SMM/Implementation Plan 2014-15:

CHN302: Progress in the extension of social security coverage consolidated to provide basic social security benefits for all.

The DWCP Document specifies three Outcome Indicators for Outcome 3.1:

- 3.1.1 Policy advice in line with Social Security (Minimum Standards) Convention, 1952 (No. 102) and Social Protection Floors Recommendation, 2012 (No. 202) incorporated in the implementation guidelines for the Social Insurance Law.
- 3.1.2 Institutional capacity of Social Security Capacity Building Centre of MOHRSS improved.
- 3.1.3 China's experience in the field of:
 - the development of basic social insurance pensions,
 - the universalization and progressive harmonization of health insurance programs,
 - the development of a long term care system,
 - the establishment of related community services,
 - the development of linkages between social security and employment services,
 - the implementation of effective inspection mechanisms.

is documented and disseminated through case studies and participation in regional SPF Good Practices guides.

These three indicators are all clearly linked to the CPO under this outcome.

A. Resource adequacy

The funding resources for Outcome 3.1 amount to just over US\$ 72,000, or just 2% of the total Outcome-budget. This amount came in large majority from the Regular Budget (93%) with only little XBTC funds secured (see also Table 6 in the previous chapter). There are also several experts from Bangkok and Geneva who supported this outcome, and the combined actual and expected inputs are: Two Social protection specialists from Geneva: 6 w/m.; and Social protection specialist from Bangkok: 2 w/m. In addition, there was technical support from SOCSEC and SOCPOL in HQ-Geneva.

However, overall there was insufficient funding to support this outcome/CPO, and there were difficulties in mobilizing fund from other sources. Cost sharing by constituents is still rather limited.

B. Delivery of outputs

Some of the main outputs delivered under Outcome 3.1 are as follows:

- Provision of policy advice on pension reform through ILO report and seminars.
- Provision of technical support in the preparations for the process towards ratification of the technical Convention 102 Social Security (Minimum Standards).
- Conducted a study on the adjustment of pension benefits for urban workers for MOHRSS.
- Carried out capacity building activities on social protection for rural migrant workers as well as on advance payments for employment injury insurance.
- Produced four social protection videos and country briefs.
- ILO specialists technically contributed to the training course of the Social Security Capacity Building Center of MOHRSS.
- Six ILO social security training manuals were localized and published.

This list demonstrates clearly, that, despite the limited resources available for this outcome, a number of substantial outputs were delivered to the constituents.

C. Use of outputs by partners/ target groups

Several of the outputs have indeed been used by partners and target groups, for example:

- The ILO advice provided on pension reform has been reflected in the adopted policies on this issue.
- The government is currently conducting a comparative analysis on Convention 102 based on the technical advice provided by ILO.
- The ILO study is expected to contribute to policy making on pension benefits adjustment, but it is too early to establish its actual use.
- The social protection videos were shared on the ILO social protection platform and through the Chinese mainstream social media.
- The localized social security training manuals have been used as training tools by the Social Security Capacity Building Center of MOHRSS.

D. Progress made (against outcome indicators/milestones)

Progress was made on some of the indicators of Outcome 3.1, for example:

- Technical Convention 102 on Social Security is firmly in the pipeline for ratification.
- A series of measures have been adopted by the government on pension reform.
- Maternity leave is now in line with International Labour Standards (ILS).
- Capacity building of the 'Social Security Capacity Building Center' of MOHRSS, whereby ILO provided small-scale technical support, in particular specialists' inputs and the development of training manuals.
- China's experience has been documented, disseminated and shared on ILO social protection platform and mainstream Chinese social media.

E. Measure to response to the emerging risks and the opportunities

Since the launch of the ILO Global Campaign on Social Security and Coverage for All in 2003, China has made major progress in extending social security coverage, especially in old-age income security and health protection. Now, there is the need to consolidate the achieved progress through an overhaul and restructure of social security schemes to address the issues and challenges emerged in the fast expansion. This situation coupled with the political will of the government is a major opportunity for further extending social protection coverage. The

experience of China in extending the social protection floor could also be shared with other countries through South-South Cooperation as is already ongoing with Cambodia and Laos.

Improving the social protection level for rural residents and vulnerable groups will be a long term process, given the large number of rural residents and the fiscal space required in improving the protection level. Empirical studies on the contribution of social security to consumption and economic growth could be conducted to provide policy evidence for further improving the benefits level of rural and urban residents.

The plans for next period related to social security are in particular:

- Continue to provide ILO technical advice in the area of pension reform.
- Technical support in the preparations towards the ratification of Convention 102.
- Capacity-building support on international principles through knowledge-sharing of social protection practices (including actuarial expertise).
- Promoting more gender equitable social protection mechanisms.
- Promote South-South Cooperation to share the Chinese experience in extending the Social Protection Floor (SPF) with other countries.

Average Score for this Outcome: 4.5 – (Moderately) Satisfactory.

Outcome 3.2: A preventive safety and health culture and a system approach promoted at both national and enterprise level.

Under this outcome there is one CPO in the SMM/Implementation Plan 2014-15:

CHN179: Improve workplace safety and health through the development of national OSH standards and the promotion of ILO OSH tools, with a special focus on SMEs.

The DWCP Document specifies three Outcome Indicators for Outcome 3.2:

- 3.2.1 Provisions and Principles enshrined in the Occupational Safety and Health Convention, 1981 (No. 155) and its Protocol integrated into national OSH laws and implemented, taking into consideration of the observations made by CEARC.
- 3.2.2 Number of technical inputs on important events and project activities to promote preventative safety and health culture as well as gender mainstreaming.
- 3.2.3 The scope of workplace safety training programmes for the healthcare sector extended to reduce stigma and discrimination towards people with HIV.

These three indicators are clearly aligned to this outcome's CPO (CHN179). In practice, Outcome 3.2 can be divided in two main elements:

- 1) The CPO (CHN179) on Occupational Safety and Health (OSH) is aligned to indicators 3.2.1 and 3.2.2, and
- 2) The HIV/AIDs project is aligned to indicator 3.2.3.

A. Resource adequacy

The funding resources for Outcome 3.2 are the lowest of all seven outcomes with just over US\$ 51,000, or only 1.4 % of the total Outcome-budget. This amount came in majority from the Regular Budget (83%) with only a small contribution from XBTC funds (see also Table 6 in the previous chapter). Specific expertise was secured from Bangkok and Geneva and their combined expected and actual inputs are as follows: OSH specialist from Geneva: 1.5 w/m; Labour Inspection

specialist from Geneva: 1 w/m; OSH specialist from RO Bangkok: 2 w/m; and Technical inputs from specialists in ILO AIDS, SECTOR and LAB/ADMIN OSH.

Some of the (additional) funding was acquired as follows:

- From LAB/ADMIN OSH RB and the outcome-based funded project in LAB/ADMIN OSH, financed by Norway.
- From UNAIDS at the HQ level, and through small UNJPs.

The low levels of funding are a challenge for both elements, and in particular in the HIV/AIDS project there is insufficient funding to develop behaviour change communication materials for healthcare workers and to support the initiative of grass root NGOs.

B. Delivery of outputs

Some of the main outputs delivered under Outcome 3.2 are as follows.

On OSH:

- Technical assistance to improvement of reporting on various OSH-related Conventions (for example 155, 167 and 170).
- Organized institutionalized annual or biennial high-level events jointly with SAWS to promote national OSH prevention culture.
- Provided technical advice for the revision of the national standard on OSH management system and other occupational health standards.
- Conducted training for safety inspectors, with a special focus on compliance in SMEs.
- Promoted ergonomic checkpoints by ACFTU and other partners, with a special focus on SMEs and the high-risk sectors, and localized and published ergonomic checkpoints in Agriculture.
- Localized and published E-OSH.

