



ILO in China Decent Work Country Programme Review (2016-2020)

Report May 2021

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Review team

Abbreviations

ACFTU All-China Federation of Trade Unions

CEC China Enterprise Confederation **DWCP Decent Work Country Programme** ILO International Labour Organization ILS International Labour Standards

M&E Monitoring and evaluation

MEM Ministry of Emergency Management

MOHRSS Ministry of Human Resources and Social Security OECD/DAC

Organization for Economic Co-operation and

Development/Development

P&B Programme and Budget

PRODOC Project document

QCPR Quadrennial comprehensive policy review

RBM Results-based management

RBSA Regular Budget Supplementary Account SAWS State Administration for Work Safety

SDG Sustainable Development Goal

SSTC South-South and Triangular Cooperation

TOR Terms of Reference

UN **United Nations**

UNCT **United Nations Country Team**

UNDAF United Nations Development Assistance Framework

UNDS United Nations Development System

UNEG United Nations Evaluation Group

UNSDCF United Nations Sustainable Development Cooperation

Framework

Executive Summary

Highlights

Introduction: The aim of this report is to communicate the findings, conclusions and recommendations of the ILO in China Decent Work Country Programme Review (2016-2020) undertaken in November 2020 - January 2021.

The report is drafted based on the document review, key informant interviews, data analysis and triangulation, and it will be used as an accountability and learning tool on ILO's past work in China, and for informing development of the next Country Programme.

Partnerships: ILO's long-established relations with the Ministry of Human Resources and Social Security (MOHRSS), the All-China Federation of Trade Unions (ACFTU), the China Enterprise Confederation (CEC), the Ministry of Emergency Management (MEM), the Ministry of Transport (MOT), and other key Government stakeholders, provided the Office with opportunities to support an expanded range of actors in four strategic areas, including: 1) promoting decent work in line with international labour standards (ILS), 2) increasing quantity and quality of employment, 3) extending social protection for all, and 4) strengthening social dialogue.

In addition, ILO contributed to China's following global and regional engagements by supporting the constituents:

- In G20, BRICS, "one plus six" dialogues, etc. 1.
- 2. Through three MoUs signed with MOHRSS, MEM, MOT on strategic partnerships cooperation.1
- 3. Through MOHRSS project in Laos, Cambodia and Myanmar on long-term skills development and employment.
- 4. Through ACFTU project in Asia-Pacific on building and enhancing core capacities of trade unions and workers' organizations to define and undertake strategies to build a safe and fair future of work and influence policy agendas on social, economic and environmental issues.

¹ MoU with MOHRSS, on South-South Cooperation under Framework of the Belt and Road Initiative, MoU with MOT on Cooperation for the Promotion of the Effective Implementation of the Maritime Labour Convention (2006) through the 21st Century Maritime Silk Road, and MoU with MEM on South-South Cooperation on Work Safety under Framework of the Belt and Road Initiative.

Key achievements

International Labour Standards: Despite limited core funding and human resources, ILO has achieved considerable results in all Decent Work Country Programme Priority Areas, and especially through its mandate on international labour standards, by leveraging its strong ties with the constituents. ILO helped generate an important amount of knowledge products and continued to support constituents in preparation for ratification of Conventions (No. 29, No. 81, and No.102), which would bring about positive results in terms of the application of international labour standards in the country. The Office has been also supporting enterprises in affirming their principles and values, both in internal processes and operations and in interaction with other actors, including through Responsible Business - one of the important principles applied by ILO.

Employment: The ILO continued to provide evidence-based policy advice and technical expertise such as on employment policy dialogue, researches and seminars on new forms of employment, platform employment, quality employment and life-long learning, public employment services; capacity building on labour statistics, supported constituents in increasing population's access to employment, for example, by strengthening capacity on entrepreneurship training (through Start and Improve Your Business (SIYB)) and tailor-made training for youth entrepreneurship (Know about Business (KAB)). The Office worked on the area of labour protection for workers in non-standard forms of employment and on establishing more effective quality apprenticeship policies.

Social Protection: ILO has been supporting the Government in establishing universal, adequate and sustainable social security coverage. Namely, through a EU-funded project, the ILO has been promoting the ratification of the ILO Social Security (Minimum Standards) Convention (No.102), and increasing China's capacity to promote feasibility, sustainability and adequacy of old-age benefits, and expand social security to workers in non-standard forms of employment.

In the area of occupational safety and health (OSH), the ILO has focused on supporting the constituents and partners to improve OSH in small and medium enterprises. In cooperation with ILO, ACFTU, in particular, implemented a programme to improve OSH in SMEs through promoting the use of the ILO's OSH tool - "Ergonomic Checkpoints", and the same aim was pursued through the SCORE project in partnership with MEM.