On issues related to HIV/AIDS:

- Strengthened national policy on OSH in the health sector.
- Develop technical standards on OSH management and build capacity of government partners, hospitals and workers organization to implement these standards.
- Established pilot model policies and programs in leading public hospitals at provincial levels.
- Improved healthcare for vulnerable populations, including people living with HIV.
- Reached 31,000 healthcare workers in eleven leading hospitals in China through the HIV and OSH training workshops and other learning events, and three hospitals have created the Hospital OSH management systems (to be passed on to other hospitals).

This indicates that, despite the limited resources available for this outcome, several good outputs were delivered to the constituents.

C. Use of outputs by partners/ target groups

The use of the outputs by the partners and target groups can be illustrated as follows:

- The institutional high-level OSH events have contributed to raising the attention of both the political leaders and the public on OSH challenges and building the prevention culture.
- The core principles of ILO-OSH 2001 and OSH conventions are considered in revising the Basic Norm on Enterprise Work Safety Standardization.
- ILO Ergonomic Checkpoints have been widely used by SMEs in high-risk sectors and the supplier chain.

- ILO E-OSH training manuals will be tested by CEC to be used as a standard training tool.
- The China Centre of Diseases Control issued the National Implementation Guidelines on Management of Occupational Exposure to Blood Borne Pathogens in China.
- The proposal on improvement of OSH in healthcare settings submitted to the people's congress in 2015 was set as one of the priorities of the government.
- HealthWISE training manuals have been translated into Chinese, and based on these manuals the government has drafted the OSH guidelines for healthcare workers.

D. Progress made (against outcome indicators/milestones)

Progress was made towards the achievement of the three indicators, for example:

- Work safety highly prioritized by the government, and policy change is taking shape to gradually integrate the enforcement functions at the local level.
- The amendments of the Work Safety Law reflected some of the principles suggested by ILO.
- OSH challenges in SMEs are now better recognized, and collaborative efforts are made by SAWS and trade unions in some provinces to improve OSH in SMEs through the application of the ILO OSH tools.
- Public awareness on OSH was enhanced through the institutionalized OSH events jointly organized by ILO and SAWS, including the biennial China International Forum on Work Safety and the annual observation of the World Day on Safety and Health at Work ("OSH Day") on every April 28.
- Improvements in the reporting on the ratified OSH Conventions C155, C167 and C170.
- Workplace safety training programmes for the health care sector are extended to reduce stigma and discrimination towards people with HIV in selected leading hospitals.

E. Measure to response to the emerging risks and the opportunities

The two elements in this outcome have been dealing with different types of risks. Regarding OSH, China is increasingly prioritizing the focus on this topic, which provides a clear opportunity for ILO. Despite its limited financial and technical resources, CO-Beijing has been able to get recognition from the international community as an agency with relevant expertise on OSH through networking, advocacy materials and solid technical expertise.

Regarding HIV/AIDS, there is a clear difficulty in fund mobilization, and ILO is seeking to form synergy with other multilateral OSH projects in China.

The main plans for the next period for Outcome 3.2 are as follows:

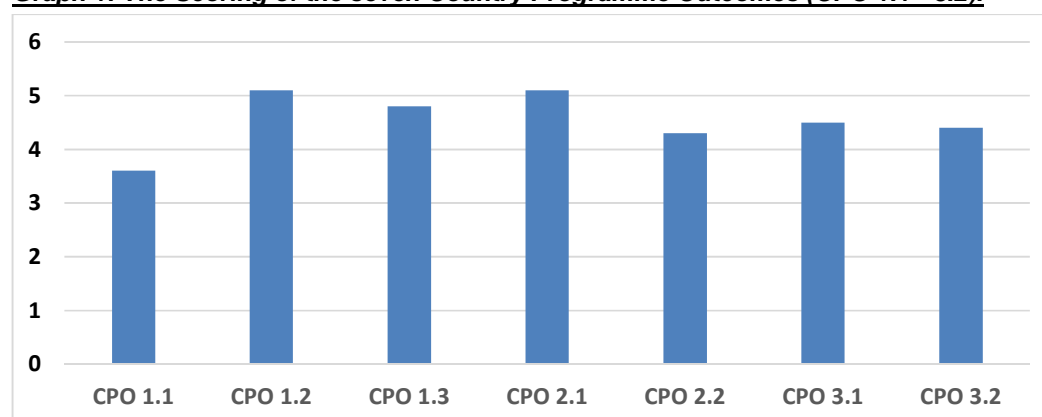
- Providing technical service on the possible ratification of Convention 174 Prevention of Major Industrial Accidents, and Convention 187 Promotional Framework for Occupational Safety and Health.
- Update the national OSH profile.
- Promote social dialogue in the area of OSH, and facilitate coordination and synergy between the main stakeholders.
- Capacity-building for safety inspectors.
- Localize ILO OSH tools further according to the needs of the constituents.
- Strengthen the capacity of NGOs dealing with HIV to address rights violations in particular the rights to employment and medical treatment.

Average Score for this Outcome: 4.4 – Moderately Satisfactory.

4.4 Scoring on Performance Factors

The overall scores analysed in the present chapter indicate that the performance of ILO's DWCP was moderately satisfactory to satisfactory (with an average of 4.5). The scores are detailed in Annex 5, and summarized in Graph 1 below.

Graph 1: The Scoring of the seven Country Programme Outcomes (CPO 1.1 - 3.2).

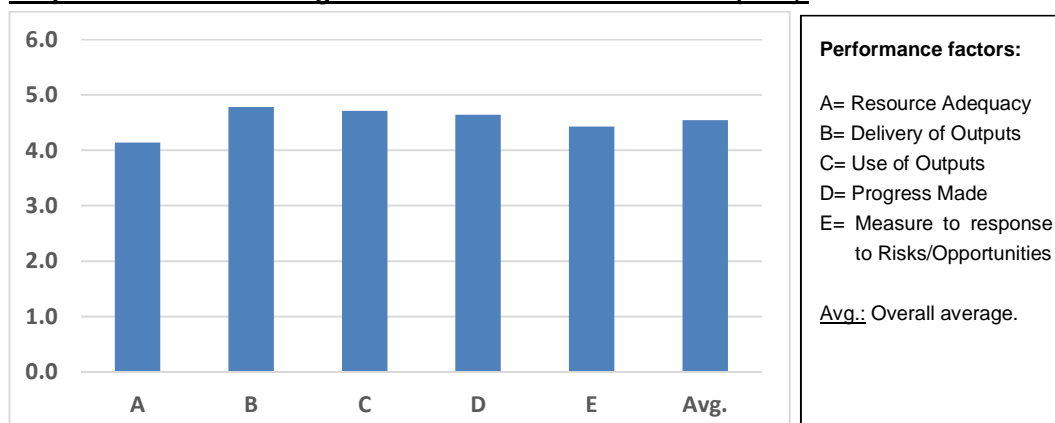


Out of the seven outcomes three have a rating between 4.8 and 5.1 and are thus labelled as “Satisfactory” according to the TOR. One outcome has a rating of 4.5 and is thus midway between moderately satisfactory to satisfactory, while the remaining three outcomes have a lower score of between 3.6 and 4.4, and are thus labelled as “Moderately Satisfactory”. The details of the scores are given in Table 8 below.

Table 8: Average Scores of the 7 CPOs (1.1 – 3.2) by the 5 Performance Factors (A – E).

PERFORMANCE FACTORS	Country Programme Outcomes (CPO)							TOTAL
	1.1	1.2	1.3	2.1	2.2	3.1	3.2	
A. Resource adequacy	3.5	5.0	5.0	4.5	4.0	3.5	3.5	4.1
B. Delivery of outputs	4.0	5.0	5.0	5.5	4.5	5.0	4.5	4.8
C. Use of outputs	3.5	5.5	5.0	5.5	4.0	4.5	5.0	4.7
D. Progress made	4.0	5.0	5.0	5.5	4.0	4.5	4.5	4.6
E. Response to risks	3.0	5.0	4.0	4.5	5.0	5.0	4.5	4.4
AVERAGE SCORE	3.6	5.1	4.8	5.1	4.3	4.5	4.4	4.5

Looking at the five performance factors in Graph 2, one can conclude that Resource Adequacy (A) rated the lowest with 4.1, which is not surprising considering the fact that resource mobilisation has been decreasing in recent years as China has joined the ranks of the middle-income countries. Factor E, Measure to response to the emerging risks and opportunities, is the second lowest, and here a contributing factor was that ILO did not have a kind of systematic risk register, but mostly dealt with arising risks and opportunities in an ad hoc way. The delivery of outputs (B) and the use made of outputs by partners/ target groups (C) received the highest ratings around 4.7 and 4.8. In terms of the three DWCP Priorities, Employment and Social Protection were rated almost the same at 4.5 and 4.45 respectively, while Social Dialogue's rating was the highest (4.7).

Graph 2: The Total Scoring on the Five Performance Factors (A- E).

In more qualitative terms, one can conclude that overall the ILO has been doing mainly the right things considering the circumstances of transition, industrial upgrading and incipient industrial relations prevailing in China at the time of the design of the DWCP. On the whole, we have seen in the above that the issues taken up are a bit fragmented with no less than 20 CPOs and with only three CPOs accounting for just over half of the budget for 2014-15 (i.e. 54%). In addition, the issues of ILS and social dialogue (including industrial relations and collective bargaining) received a relatively small share of the resources at the benefit of issues related to employment and social protection which was partly determined by the more widely available donor funding for the latter issues; a related conclusion is that tripartism has not yet been mainstreamed sufficiently to these latter issues. Lastly, there was at times some overlap in topics among the Seven Outcomes, for example HIV issues figured in both Outcomes 1.3 and 3.2, and Environment/green economy doubled in outcomes 1.1 and 1.2. In some other cases, there was also overlap but this could be attributed to the specific nature of the topics at hand, for example gender, ILO, equality and youth issues.

In terms of resources, the CO-Beijing has been assessed as requiring additional in-house technical expertise. At the same time, it was established that in 2014-15 quite a large number of expert missions either were expected to, or have actually been supporting ILO's activities in China (as indicated in Section 4.1 the actual inputs could not be separated from the expected ones): according to the CPO write-ups, this applies to a total of 48 missions of on average 1 to 3 months in particular from the ILO regional office in Bangkok and HQ in Geneva, divided as follows:

- 19 missions for DWCP Priority 1,
- 22 for DWCP Priority 2, and
- 7 for DWCP Priority 3.

This seems by all means quite a large number. One must not forget that this also required substantive inputs from the regular CO-Beijing staff for coordinating and arranging for the missions. Therefore, the cost effectiveness and efficiency of having in-house experts versus short-term technical inputs from outside through expert missions needs to be investigated further.

5 Conclusions and Recommendations

China's transition and industrial restructuring has provided challenges as well as opportunities to the ILO in its work in China. Through the bi-annual review meetings within the framework of the MOU with the MOHRSS, and through regular contacts with the tripartite constituents ILO has been able to monitor the changes and anticipate on them. The decreasing volume of donor funding available for China has made changes necessary within ILO's program and the next DWCP will need to be more strategic. In the past five years, donor funding has been available in particular for such issues as environment, gender, migration and disability, and much less for ILS or social dialogue. This has been in a way positive since industrial relations in China are in an incipient stage with all tripartite constituents being liaised quite closely to the government. By paying attention to other issues ILO has at the same time built relations further with the partners, has undertaken capacity building in various areas, and has been able to make some preparations towards the improvement in the implementation of and reporting on already ratified conventions, and towards the ratification of several other conventions.

In this chapter we will briefly look at the main conclusions in Section 5.1. Thereafter ten recommendations are formulated related to the performance criteria discussed in this report as well as on the progress of the DWCP Outcomes. Lastly, Section 5.3 provides some suggestions and two specific recommendations for possible future directions of the next DWCP.

5.1 Conclusions

The main conclusions of the present China Decent Work Country Programme Review will be presented below according to six Performance Criteria used in this report, plus the progress reported on the seven DWCP Outcomes.

The *Role and Relevance of ILO in China* has been assessed in this report through various criteria. ILO's DWCP 2013-2015 was designed in close cooperation with MOHRSS, and it clearly reflects the MoU between the ILO and MOHRSS, but there is much less evidence of involvement of the other two tripartite partners. The ILO in China developed a systematic program based on three important and relevant priorities. However, the elaboration of outcomes, milestones and targets is not sufficiently flexible and includes too many detailed indicators. The 3 DWCP priorities and 7 outcomes are close to the ILO mandate, and the China DWCP covers no less than 16 out of 19 Global outcomes. The DWCP is closely aligned to the UNDAF 2010-2015, and the ILO is working with many UN agencies. Overall, other UN agencies and donors clearly acknowledged during the interviews the special niche role ILO is playing in employment issues. The approach in the DWCP is in itself quite realistic and clearly takes into account budgetary realities, but more flexibility in the indicators would have benefited the program, as would have a mid-term review of the DWCP.

The second performance criteria is *Tripartite Participation and Capacity*. A solid mapping has been done of the needs of the Government in particular of MOHRSS, but there is much less evidence of a mapping of the needs of the other two social partners, and both ACFTU and CEC are mentioned rarely in the DWCP document; more regular, joint monitoring with all tripartite constituents is required for the next DWCP. The constituents themselves are quite active in

national development planning forums, partly also because of their institutional connection to the government structure.

Ownership is a bit skewed. On the one hand, MOHRSS takes very clear ownership of the bi-annual MoU, and thus in part, though less explicitly, also of the DWCP since the latter was based on the MoU. However, the trade union (ACFTU) and the employers' organization (CEC) feel a sense of ownership only of those *specific* activities in which they themselves are involved. Capacities of all constituents have improved as a result of capacity building efforts, although it did not result in an expansion of the *size* of the units within their organizations dealing with the specific DWCP activities. Joint, genuine tripartite partnerships need to be stimulated instead of the current often bilateral ones. The tripartite constituents are all very large organizations with clear links to the provinces and regions (cf. Chapter 2). As such, they clearly have substantial capacities as well as resources, although they are not always able to mobilize those for specific decent work issues.

The *Focus and Coherence of the Programme's Design and Strategies* is established through a large number (eight) of sub-criteria. The design and strategy of the DWCP is in itself coherent with the three country priorities leading to the seven outcomes and several indicators for each. The DWCP fits within ILO's strategic policy framework and it is linked to 16 out of the 19 Global Outcomes of ILO, although resources are thereby spread thinly over many of the global outcomes. The consensus between ILO and the constituents is much more explicit in the case of MOHRSS (cf. MoU), than in the case of the two social partners. The DWCP strategy has been presented in detail with outcomes, indicators, targets and milestones, and the main means of action are included in the SMM/Implementation Plan. Cross-cutting issues receive quite a lot of attention including *specific projects* related to gender, people with disability, HIV/AIDS, environment, child labour and forced labour. On the whole, the current DWCP is coherent and logical by means of the use of the systematically defined planned outcomes and indicators. ILO responds clearly to the recognized needs among constituents through the yearly retreat with all tripartite partners, the bi-annual MOU review with MOHRSS, as well as through the regular contacts of ILO staff with all constituents.

There are efforts to mobilize resources by the ILO Country Office for China and Mongolia (CO-Beijing), but an explicit and consistent resource mobilization strategy has been lacking. As it is now, much of the activities deal with employment, social protection or cross-cutting issues, but much less with issues related to social dialogue and ILS. In other words, tripartism has not been sufficiently and effectively mainstreamed in all aspect of work and CPOs. This was illustrated with an analysis of the financial data for 2014-2015 when the total budget was US\$ 6.7 million. Just over half of this amount was earmarked for the seven outcomes (54%), and the remainder for regular staff, which of course is also used for all outcomes, as well as for the delivery of the Mongolia DWCP. The large majority of the funding for outcomes (72%) was donor-related (XBTC), which tends to focus more often employment, social protection or cross-cutting issues because of the priorities of individual donors. The overview in Tables 5 and 6 in Chapter 3 indicates that there is a skewed division of resource allocation among the three DWCP priorities, with employment issues (including environment, green jobs, gender, HIV/AIDS, non-discrimination) accounting for the large majority of funding: 77%, while social dialogue and social protection account for only 20% and 3% respectively. In addition, only three out of the 20 specific country programme outcomes (CPOs) account for almost 54% of the total outcome-specific budget, and each combines several topics.