Social Dialogue: ILO's contribution to enhance constituents' capacity promoting social dialogue and harmonious labour relations has been pivotal. In particular, the Office cooperated with the MOHRSS and social partners from August 2016 to February 2020 for implementation of the Development Cooperation Project on Promoting Harmonious Labour Relations through Collective Bargaining, which strengthened institutional capacity to cover a range of issues in collective contracts, and to prevent and address collective bargaining disputes.

Gender Equality and leaving No One Behind (LNOB): ILO has been following the LNOB principle in its work by targeting youth, women, persons with disabilities, people living with HIV/AIDS. In particular, the Office has been supporting the constituents in

developing evidence-based practical tools to strengthen institutional mechanisms for advancing gender equality as at work, and in addressing violence and harassment in the workplace in line with relevant international labour standards. As for persons with disabilities, ILO supported the establishment of the Global Business and Disability Network – China Chapter and has been providing capacity development on disability inclusion for companies and trainings for the target group, including young people with disabilities.

Challenges and Constraints

In implementing the Decent Work Country Programme, the ILO faced several challenges and constraints such as those listed below.

First, it takes time for the Government to prepare for ratification of ILO Conventions, as significant amount of awareness raising and research has to be undertaken.

Due to the fact that consultation with potential project partners took a longer time than expected, the implementation of ILO technical projects has been considerably delayed in some cases.

Besides that, there are internal challenges in the Office, such as the instances of complex and time-consuming administrative procedures, which lead to a certain loss in efficiency.

The Office's human resources may be spreading too thin and the personnel may be more engaged into day-to-day project management which does not allow for more strategic activities and negotiations.

In some areas, the ILO did not have readily available expertise that could fully match the rapidly changing development in China's labour market and policy development.

Whereas ILO has a risk management system, COVID-19 brought about new unexpected factors on which the Office had no prior experience (e.g. work from home, total travel restrictions). As a result, projects and programmes were on hold until it became clear that operations would not resume as normal for foreseeable future (approximately, till September 2020).

Recommendations

Recommendation 1: In its new DWCP, the ILO Office in China should prioritize the areas of strategic importance in line with the 14th Five Year Plan and the UNSDCF, and build a coherent theory of change that cascades from the 14th Five Year Plan and the UNSDCF. Prioritization exercise held together with the constituents should be used to identify possible areas of consolidation of efforts with the actors, for broader development effects; and areas of potential duplication of work with other stakeholders, which can be avoided. The new DWCP should also take into account China's upcoming status of a high-income country and its post-COVID-19 needs.

Recommendation 2: The new DWCP should have clear strategy to support the constituents to share their experience and practices with international community, for example, through South-South and Triangular Cooperation, interregional fora, such as ASEAN, etc.

Recommendation 3: The new DWCP should have more proactive measures on supporting constituents in ratification and application of conventions, in particular C29 and C102, and develop targeted programmes to support vulnerable groups identified by UNSDCF, in particular, women, persons with limited social protection.

Recommendation 4: In accordance with the UNSDCF Results Matrix, the ILO Office should report on regular basis on the progress towards DWCP targets designed following SMART² principle and revise the DWCP Results Framework if needed, and in consultation with the constituents. The Office can consider developing a knowledge management- and capacity development plans, and establishing a roster of highly qualified technical experts, available at short notice, in the areas of strategic priority to the constituents.

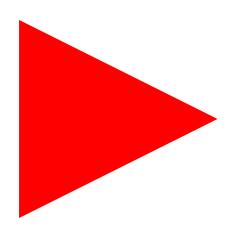
Recommendation 5: In consultation with constituents, the Office should define a vision for the CO's sustainability and footprint in the country for the next DWCP cycle, considering external and internal contexts, particularly the impact and opportunities of COVID-19. Given China's upcoming status of a high-income country, there is opportunity for ILO and the constituents to define financial and technical expertise needs, to which the Government can contribute, taking into account decreasing regular resources at the UN (including ILO).

² Specific, Measurable, Achievable, Relevant, and Time-bound.

Introduction

The document presents the Report of the Country Programme Review (CPR) of ILO in China (2016-2020). The review was conducted in November-December 2020. The Report includes the rationale, purpose, scope, objectives, methodology of the CPR, and presents the intended audience with findings, conclusions, lessons learned and recommendations. Key activities undertaken to generate the Report included a comprehensive desk review (see Annex VI: List of Documents), consultations with ILO in Beijing, ILO Regional Office in Bangkok and ILO HQ in Geneva, interviews (on-site and remote), and a debriefing upon data collection and report drafting phases.

The design of the review was primarily guided by ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations (2020), the Evaluation Norms and Standards of the UN Evaluation Group (UNEG) (2016), and the UN-SWAP Evaluation Performance Indicator Technical Note (2017).





Background & Context

1.1 DWCP China

Faced with the complicated international situation, tasks to deepen domestic and institutional reforms, and to ensure sustainable development and stability, Chinese leadership sees the need for new development paradigm, which is highly relevant to the ILO's expertise and core agenda—Decent Work Agenda (DWA). In March 2017, the ILO and its Chinese constituents have developed and approved the China Decent Work Country Programme (DWCP) for 2016-2020 after close consultation.

The DWCP 2016-2020 specifies priorities and expected outcomes in alignment with the aims of China's 13th Five-Year National Development Plan, the United Nations Development Assistance Framework (UNDAF) for 2016-2020, and the ILO-China MOU to establish and implement a strategic partnership in September 2016.

The DWCP presents the areas of work within the mandates of the ILO and reflects a common aspiration of the ILO and its Chinese constituents, including the Ministry of

Human Resources and Social Security (MOHRSS), the All-China Federation of Trade Unions (ACFTU), the China Enterprise Confederation (CEC) and the Ministry of Emergency Management/State Administration of Work Safety (MEM/SAWS). It has guided ILO support for China's pursuit of sustainable development and decent work. Its implementation and achievements contribute to the realization of national development targets, the Sustainable Development Goals (SDGs) and the ILO's strategic outcomes.

The achievements and gaps occurring in the implementation of the DWCP 2016-2020 also present a shared prospect and lay a solid foundation for developing the DWCP for the next implementation stage, in line with the key targets in the proposal for formulating the 14th Five-Year National Development Plan, and long-term goals until 2035.

Work for All. It has actively organized and participated in forums such as the G20, BRICS and the United Nations' 2030 Agenda to achieve the SDGs. The ILO is working with China in their mutual quest for social justice and fair globalization, by helping to improve social dialogue, promote employment, equality for women and men and vulnerable groups in a dynamic and evolving Chinese economy and society.

As a key part of the work of ILO, the China DWCP (2016-2020) has been implemented in close partnership with Chinese constituents and under the guidance of a Tripartite Steering Committee (TSC). The TSC are composed of ILO Beijing senior management, and representatives of MOHRSS, ACFTU, CEC and MEM/SAWS. The TSC oversees and ensures the involvement of the constituents in on-going monitoring of the results of the DWCP, including in their relations to the SDGs.

► 1.2 Country Context

► Changes and challenges of the Chinese labour market

Transformational drivers such as technology innovation and demographic change have posted huge challenges to China's social and economic transition and development. China has seen drastic changes in the world of work after forty years of implementation of the reform and opening up policy. The economy is being transformed from the low-skilled, labour intensive and export-oriented model into higher-skill production driven by local consumption and increased employment in tertiary industries. Meanwhile, excess production capacity and slowdown of economic growth make structural unemployment inevitable. Technological changes in the workplace have also created a more complex and diversified economy with specific division of labour, which pose more challenges to the vulnerable groups such as low-skilled workers, women and workers with disability.

Demographic changes, in particular population aging, add more pressure to the structure of working population and have a significant impact on the social security systems and funds. By November 2020, more than 1.3 billion people were covered by basic medical insurance and nearly 1 billion people were benefiting from basic pension insurance.³ Nonetheless, there are consistent needs for accelerated urbanization efforts and integration of various schemes for rural and urban workers and residents. In this regard, providing efficiency in services post significant challenges to the country's social security administration machineries.

Another essential aspect of the changing labour market is the rising awareness and promotion of rights of work at workplace, which also has a huge impact in the economy.

The Chinese government attaches great importance to building harmonious labour relations and has formulated a series of laws, regulations, policies and measures to

³ Proposals for formulating China's 14th five-year plan, long-term goals until 2035, retrieved in November 2020: http://www.gov.cn/zhengce/2020-11/03/content 5556991.htm

implement and has achieved positive results. However, continuous efforts are required to safeguard the rights of all types of workers such as ensuring their occupational safety and health, improving the working conditions in the workplace, especially the specific needs of more vulnerable workers like women and workers with disabilities.