Managing for Results: Outcomes, indicators, targets and milestones are clearly indicated, although targets and milestones are quite detailed and lack flexibility. The SMM/Implementation plan for China's CPOs has been properly developed and is being monitored. There are, however, issues concerning activities being organized or initiated by ILO Geneva and/or Bangkok, but this is an ILO-wide issue. In addition, monitoring would benefit from an annual DWCP review. The capacity building with partners' institutions is kind of an exit strategy facilitating sustainable results (e.g. SCORE and GetAhead), but due to the size of China not all levels can be reached. On the other hand, longer time horizons in engaging the constituents and other partners is equally important, especially due to the scale of China.

The criterion of **Efficiency and Adequacy of Organizational Arrangements** was assessed as moderately satisfactory only. The ability of the DWCP to capture risks effectively with respect to the whole program through framework-wide planning is based on three main areas of identified risks: Firstly, the commitment and level of involvement of constituents varies significantly; Secondly, their capacity is generally substantial but their capacity to apply international labour standards (ILS) and to engage in genuine social/tripartite dialogue needs technical assistance from the ILO; and lastly, resource mobilization leaves somewhat to be desired and is hampered by the lack of technical, in-house presence at CO-Beijing to engage with donors and the constituents. As indicated before, a mid-term review report did not materialize, while this could have been important for intermediate re-orientations. The operation and management set up are in part effective for DWCP implementation, but the linkages between staff responsibilities and DWCP's three priorities and seven outcomes have become less clear to the mission members. The general opinion is that ILO has operated with integrity and fairness. Stakeholders generally appreciate ILO's technical strength, either country-based, or short-term on demand from Bangkok and Geneva. However, these short-term experts are not always available when required, while there is a shortage of permanent, country-based technical experts. Work processes both in CO-Beijing as well as with Bangkok and HQ can be improved, and this should be aligned to the ongoing business process review within the ILO at large. A special problem for China is the slow internet connection to foreign websites and the blockage of Google and social media such as You Tube and Twitter.

With the universal coverage of the Sustainable Development Goals (SDGs), CO-Beijing will need to step up its technical support to Hong Kong SAR and Macau SAR and intensify its participation in the UN country team mechanisms in China as well as Mongolia. The current capacity in CO-Beijing, covering already two countries, appears inadequate to respond to demands arising from the evolving programming landscape in China as well as managing programme risks effectively.

The last performance criteria, **Knowledge Management and Sharing**, is also judged as moderately satisfactory. No clear evidence could be found that the DWCP is actually being monitored. Most of the constituents referred to the DWCP document vaguely as internal to the ILO, while reporting has not been systematically undertaken. Constituents and partners have access to ILO websites and generally have expressed appreciation of the project products. Translations of tools and documents in Chinese are often mentioned as important progress and are products in high demand, while the current DWCP is only available in English. The distribution of publications can be more widely undertaken, also to UN organisations, and the visibility of ILO and the awareness of the DWCP itself should be further enhanced. The CO-Beijing has relatively strong cooperation with a large number of national knowledge networks on exchange programs, capacity building, training and ToT. Lastly, HQ Geneva is particularly interested in developments

in China because of its global importance, and thus there is a regular link between CO-Beijing and technical units in Geneva (see for example the ILO Global Wage Report).

Taking the six Performance Criteria together, the China DWCP 2013-2015 was rated as a whole as '(Moderately) Satisfactory' with an overall average score of 4.49. Four Performance Criteria were rated 'Satisfactory' having scores between 4.6 and 4.75, while two criteria were rated as 'Moderately Satisfactory' with scores between 4.0 and 4.2. That the overall performance is considered (moderately) satisfactory is definitely commendable in particular considering the enormous size of the country, the sustained transition process including economic restructuring and upgrading, the reduction in the availability of aid funding, and the changing role of China in the world arena enhancing its role as international investor and aid provider. Especially in view of these factors several improvements are required, in particular in the areas of the flexibility of the DWCP, the coordinated involvement of the tripartite constituents, and the sharing of knowledge.

Regarding the *Progress on the Seven DWCP Outcomes*, the overall scores analysed in Chapter 4, indicate that the performance of the China DWCP was moderately satisfactory to satisfactory (with an average of 4.5). Out of the seven outcomes, three were clearly "Satisfactory", while three other outcomes were "Moderately Satisfactory", and the seventh outcome scored in the middle. Looking at the five performance factors (A through E), one can conclude that Resource Adequacy (A) rated the lowest with 4.1, which is not surprising considering the fact that the availability of aid funding has been decreasing in recent years as China has joined the ranks of the middle-income countries. Factor E, Measure to response to the emerging risks and opportunities, is the second lowest, and here a contributing factor was that ILO did not have a kind of systematic risk register, but mostly dealt with arising risks and opportunities in an ad hoc manner. The delivery of outputs (B) and the use of outputs by partners/target groups (C) received the highest ratings around 4.7 and 4.8. In terms of the three DWCP Priorities, Employment and Social Protection were rated almost the same at 4.5 and 4.45 respectively, while Social Dialogue's rating was the highest (4.7).

In more qualitative terms, one can conclude that overall the ILO has been doing mainly the right things considering the circumstances of transition, industrial upgrading and incipient industrial relations prevailing in China at the time of the design of the DWCP. On the whole, we have seen in the above that the issues taken up are a bit fragmented with no less than 20 CPOs and with only three CPOs accounting for just over half of the budget for 2014-15 (i.e. 54%). In addition, certain issues, i.e. ILS and social dialogue (including industrial relations and collective bargaining,) received a relatively small share of the resources, which was partly determined by the more widely available donor funding for such issues as employment, social protection and cross-cutting issues. Lastly, there was at times some overlap in topics among the Seven Outcomes, for example HIV issues figured in both Outcomes 1.3 and 3.2, and Environment/green economy doubled in outcomes 1.1 and 1.2. In some other cases there was also overlap but this could be attributed to the specific (cross-cutting) nature of the topics at hand, for example gender, equality and youth issues.

In terms of resources, the CO-Beijing has been assessed as requiring additional in-house technical expertise. At the same time, it was established that in 2014-15 quite a large number of expert missions either were expected to, or have actually been supporting ILO's activities in China (as indicated in Section 4.1 the actual inputs could not be separated from the expected ones): according to the CPO write-ups, this applies to a total of 48 missions of on average 1 to 3 months

in particular from the ILO regional office in Bangkok and HQ in Geneva. This seems by all means quite a large number. One must not forget that this also requires substantive inputs from the regular CO-Beijing staff for coordinating and arranging for the missions. Therefore, the cost effectiveness and efficiency of having in-house experts versus short-term technical inputs from outside through expert missions needs to be investigated further.

5.2 Recommendations

The recommendations will be presented below according to the six performance criteria, as well as the progress on DWCP Outcomes. For easy reference the recommendations are numbered, and a table is added for each with the key data.