In terms of promoting decent work and in order to achieve its long-term reform objectives aimed at eradicating absolute poverty, China is committed to improving its labour market policies, expanding social protection and creating more inclusive and sustainable environment for developing harmonious labour relations in various aspects, hoping to transform towards a more open, modern, and higher-income market economy.

► The National Development Plans

In the five years of the 13th Plan, China has aimed at (1) maintaining a medium-high rate of growth; (2) ensuring that innovation is the driving force for development; (3) enhancing coordination; (4) lifting living standards and quality; (5) improving the ecological environment and greening the economy; (6) deepening institutional reforms and ensuring more mature and stable systems in all aspects

Key national targets as reflected in the 13FYP of the ILO's main constituent and implementation partner MOHRSS include:

- 1. Creation of 50 million new jobs in urban areas during this 5-year period;
- 2. Lifting the vulnerable population out of poverty, including women, university graduates, laid off workers, and people with disabilities;
- 3. Expansion of social security coverage and improvement of social insurance system;
- 4. Unemployment rate maintained below 5 per cent;
- 5. Reduced workplace accidents and fatalities and occupational disease by enhancing inspection and supervision of workplaces;
- 6. Strengthening the rule of law.

Despite the COVID-19 pandemic starting in 2019, China's overall economy remained steadfast in the past five years. By November 2020, great achievements have been made and people's living standards have improved significantly. More than 60 million new jobs have been created in urban areas, and 55.75 million people in the rural and poor regions are lifted out of poverty. The world's largest social security system has been established, and social insurance coverage hugely expanded⁴.

The newly released 14th Plan has set up goals for the next five years, including those related to people's well-being and full and quality employment.

Considering the size of China, its political economy, and complexity of labour and employment issues, the formulation and implementation of DWCP require action on interdependent, interrelated and mutually supporting elements from the SDGs and the 14th Plan. The ILO also continues its coordination, collaboration and partnership with

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⁴ Ibid.

the other 23 funds, programmes and specialized UN agencies resident and members of the United Nations Country Team (UNCT) in China.

► DWCP and SDGs & UNDAF

In 2016, the United Nations released a series of indicators for countries to measure changes toward Sustainable Development Goals. As a specialized agency of the UN, the ILO is also responsible to report on, and support countries' ability to report measurement on these indicators, as they move toward the SDGs. The DWCP is an integrate part of the cooperation with the implementing country aiming at achieving decent work and the SDGs. The expected outcome 1.1 has reflected the support of DWCP with regard to achieving SDGs⁵. Overall, in 2015 the ILO and its constituents had identified the following three country priorities of DWCP 2016-2020 based on wide consultation:

Country priority 1. Increase the quantity and quality of employment

Country priority 2. Promote and extend social protection in and out of the

workplace

Country priority 3. Strengthen the rule of law and the realization of fundamental

principles and rights at work

The China DWCP also served as a vehicle for the integration of decent work in the UNDAF 2016-2020, specifically with respect to poverty reduction and equitable development, Outcome 1) More people, particularly the vulnerable and disadvantaged, enjoy improved living conditions and increased opportunities for economic, social and cultural development. As part of the new UN Sustainable Development Cooperation Framework (UNSDCF) 2021-2025, the ILO aims at taking an active part in the promotion of gender equality, of the rights of persons with disabilities and of people living with HIV/AIDS in the world of work.

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⁵ See Annex II for details on DWCP Country Priorities and Outcomes.

2

Purpose, Scope, Clients, and Methodology

The CPR adopted a participatory approach to the extent possible and it also used a goal-based/objectives-based of programme approach to evaluation as its framework. The DWCP document and its Theory of Change and relevant documents were used as a basis.

Purpose

The main purpose for DWCP Review is to reflect on the achievements and difficulties experienced, and to lay the ground for the preparation of the new DWCP. The review and evaluability assessment of DWCP will have the following focuses:

- 1. Assessment of the implementation and design of DWCP and examine how these contribute to performance against stated outcomes
- Assessment of the extent to which the DWCP is aligned with and incorporates
 the relevant SDGs, determine whether robust M&E frameworks and capacities
 are in place to track progress and review SDG/DWCP contributions, and
 whether a mechanism for reporting is established and feeds into SDG and other
 evaluation processes.
- Assessment of the constituents' capacity, needs and gaps with respect to monitoring and evaluating SDGs in line with Country's National Development Plan and sectoral plans.

Scope

The scope of the Review covers structure, modality, geography, sectors, partners, funds and sequence that the DWCP operates in China from 2016 to 2020.

The scope of the Review includes the relevant mix of advocacy and policy advice, capacity building, services, strategic partnerships, direct demonstration projects and research that make up a DWCP. The review will engage the appropriate constituents

ILO in China Decent Work Country Programme Review (2016-2020)

and stakeholders, including national government, worker and employer tripartite groups, funding partners, ILO, beneficiaries and the public. The strategy should cover national, provincial and local levels.

All sources of funds that have contributed to the delivery of outputs and the achievement made on DWCP outcome to date will be taken into account.

Clients: ILO country office and tripartite constituents, RO-Bangkok, DWTs, and HQ

2.1 Data collection and analysis

Desk review

The review began with a comprehensive desk review of relevant background documents, including strategy documents, programme documents, reports, and secondary data shared by ILO staff. The desk review also included a review of material on the environment in which ILO operates, and recent development plans and strategies.

The desk review has informed the development of this Inception Report and CPR methods and data collection tools to ensure all questions and measures are related to review criteria and related questions. The key documents of review are the following (the comprehensive list is provided in Annex VI).

- National development frameworks
- ILO-China MOU to Establish and Implement Strategic Partnership
- UN Development Assistance Framework of 2016-2020 and its evaluation report
- UNSDCF 2021-2025
- Decent Work Country Programme Document and its annexes, and the 2019 implementation report
- ILO Strategic Programme Framework and Programme and Budget
- List of projects link to each DWCP outcomes and the relevant project evaluation reports
- List of CPOs linking and implementation report
- Mid-term Evaluation of SCORE Programme (2019)
- Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China (2019)
- Other studies and research undertaken
- Technical and financial report
- National Tripartite workshop proceedings or summaries

► Key Informant Interviews

Review team conducted 21 (12 women, 9 men) key informant interviews (KII) based on semi-structured questionnaires (see Annex V). The list of key informants (tripartite constituents, UN agencies, UNRC, other relevant Ministries, donors and academia and civil society) has been identified by CO (see Annex IV).

Stakeholders' workshop

A stakeholder's workshop will be convened with participation of key constituents, stakeholders and partners. The workshop will have three purposes: 1) to gather additional information from the participants, 2) to answer the review questions by reviewing and discussing the information on the DWCP, and 3) to make evidence-based recommendations on how the DWCP should go forward.

Data analysis and Triangulation

Qualitative data analysis was used to analyze the data collected using the methods described above. This type of analysis involved conducting content analysis of the data, looking for patterns, categories, taxonomies, and/or themes. In order ensure validity and reliability, the findings that emerged were triangulated. Triangulation involved the confirmation of findings using multiple sources of data and methods of data collection.

Normative, SDGs and gender dimensions were mainstreamed as cross-cutting concerns throughout the methodology, deliverables and final report of the CPR. This means that both women and men were involved in consultations, review analysis, and in the review team. Data reviewed by the team was disaggregated by sex, and based on this analysis assessed the relevance and effectiveness of strategies and outcomes for both women and men. Recommendations reflect such analysis, which is accurately included in this report, and are gender-responsive.

Limitations

Travel restrictions related to COVID-19 limited the possibility of in-person data collection by CPR team members outside Beijing. The team also relied on the accuracy and completeness of the documents provided by the ILO Office and was able to consult the key stakeholders identified by the latter.

3

Country Programme Review - Main Findings

3.1 Contribution towards impact

Despite limited core funding and human resources, ILO has achieved considerable results in all priority areas, and especially through its mandate on international labour standards, by leveraging its strong ties with the constituents.

It is evident that ILO's work has led to intermediate results with regard to DWCP Priority Areas, and that interventions have been mostly occurring as expected. According to a modeled ILO estimate, labour force participation rate in China (percentage of total population above 15 years old) in 2016 was 69.4 per cent.⁶ Therefore, the effects that potentially can be generated through ILO's support to policy and normative areas which relate to the actual and prospective labour force, would impact the lives of a large part of China's population. Many interviewees consulted during the review provided insights on the above, as well as on enabling and constraining factors on DWCP implementation.

International Labour Standards

ILO's continuous work on Conventions Nos. 29, 81, 102 and 187 which may lead to the ratification of the latter, would generate positive results in terms of the application of ILS vis-à-vis workers, despite the usually lengthy preparation processes.