Role and Relevance of ILO in China:

- 1) Continue the alignment with the Government's 13th Five-Year Plan and with UNDAF**, as well as the cooperation with MOHRSS through the bi-annual MoU meetings. Since many issues in China go beyond the tripartite partnership, other concerned partners need to be engaged in a coordinated way. In other words, expand the partnership beyond the tripartite.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing, MOHRSS and UNDAF	High	First Half of 2016	None

Tripartite Participation and Capacity:

- 2) Strengthen the joint partnership and ownership among ILO's Tripartite Constituents, and strengthen the linkages between the constituents**, for example by organizing six-monthly, or at least annual, tripartite review meetings on implementation and monitoring of DWCP.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing and Tripartite Constituents	High	From first Quarter 2016	Allocate regular budget

- 3) Take more explicitly into consideration the priorities and/or strategic plans of the ILO social partners** in the design of the next DWCP.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Beijing, CEC and ACFTU	Very High	From today.	Re-allocation of un-committed funds if funds would be required

Focus and Coherence of DWCP Programme:

- 4) Identify the DWCP outcomes, indicators targets and milestones but maintain a certain degree of flexibility in the design of the DWCP and make it more strategic**, especially given the continuing economic structural transition in China, and given the fact that China is no longer only a recipient of aid but also a provider of global investments and aid, cf. for example the substantial pledges made by President Xi at the SDG Conference in New York in September 2015, and the leading role China is taking in the establishment of the Asian Infrastructure Investment Bank (AIIB). This global engagement of China itself needs support, for example in understanding and meeting expectations concerning labour standards abroad. The DWCP should consider to include *qualitative* indicators.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing	Medium	Include in the design of the new DWCP	None

Managing for Results:

- 5) **Align DWCP outcomes and CPOs in SMM/Implementation plan, and introduce an annual review for the DWCP Outcomes.** Regular progress monitoring, with the support of the constituents, would facilitate discussions of risks and opportunities as they emerge. The outcome-based work planning through internal SMM/IP CPOs has been in some ways a risk mitigation practice. In view of the prolonged structural transformation of China and the sheer size of the country, exit strategies will require a longer time horizon than usual.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing	Medium to High	2016	Allocation of funds from HQ-Geneva

Organizational Arrangements:

- 6) **Develop a more systematic and coherent resource mobilisation strategy**, which should include and exploration of ILO's RBSA allocation for Middle-income countries as these countries have difficulty accessing donor funding, and an exploration of cost-sharing with tripartite and other partners.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing	High	2016	Re-allocation of un-committed funds, or request HQ-Geneva for this specific activity

- 7) **Streamline work processes both in CO-Beijing as well as with Bangkok and HQ**, such as operationalising results-based management, and aligning financial data to the CPOs and DWCP outcomes. Align with the review by HQ of business processes.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing, ILO Bangkok and ILO HQ Geneva	Low to Medium	2016	Allocation from HQ

Knowledge Management:

- 8) **Increase visibility of ILO and enhance distribution of outputs** through several activities to be initiated by the CO-Beijing, including the translation of the new DWCP in the Chinese language, the design of a communication & media strategy to enhance visibility of ILO (including an ILO Quarterly Newsletter and the distribution of materials, for example to other UN agencies), the establishment of a Knowledge Management Strategy, incl. identifying good practices/lessons learned and sharing knowledge.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing	High	First half 2016	Budget allocations in the new DWCP

Progress made on DWCP Outcomes

- 9) Streamline the issues taken up in the outcomes, reduce fragmentation of topics, and increase the (relative) number of activities which deal squarely with ILS, labour market governance, industrial relations, social dialogue and collective bargaining.** Make sure there is no overlap of topics between the various outcomes.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing, in partnership with HQ Geneva	Medium to High	First quarter 2016 (design of DWCP)	Budget allocations in the new DWCP.

- 10) Increase the internal capacity of CO-Beijing,** especially given the opportunities and challenges indicated and the increasing importance of China's global role, as well as the additional efforts required to support achievements of SDGs in China and Mongolia, and in SAR Hong Kong and SAR Macau. Funding could either come from a HQ allocation to increase the budget for regular staff budget, or could (partly) come from a re-allocation for the budget for short-term missions from ILO Bangkok and Geneva. Therefore, it is also recommended to **investigate the effectiveness and efficiency of the relatively large number of short-term missions used in 2014-15 and compare that with an increase in the in-house expertise.**

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing, ILO HQ Geneva and ILO Bangkok	High	First Half of 2016	<ul style="list-style-type: none"> • Allocation of funds by ILO HQ from Regular Staff Budget, <u>or</u> • Re-allocation from budget for short-term missions; • In any case, make provisions for an allocation within the new DWCP.

5.3 Recommendations on Possible Future Directions of the New China DWCP

The current Review of the DWCP is very timely, since it coincides with the preparations for the new DWCP 2016-2020. In its turn, it so happens that this new DWCP coincides fully with the new (i.e. 13th) Five-Year Plan 2016-2020 of the Government of China (GoC) and that of the MOHRSS, as well as with the new UNDAF 2016-2020. It is thus essential that the new priorities and outcomes align closely to the priorities of the 13th Five-Year Plan of the GoC and of MOHRSS, but also to:

- The MoU with MOHRSS;
- The Plans and Policies of ACFTU and CEC;
- The new 17 SDGs which will be implemented from 2016;
- The new ILO Transitional Strategic Policy Framework (SPF) with 10 Global Outcomes;
- UNDAF 2016-2020; and
- The already existing multi-year planning of the main donors in the area of Decent Work.

Priorities of stakeholders for the new DWCP

The Country Program Review found that a large number of topics were proposed by the stakeholders for possible inclusion in the new, more strategic DWCP 2016-2020. The following is an exhaustive list, and it is simply too long to be considered as real priorities, but it is meant for CO-Beijing to be used as a checklist for stakeholder interests. The stakeholder priorities are categorized according to the four ILO Strategic Objectives:

- A. **Fundamental Principles and Rights at Work (FPRW) and International labour Standards (ILS).** FPRW and ILS were present in the previous DWCP, but not as a separate priority. In light of the increased emphasis on ratification and application in the ILO Transitional SPF and the need for stronger labour market institutions (Employers' and Workers' Organizations, labour inspection, bipartite and collective labour dispute systems, bipartite workplace cooperation mechanisms, labour law, etc.) and an economic environment increasingly dominated by market forces, FPRW and ILS will clearly have an important role to play in the coming years. Therefore, it is recommended below to add FPRW and ILS as a separate, fourth priority *to the MOU*. This was also discussed at the validation workshop, and for example MOHRSS underscored the importance of the cross-sectoral part in Social Dialogue, and of the Conventions 102 on Social Security and 81 on Labour Inspection.
- B. Employment:
- a. Income distribution and Inequality.
 - b. Employment quality as China is in transition and in a period of industrial upgrading (especially also underlined by CEC);
 - c. Strengthen selected research activities or supporting relevant research that will provide concrete evidence on the labour dimension while China is transforming rapidly;
 - d. SME and (Mass) Entrepreneurship Development;
 - e. Special attention to the issues of child labour and forced labour as the Government of China is putting these themes squarely on their agenda; not only MOHRSS emphasized this point at the validation workshop (indicating as well to look into ILO Recommendation 190 on Child Labour), but also CEC stresses it, and they have already participated in at least 5 workshops on these topics.
- C. Social Dialogue:
- a. Industrial relations, Collective Bargaining, Bilateral and Collective (Wage) Dispute Resolution.
 - b. Capacity building of employers' and of workers' organisations to arrive at harmonious labour relations, in particular with CEC and ACFTU and their regional and local branches.
- D. Social Protection:
- a. Occupational Safety and Health (OSH):
 - i. Publicize achievements made on OSH to enhance public awareness in partnership with SAWS, for example 'Safe Day' (or 'OSH Day') in China;
 - ii. Enhance capacity of inspectors in selected provinces jointly with SAWS.
 - b. Pension reform, and in particular equal retirement age for men and women.

South-South and Trilateral Cooperation

Increasingly, and commensurate to its economic status and position in the world, China has obtained a bigger stake in policy-making at the multilateral level and to use multilateral fora as platform to share its development experience with other countries. Currently, two examples of ongoing South-South Cooperation provide valuable lessons:

- MOHRSS funds a South-South cooperation project sharing China's experience on employment services with Cambodia and Lao PDR. This project, entitled "*South-South Cooperation on Expanding Employment Services and Enhancing Labour Market Information in Cambodia and Lao PDR*" is implemented within the framework of the

South-South Cooperation Agreement signed by ILO and MOHRSS in June 2012, with USD 1 million contribution by MOHRSS for 3 years.