As reported by ILO,⁷ during DWCP period, the Office and the constituents conducted a number of activities to promote the ratification of international labour standards and application of ratified conventions. For example, in 2017-2018, the ILO provided technical advice and guidance to the constituents regarding the ratification of the

⁶ 2016 World Bank figures. Accessed at https://datatopics.worldbank.org/jobs/country/china

⁷ DWCP Implementation Report. 2019. pp.20-21

Convention 102 on Social Security (Minimum Standards). ILO drafted a comprehensive gap analysis report and two technical notes, and organized a tripartite consultation on the ratification of the Convention. In addition, ILO and MOHRSS, in partnership with the European Union, designed a project on "Improving China's Institutional Capacity towards Universal Protection" which aims at promoting the ratification of the ILO Social Security (Minimum Standards) Convention, and increasing China's capacity to promote feasibility, sustainability and adequacy of old-age benefits, and expand social security to workers in non-standard forms of employment.

Moreover, with the technical support of ILO, the MOHRSS conducted a gap analysis of the Labour Inspection Convention (No.81), one of the two non-ratified Governance (priority) Conventions; the SAWS conducted the gap analysis on the Promotional Framework of Occupational Safety and Health (No.187) Convention; and two seminars were organized to consult the tripartite partners and key stakeholders on the ratification of the two Conventions.

With regard to the Maritime Labour Convention,⁸ ratified by China in 2015, the ILO, the International Training Centre of ILO in Turin, and the Maritime Safety Administration (MSA) of China continued a joint programme to enhance the MSA's capacity to start implementation of the Convention. ILO focused on increasing the training capacity of MSA maritime inspectors, through the conduct of workshops and organization of courses in Turin. Within the framework of the MoU between ILO and the Ministry of Transport on Cooperation for the Promotion of the Effective Implementation of the Maritime Labour Convention (2006) through the 21st Century Maritime Silk Road, in 2019, ILO partnered with the Shanghai Maritime University and maritime agencies of the ASEAN+3 group (ASEAN 10 member states plus China, Japan, Republic of Korea), to conduct a training involving more than 60 participants. In 2020, the second training was organized online (due to COVID-19 restrictions).

Overall, based on the desk review and interviews conducted during CPR, it appears that ILO's priority in the upcoming years would be considerably focused on the ratification of the Convention on Forced Labour, (No. 29) and Convention on Social Security (Minimum Standards) (No. 102), in accordance with the country's strategic priority of improving social welfare.

Priority 1: Employment

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During DWCP timeframe, ILO, in cooperation with constituents and other stakeholders, generated an important amount of knowledge products in line with the ILS. As noted by CPR interviewees, ILO's value added has been in providing and arranging technical expertise especially conducive for capacity development among constituents. Due to the fact that the Government attaches significant importance to employment issues

⁸ It should be noted that, with regard to the Convention, the Government specified the following branches of social security: medical care; unemployment benefit; old-age benefit; employment injury benefit and maternity benefit. For details, see ILO Web-site. Labour standards, Introduction to International Labour Standards, Conventions and Recommendations. Accessed on 14 January 2021 at https://www.ilo.org/global/standards/introduction-to-international-labour-standards/conventions-and-recommendations/lang--en/index.htm

Box 1: Global Supply Chains and Corporate Social Responsibility

Another aspect of ILS has been the promotion of responsible supply chains. As reported by the Office, in 2020, for example, through its Responsible Supply Chains in Asia Programme, in collaboration with MOHRSS, ILO organized a series of responsible labour practice training workshops for labour inspectors, enterprises in textile and electronics sectors, and university students.

In order to support enterprises in affirming their principles and values, both in their own internal processes and operations and in their interaction with other actors, Corporate Social Responsibility (CSR) has been one of the important principles applied by ILO. In this regard, in May 2018, ILO and MOHRSS signed a MoU to promote decent work in global supply chains in China, which is in line with the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration). Declaration is the only ILO instrument that provides direct guidance to enterprises (multinational and national) on social policy and inclusive, responsible and sustainable workplace practices.

and has elevated the "employment-first" policy to the same status as the fiscal and monetary policies, it is highly likely that ILO's future role shall be closely linked to evidence-based policy advice (see examples in Boxes below). It appears, however, that given a possibility of further decrease of regular budget funding for the Office, there is an opportunity to strategically plan, together with constituents and UN agencies (for cost-sharing purposes), the timeframe and topics of research for the upcoming years. Whereas some stakeholders noted the rapidly changing context in China, the Office may consider having a "reserve fund" (with ILO and constituents' funds) to commission ad hoc research.

There is ample evidence demonstrating ILO's consideration of the situation of migrant workers, youth, gender-, disabilities-, HIV issues in its programmes and projects. To this end, the Office has been cooperating with UN agencies such as UN Women, UNAIDS, and jointly discussing the issues and conducting activities and events within the framework of the UN system in China and through UN Theme Groups (e.g. AIDS Day, International Day of Persons with Disabilities). It is likely that by targeting vulnerable groups, ILO contributes to possible transformative changes in people's lives, such as HIV-friendly working environment, gender equality in the workplace, and others. However, desk review of ILO documents revealed an opportunity for the Office to systematically monitor and report on the changes occurring as result of support provided to vulnerable groups, rather than provide description of conducted activities.