- The All-China Federation of Trade Unions (ACFTU) funds a South-South Cooperation project strengthening trade unions in the Asia Pacific region. ACFTU itself contributed USD 1 million to support the implementation of the project, entitled *Strengthening Workers' Organizations in the Asia/Pacific Region* during 2014-2015. The project aims to strengthen the technical capacity of union leaders and activities in the Asia and the Pacific region to better protect and promote the fundamental rights of workers. Nine regional workshops addressing emerging trends in collective bargaining, challenges in union organizing, promotion of social security, minimum wage and labour law reform and research in selected topics were completed during 2014-2015.

The two projects have progressed well as per their objectives, and both facilitate technical dialogues at the working levels between ILO, MOHRSS and ACFTU (see ILO and MOHRSS 2015: 23-24).

Recommendations concerning the New ILO DWCP 2016-2020

- 11) Make the work on Fundamental Principles and Rights at Work (FPRW) and International Labour Standards (ILS) more visible in the new DWCP by adding a fourth priority to the three original MOU priorities, and add it to the new DWCP.** FPRW and ILS were present in the previous DWCP, but not as a separate priority. China is resuming its interest in ratification of ILS while the ILO is placing stronger emphasis on ILS to support the strengthening of labour market institutions. Thus, FPRW and ILS will clearly have an important role to play in the coming years.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing and MOHRS, with involvement of ACFTU and CEC	High	From first quarter 2016 (design of DWCP)	None.

- 12) Explore South-South and Trilateral Cooperation, and learn the lessons from the two ongoing South-South Cooperation project with MOHRSS and ACFTU.** Increasingly, and commensurate to its economic status and position in the world, China has obtained a bigger stake in policy-making at the multilateral level and to use multilateral fora as platform to share its development experience with other countries.

Responsible Unit	Priority	Time Implication	Resource Implication
CO-Beijing and MOHRS, ACFTU and CEC with partners from the South and with donors	High	From first quarter 2016 (design of DWCP)	Allocations in new DWCP

Annex 1 Terms of Reference (TOR)

Insert here the Final TOR.

Annex 2 Itinerary of the field mission to Beijing

Date	Time	activity	Responsible programme/project officer
September 20 (Sunday)	14:00-15:00	Meeting with Tim (TBC) Venue: ILO Beijing Office	Li Qingyi
21 September (Monday)	09:30-11:00	Meeting with CEC -Ms. Liu Hansong, Director-General, International Dept., CEC -Mr. Zhao Guowei, Division Chief, Employers' Department, CEC A-12 2 nd floor, CEC	Li Qingyi
	13:30-14:30	Meeting with programming staff Venue: Conference room of ILO Beijing Office	Li Qingyi, Zhou Jie
	15:00-16:30	Meeting with SAWS -Ms. Shi Yanping, Director, International Cooperation Dept., SAWS -Ms. Yin Mingyu, Director, Director for Training, National Center for International Cooperation, SAWS	Li Qingyi
	17:00-18:00	Meeting with the programming staff Venue: Conference room of ILO Beijing Office	Guan Jinghe, Gai
22 September (Tuesday)	09:00-10:30	Meeting with programming/finance staff Venue: Conference room of ILO Beijing Office	Zhou Haibin, Pei Hongye, He Mingming
	11:00-12:00	Meeting with UNAIDS -Dr. Catherine Sozi, Country Director of UNAIDS	Li Qingyi
	14:00-16:00	Meeting with ACFTU -Sun Jianfu, Director, Division of International Organizations, International Department, ACFTU -Zhao Zhengwei, Deputy Director, Division of International Organizations, International Department, ACFTU -Peng Jing, Officer, Division of International Organizations, International Department, ACFTU	Li Qingyi
	17:00-18:00	Meeting with the programming staff Venue: Conference room of ILO Beijing Office	Yoon Youngmo, Huang Qun

23 September (Wednesday)	09:00-11:30	Meeting with MOHRSS -Mr. Liu Yutong, Director of International Cooperation Division, International Cooperation Dept., MOHRSS -Mr. Rong Sicai, Director of Division of International Organizations, International Cooperation Dept. MOHRSS	Li Qingyi
	14:00-14:30	Meeting with UNRC's representative(TBC) Venue: UNDP	Li Qingyi, Liu Zening
	15:00 – 18:00	Preparation for the stakeholder workshop and the report	
September 24 (Thursday)	09:30-10:00	Meeting with IOM Venue: Conference room of ILO Beijing Office -	Pei Hongye
	10:30-11:00	Meeting with the Swiss Embassy -Muischneek Gregor EDA MIG, Advisor, Political Section, Swiss Embassy Venue: Swiss Embassy	Zhang Xubiao
	14:00-15:00	Meeting with All-China Federation of Women Venue: ACFW -Ms. Duan Guohui, Deputy Director-General, International Dept. All-China Federation of Women	Li Qingyi, Liu Zening
September 25 (Friday)	10:00-11:00	Visit One Plus One Disabled Persons' Cultural Development Center	Zhou Haibin
	15:00-16:00	Meeting with Renmin University (TBC) -Professor Zeng Xiangquan, School of Labour and Human Resources Venue: Renmin University	Li Qingyi
	16:45-17:15	Meeting with UN women Address: Tayuan Diplomatic Office Bldg 2-8-2	Li Qingyi
September 28 (Monday)	09:00-13:20	Stakeholder workshop	

Annex 3 Agenda & List of Participants of National Consultation Workshop

Date: 28 September 2015
 Location: Hotel Yuyang, Beijing, China
 Venue: Zijin Hall, 3rd Floor, Yuyang Hotel

08:45	Arrival and registration of participants		
09:00	Opening remarks and introduction of participants - Tim De Meyer, Director of ILO Beijing Office		
Session 1:	Review of China DWCP (2013-15)		
09:15	Presentation of the preliminary findings of China DWCP (2013-15) review - by Theo van der Loop, the leader of the review team		
10:00	Comments by the Chinese constituents * MOHRSS * SAWS * ACFTU * CEC		
10:30	Plenary discussion		
11:00	Tea break		
Session 2:	Preparing for China DWCP (2016-20)		
11:20	Next steps towards DWCP ---by Parissara Liewkeat, Programme Analyst, ILO Beijing Office		
11:35	Round table discussion on priority areas of China DWCP (2016-20) Speakers: * MOHRSS * SAWS * ACFTU * CEC * Pong-Sul Ahn, Senior Specialist in Workers' Activities, ILO DWT for East and South-East Asia and the Pacific * Representative of DWT		
12:20	Plenary discussion		
12:50	Closing remarks -Tim De Meyer		
13:00	Lunch (Cafeteria on ground floor)		

Participant list		
No	Name	Title
MOHRSS		
1	Mr. Lu Yulin	Director-General, International Cooperation Department
2	Mr. Liu Yutong	Director, Division of International Cooperation, International Cooperation Department
3	Mr. Zhang Yiming	Researcher, Simulation Research Office, Chinese Academy of Labour and Social Security
4	Mr. Yuan Yifeng	Associate Researcher, International Organizations Research Office, Institute of international Labour and Social Security, Chinese Academy of Labour and Social Security
5	Mr. Bao Chunlei	Assistant Researcher, Enterprise Human Resource Management Office, Institute of Labour and Social Security
SAWS		
6	Mr. Chen Jiang	Executive Director General, National Center for International Cooperation in Work Safety
7	Mr. Zhang Tianhu	Director, Department of International Cooperation
8	Ms. Yin Mingyu	Director for Training, National Center for International Cooperation
9	Ms. Xu Yuexi	Programme Officer for Training, National Center for International Cooperation
ACFTU		
10	Mr. Guan Xiangkun	Director, Laws and Regulations Division, Legal Dept.
11	Ms. Zhang Lixin	Director, Labour relations and Law research office, China Trade Union Movement Research Institute
12	Mr. Zhao Zhengwei	Deputy-Director, International Department
CEC		
13	Ms. Liu Hansong	Deputy Director-General, International Department

14	Mr. Niu Zhiqiang	Division Director, International Department
15	Mr. Ma Chao	Division Director, Employers' Department
CDPF		
16	Mr. Kong Lei	Director, International Cooperation Division, International Dept.
ILO ROAP and DWT		
17	Mr. Pong-Sul AHN	Senior Specialist on Workers' Activities
18	Ms. Makiko MATSUMOTO	Specialist on Employment
19	Mr. Matthieu COGNAC	Youth Employment Specialist
20	Ms. Joni SIMPSON	Senior Specialist, Gender, Equality and Non-Discrimination
21	Mr. Nuno MEIRA SIMOES DA CUNHA	Senior Specialist on Social Protection
22	Ms. Pamornrat PRINGSULAKA	Monitoring and Evaluation Officer
UN Resident Coordinator Office		
23	Ms. Ira Ovesen	UN Coordination Specialist
ILO Beijing Office		
24	Mr. Tim De Meyer	Director
25	Ms. Guan Jinghe	Deputy Director
26	Mr. Yoon Youngmo	Senior Specialist in Social Dialogue and Industrial Relations
27	Ms. Parissara Liewkeat	Programme Analyst
28	Ms. Huang Qun	Programme Officer
29	Ms. Li Qingyi	Programme Officer

30	Mr. Zhang Xubiao	Project Manager, SCORE project
31	Ms. Zhou Jie	Programme Officer, SCORE project
32	Mr. Zhou Haibin	National Project Coordinator, PROPEL project
33	Ms. Pei Hongye	Programme Officer, Migration and Mobility Support Project
34	Mr. He Mingming	Admin & Finance Officer
35	Ms. Liu Zening	Project coordinator
36	Ms. Li Quanhong	Secretary to Director
37	Ms. Wang Wei	Programme Assistant
Consultants for the review		
38	Mr. Theo van der Loop	International consultant
39	Mr. Wang Jiyuan	National consultant

Annex 4 Scoring on Review Questions

The scoring sheet below is based on the Review Questions in the ToR (5.1–5.6, pp. 3-4):

Review Questions (cf. ToR Section 5.1 – 5.6)	Score 1 - 6	Comments
1. The role and relevance of ILO in China, its niche and comparative advantage	4.6	See Section 3.1
• The extent to which the national political, economic and social factors have shaped formulation of DWCP.	5	
• To extent of flexibility that the DWCP has; the ability to respond to emerging opportunities.	3	
• The extent of DWCP priorities consistent with ILO's capacities and its comparative advantages	6	
• To what extent the ILO has achieved the overall policy coherence and partnership between ILO action and those of other UNs, and of the MDGs.	5	
• The extent to which it is a realistic in its approach and takes into account budgetary realities	4	
2. Tripartite participation and capacity	4.7	See Section 3.2
• The extent to which it has been based on a solid mapping of constituent needs and is fully reflective of those needs in execution	3	
• The extent that the national tripartite constituents are active in national development planning forums and networks.	5	
• To what extent the national tripartite constituents take ownership of DWCP.	5	
• To what extent the tripartite constituents have improved capacities to influence national policy and resources within decent work areas.	5	
• The extent to which that the DWCP has worked in partnerships with tripartite constituents and built national capacities and support policy change.	5	
• What are the main capacity and resource constraints of the tripartite constituents in delivering DWCP in line with their priorities? And if so have there been steps to address them collectively.	5	
3. The focus and coherence of the programme's design and strategies	4.75	See Section 3.3
• Is there coherence and integrated approach in DWCP strategy?	6	
• The DWCP fits within ILO's strategic policy framework and programme and budget priorities and strategies.	5	
• Does the DWCP reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation?	4	
• The extent to which that the DWCP strategy has been presented with main means of action for delivery of ILO support.	5	
• To what extent the cross-cutting goals have been integrated into DWCP e.g. gender mainstreaming, targeting vulnerable target groups.	5	
• The extent that the current programme is coherent, logical and captures opportunities for reinforcing each other in meeting objectives.	5	
• Verification that ILO responds to recognized needs among constituents.	5	

<ul style="list-style-type: none"> • The extent to which the resource mobilization is an integral part of DWCP strategies. 	3	
4. Managing for results	4.7	See Section 3.4
<ul style="list-style-type: none"> • Has the DWCP defined clear outcome-level results against which it can be assessed? 	4	
<ul style="list-style-type: none"> • Is there clarity and agreement on how results have been documented and verified indicators with targets and milestones set are being applied? Has the monitoring plan been prepared and used as management tools? 	5	
<ul style="list-style-type: none"> • Are there exit strategies to ensure results are sustainable by partners' institutions at various levels (local, provincial and national) level. 	5	
5. The efficiency and adequacy of organizational arrangements to deliver ILO's programme in China	4.2	See Section 3.5
<ul style="list-style-type: none"> • To what extent the operation and management set up are effective for DWCP implementation, adequate monitoring and ensuring delivering of the expected results. 	4	
<ul style="list-style-type: none"> • To what extent the ILO has operated fairly and with integrity. 	5	
<ul style="list-style-type: none"> • Are credible, skilled specialists supporting the work? 	4	
<ul style="list-style-type: none"> • Is resource mobilization being carried out effectively and efficiently? 	4	
<ul style="list-style-type: none"> • Are work processes efficient and timely? 	4	
6. Knowledge management and sharing	4.0	See Section 3.6
<ul style="list-style-type: none"> • How effective is performance being monitored and reported? 	3	
<ul style="list-style-type: none"> • The extent to which and how the information is shared and made accessible to national partners? 	3	
<ul style="list-style-type: none"> • Is the ILO using/strengthening national knowledge networks and knowledge bases? 	5	
<ul style="list-style-type: none"> • How is the ILO utilizing the knowledge garnered from DWCP in its wider policy work and what is the mechanism that helps information feed into the wider policy discourse in HQ. 	5	

Note:

The group of review questions in the ToR under **5.7** are part of the second scoring procedure (see text of the Inception Report Section 2, and Annex 5).

Annex 5 Scoring on each of the Seven DWCP Outcomes

PERFORMANCE FACTORS	Seven Country Program Outcomes (CPO) *)							Overall Average
	1.1	1.2	1.3	2.1	2.2	3.1	3.2	
A. Resource adequacy	3.5	5.0	5.0	4.5	4.0	3.5	3.5	4.1
• Is the ILO contribution to the outcome adequately resourced?								
• Are there any technical cooperation activities (regardless of the sources of funds) contribute to this outcome?								
• Any other resources?								
• If under-resourced, why? Funding gaps?								
B. Delivery of outputs	4.0	5.0	5.0	5.5	4.5	5.0	4.5	4.8
• Will all planned outputs be delivered by the end of 2015?								
• Are the quality and quantity of outputs delivered satisfactory/acceptable?								
• Delays?								
C. Use of outputs by partners/ target groups	3.5	5.5	5.0	5.5	4.0	4.5	5.0	4.7
• Are the outputs delivered by the ILO being used by the partners/ target groups?								
• Appreciated? Replicated? Used elsewhere? ILO's understanding of the local context?								
D. Progress made (against outcome indicators/milestones)	4.0	5.0	5.0	5.5	4.0	4.5	4.5	4.6
• Have the progress/ changes taken place in the country in the past three years (taking into account the milestones set)?								
• If not, why did it not happen?								
E. Measure to response to the emerging risks and the opportunities	3.0	5.0	4.0	4.5	5.0	5.0	4.5	4.4
• What emerging risks and/or opportunities have affected the progress of this specific outcome?								
• Does the country programme take into consideration those risks and opportunities and adjust the outcome and/or its strategies?								
OVERALL AVERAGE SCORE	3.6	5.1	4.8	5.1	4.3	4.5	4.4	4.5

*) The scoring ranges are given in the ToR in Annex 1.