Box 2: Know about Business

With ILO support, Know about Business (KAB) have become national programmes of the constituents for employment promotion.

As reported by ILO, in 2017, KAB Entrepreneurship Education Programme increased its efforts to promote more universities and improve the quality of entrepreneurship education programs. More than 1,000 faculty members were trained throughout the year, and KAB Entrepreneurship Clubs were established in 30 colleges and universities. About 250,000 people throughout the year studied KAB entrepreneurship education courses. Accumulatively trained a total of more than 10,100 KAB project teachers, covering more than 1,650 colleges and universities across the country. The KAB Entrepreneurship Education Annual Conference, the First Forum of Dean of the College of Innovation and Entrepreneurship, and teacher training classes were held to promote the development of entrepreneurship education in colleges and universities.

In 2017, the KAB National Promotion Office actively expanded its social resources and cooperated with GF Securities and its Social Welfare Foundation and other institutions to unite hundreds of universities to jointly implement the 2017 University Student Micro Entrepreneurship Initiative and the 2017 National College Student Entrepreneurship Training Camp.

Box 3: Quality Apprenticeship and Lifelong Learning in China

The project (2019-2021) funded by JP Morgan Chase Corporation (budget: USD 300, 000), aims at strengthening capacity of selected partners in implementing more effective quality apprenticeship policies and business skills training, as well as employability and personal productivity of ultimate beneficiaries (young women and men) in line with labour market skills demand. Besides youth, the project also targets individuals who need to strengthen their skills; vulnerable groups and ethnic minorities.

Priority 2: Social Protection

Through the Priority Area, ILO has been supporting the constituents' efforts related to occupational safety and health (OSH), social protection, and increase of enterprises' productivity, competitiveness and decent work.

As noted by consulted stakeholders, ILO's value added is the fact that it can raise issues many organizations cannot touch upon: wages, working hours, safety issues, besides others. CPR desk review and interviews provide evidence on a considerable number of capacity building-, advocacy- and networking events on occupational safety and health (OSH), including in COVID-19 context, which have been facilitated by the Office in 2016-2020. ILO partnered with a wide range of stakeholders such as MOHRSS, SAWS/MEM, CEC, ACFTU, National Health Commission, China STD/AIDS Prevention and Control Association, and Peking Union Medical College, not only at central level, but also in the regions, in promotion of work safety and implementation of respective national plans.

Moreover, ILO has been implementing a number of projects and initiatives, including those targeting young women and men, and gig workers, to support the Government in establishing universal, adequate and sustainable social security coverage (see examples in Boxes below). To provide evidence for policy-making, the Office also started a study to assess China's "social security coverage and measures to close gaps and improve portability"9 and launched a study on compatibility of Chinese social security law and practice with Convention 102.¹⁰

Box 4: Improving China's Institutional Capacity towards Universal Social Protection

In its interventions, the ILO has been taking into account the issues faced by gig-economy workers who are mostly excluded from social insurance system. Thus, the Project on Improving China's Institutional Capacity towards Universal Social Protection, funded by the European Union, for the period of 2019-2022, with a budget of Euro 2.3 million, aims at promoting the ratification of the ILO Social Security (Minimum Standards) Convention, (No. 102), and increasing China's capacity to promote sustainability and adequacy of old-age benefits, and expand social security to workers in non-standard forms of employment.

Box 5: Sustaining Competitive and Responsible Enterprises (SCORE) Programme, Phase III

The programme in China is a part of a multi-country programme implemented in Asia, Africa, and Latin America, with a budget of USD 19.4 million. It seeks to promote productivity, competitiveness and decent work amongst Small and Medium-sized Enterprises (SMEs) in emerging economies. Through better people management and organisation of work processes and practices, guided by the principles of international labour standards, this leads to improvements in SME productivity and working conditions, plus higher profits and decent work. Workers are intended beneficiaries; intermediary beneficiaries are employer / industry associations, training providers, government departments, lead buyers, national / sectoral trade unions and labour inspectorates. SCORE Training is the main intervention.

Overall, according to consulted stakeholders, continuous efforts are needed to be undertaken to improve employment and social protection measures, which would bring more transformative changes if approached from the legal perspective at central and provincial level.