Annex 6 Mapping of DWCP Outcomes & Outcomes of SMM/Implementation Plan

Mapping of country programme outcome of China DWCP CPOs and CPOs of SMM/Implementation Plan 2014-15

China DWCP 2013-15 Outcomes	SMM/Implementation Plan (2014-15)
1.1: Labour and employment policies are integrated with other macro-economic policies affecting the quantity/quality of employment	CHN 251 Employment quality for men and women enhanced while green jobs promoted
1.2: Effective policies, strategies and programmes in place toward developing a skilled workforce, improving and employability of workers and the competitiveness and sustainability of enterprises in transition to a green economy	CHN253 - Sustainable enterprises create productive and decent jobs in the transition to a greener economy CHN254 - Promotion of Decent Work a sector specific approach for economic sectors CHN255 - Integration of green jobs skills development into sector and national development strategies
1.3: Equal opportunities and treatment in employment and occupation strengthened and protection for vulnerable groups expended.	CHN178 Strengthen capacity of healthcare workers to manage blood born pathogens and reduce HIV related discrimination in employment and medical treatment CHN252 Skills development increases employability of workers CHN256 Youth employment promoted with a focus on addressing employment challenges of university graduates CHN902 - Strengthened national institutions and capacity to prevent, eliminate and remedy forced labour CHN903 - Enhanced commitments for non-discrimination through equal employment opportunities policies and practices
2.1: Tripartite constituents capacity to promote social dialogue and respect for ILS strengthened	CHN153 Wage policy implementation framework improved in full interaction with wage negotiation, to contribute to national income distribution reform CHN154 - Capacity of labour inspectorates enhanced through the development of a national training programme for labour inspectors

	CHN156 - Promotion of improved collective bargaining, dialogue, and dispute resolution mechanism and practices for harmonious industrial relations, equity and inclusive growth
	CHN801 Strengthened institutional capacity of employers' organisations
	CHN802 Strengthened institutional capacity of workers' organisations
	CHN826 - Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations
	CHN901 - Knowledge and impact of ILS and fundamental principles and rights at work are improved and ratification of ILO Conventions is promoted
2.2: Policies reducing income disparities designed and implemented to benefit all workers	CHN155 - The system of regulations and institutions improved to provide better employment and working conditions for workers in line with International Labour Standards
	CHN301 Equal opportunities and treatment in the workplace promoted and working conditions for men and women improved with a focus on specific target groups
3.1: Social security system improved to reach the goal of basic benefits for all	CHN302 - Progress in the extension of social security coverage consolidated to provide basic social security benefits for all
3.2: A preventative safety and health culture and a system approach promoted at both national and enterprise level	
	CHN179 Improve workplace safety and health through the development of national OSH standards and the promotion of ILO OSH tools, with a special focus on SMEs

Source: ToR (cf. Annex 1).

Annex 7 List of References

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Annex 8 Budget & Actual Spending for China DWCP 2014-2015

DWCP Outcomes	DWCP Outcomes	Budget decentralized to Beijing (US\$)				Budget Not-decentralized to Beijing (US\$)				TOTAL		
		RB, RBTC, RBSA		XBTC & PSI		RB, RBTC, RBSA		XBTC & PSI		Budget decentralize	Budget Other	Budget All
		Budget	Actuals	Budget	Actuals	Budget	Actuals	Budget	Actuals			
Outcome 1.1		34,100	28,248	-	-	-	-	-	-	34,100	-	34,100
	CHN251	34,100	28,248							34,100	-	34,100
Outcome 1.2		13,000	-	669,162	512,876	20,900	11,829	80,267	75,231	682,162	101,167	783,329
	CHN253			669,162	512,876			29,767	24,738	669,162	29,767	698,929
	CHN254	13,000				20,900	11,829	14,000	14,000	13,000	34,900	47,900
	CHN255							36,500	36,493	-	36,500	36,500
Outcome 1.3		287,976	108,911	339,586	245,751	108,524	54,975	370,040	286,020	627,562	478,564	1,106,126
	CHN178	10,000	8,742	11,379	11,379	68,000	18,536	177,165	172,722	21,379	245,165	266,544
	CHN252			234,044	187,111	15,715	11,630	45,884	35,944	234,044	61,599	295,643
	CHN256	213,976	60,042			22,309	22,309			213,976	22,309	236,285
	CHN902			37,417	-			81,991	75,350	37,417	81,991	119,408
	CHN903	64,000	40,127	56,746	47,261	2,500	2,500	65,000	2,005	120,746	67,500	188,246
Outcome 2.1		238,823	201,251	150,505	48,161	162,255	125,210	86,392	61,338	389,328	248,647	637,975
	CHN153	182,829	169,510			50,000	50,000	10,000	-	182,829	60,000	242,829
	CHN154	6,354	6,353			9,540	9,539	53,819	39,084	6,354	63,359	69,713
	CHN156	10,000	10,000	150,505	48,161	31,200	26,200			160,505	31,200	191,705
	CHN801	10,000	-			31,334	9,002			10,000	31,334	41,334
	CHN802	9,640	9,640			27,932	18,222	22,573	22,254	9,640	50,505	60,145
	CHN826-HQ					12,249	12,247			-	12,249	12,249
	CHN901	20,000	5,748							20,000	-	20,000
Outcome 2.2		24,924	24,923	-	-	7,262	7,262	29,000	3,222	24,924	36,262	61,186
	CHN155	15,000	15,000			7,262	7,262			15,000	7,262	22,262
	CHN301	9,924	9,923					29,000	3,222	9,924	29,000	38,924
Outcome 3.1		34,006	12,114	-	-	33,000	32,999	5,114	4,846	34,006	38,114	72,120
	CHN302	34,006	12,114			33,000	32,999	5,114	4,846	34,006	38,114	72,120
Outcome 3.2		24,561	12,560	-	-	18,000	10,000	8,600	7,729	24,561	26,600	51,161
	CHN179	24,561	12,560			18,000	10,000	8,600	7,729	24,561	26,600	51,161
TOTAL - Non staff cost		657,390	388,007	1,159,253	806,788	349,941	242,275	579,413	438,386	1,816,643	929,354	2,745,997

DWCP Outcomes	DWCP Outcomes	Budget decentralized to Beijing (US\$)				Budget Not-decentralized to Beijing (US\$)				TOTAL		
		RB, RBTC, RBSA		XBTC & PSI		RB, RBTC, RBSA		XBTC & PSI		Budget decentralize	Budget Other	Budget All
		Budget	Actuals	Budget	Actuals	Budget	Actuals	Budget	Actuals			
Staff Cost												
Management		1,055,040	1,062,522							1,055,040	-	1,055,040
Technical		527,280	527,280							527,280	-	527,280
Programme		400,560	200,280							400,560	-	400,560
Programme NO		509,322	404,962							509,322	-	509,322
Admin		547,758	462,358							547,758	-	547,758
Admin	CHN253			90,875	72,321					90,875	-	90,875
Driver		63,840	45,600							63,840	-	63,840
NPO project	CHN156			42,337	40,372					42,337	-	42,337
	CHN178							81,644	81,644	-	81,644	81,644
	CHN251							26,275	-	-	26,275	26,275
	CHN252			120,370	120,370					120,370	-	120,370
	CHN253			402,763	334,411					402,763	-	402,763
	CHN254					18,226	18,226	47,295	47,295	-	65,521	65,521
	CHN902			35,067	11,510			39,265	19,550	35,067	39,265	74,332
TOTAL - Staff cost		3,103,800	2,703,002	691,412	578,984	18,226	18,226	194,479	148,489	3,795,212	212,705	4,007,917
Grand Total 2014-2015 (as at September 2015)		3,761,190	3,091,009	1,850,665	1,385,772	368,167	260,501	773,892	586,875	5,611,855	1,142,059	6,753,914