Priority 3: Social Dialogue

As noted by many interviewed stakeholders, ILO's contributions to change in attitudes towards social dialogue and work relations throughout 20 years of its presence in China, has been pivotal.

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⁹ ILO Progress Report. Improving China's Institutional Capacity towards Universal Social Protection. July 2019 – June 2020. p.4

¹⁰ Ibid.

ILO's "one-of-a-kind" projects (as referred to by an interviewee), such as the Project on Collective Bargaining (see Box below), besides raising awareness on the matter among the constituents, brought significant learning opportunities (e.g. on international standards and practices) which can further impact a large number of workers in China.

Box 6: "Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China" - Project on Collective Bargaining

The project was implemented in 2016-2020, with a budget of USD 1.452545 million. Besides raising awareness on collective bargaining among the constituents, the project brought about significant learning opportunities (e.g. on international standards and practices) which can further impact a large number of workers in China. ILO and its partners, besides other activities, developed training modules and guidance on collective negotiation dispute prevention and settlement between employers and employees. As noted in the mid-term review of the project, "it is building sustainable legacies in many ways".1

Overall, some interviewees pointed out that the sense of ownership over ILO's Priorities varies across stakeholders: if there is no foreseen benefit, it is challenging to engage the actors in given areas of work. Besides that, the Government usually has clear demand for technical support and ILO's value added is the best when it is aligned with up-to-date national priorities. Given that the budget allocated to ILO's normative and policy work is modest, according to interviewees, the Office has been implementing respective activities through projects mostly funded by donors which, in some instances, questioned introduction of activities on international normative and policy aspects to donor-driven project objectives. Therefore, as it can be seen from the pace in this area, ratification efforts may span over several DWCPs and depend on other factors besides funding.

ILO's policy and normative interventions have effectively responded to the underlying causes of inequality and may potentially lead to transformative changes in people's lives. Efforts to ensure greater social inclusion and use of equity-based approach can be further deepened.

Gender issues and leaving no one behind

The fact that ILO's projects and programmes target vulnerable groups of population, besides other, may bring transformative 11 effects with regard to the latter (see examples in Boxes below).

¹¹ Transformational change is the process whereby positive development results are achieved and sustained over time by institutionalizing policies, programmes and projects within national strategies. This embodies the concept of institutionally sustained results — consistency of achievement over time. It excludes short-term, transitory impact. See UNDP. Supporting Transformational Change. 2011. p.4. Accessed at http://www.undp.org/content/dam/undp/library/Cross-Practice%20generic%20theme/Supporting-Transformational-Change.pdf.

Box 7: UN Project on Promoting the Entitlements and Equal Opportunities for Persons with Disabilities

Within the framework of the joint UN project on persons with disabilities, ILO continued its cooperation with the Global Business and Disability Network—China Chapter, established with ILO's sponsorship in 2018, on expanding the Chapter membership to 19 national and international companies. The members of the network shared best practices on disability inclusion and on cooperating on new initiatives aimed at increasing the employability of PWD. Moreover, ILO organized five Disability Equality Trainings workshops for 90 human resources managers and middle management teams in 10 companies, including Flex Zhuhai, Sony Wuxi Accenture and Loreal etc. 70 per cent of the participants were women and 10 persons had some forms of disabilities. Furthermore, ILO started a new programme in 2019 which provided online training for youth with disabilities, including those with visual impairments, to help them become work ready. Taking into account that there are 85 million persons with disabilities in China, the above mentioned examples can potentially be replicated and lead to improved living standards and enjoyment of the right to work by the vulnerable groups.

Box 8: UN Joint Programme on HIV/AIDS

Within the framework of the UN Joint Programme on HIV/AIDS, ILO and UNAIDS cooperated on awareness raising among the constituents and 30 human recourses managers from large companies on HIV-friendly working environment which can potentially lead to an increased number of persons living with HIV being hired by employers and earning an income. The fact that the UN agencies have developed departure orientation guides for Chinese companies overseas on HIV and fair employment, may also potentially lead to better job opportunities for persons living with HIV in these countries. Moreover, in 2019, in order to promote the rights and interests of people living with HIV in workplace settings, ILO, UN Women, UNDP, and UNAIDS jointly provided training on relevant international and domestic legal frameworks and international best practices to human resource staff from both public and private sectors. ILO also contributed to capacity building of law school teachers to integrate HIV-related labour issues into law school curriculums.

ILO has been integrating gender equality and women's empowerment (GEWE) issues in many areas and cooperating with other actors in this regard. For example, as reported by the Office, in 2018 ILO provided technical support to ACFTU in the conduct of a survey for enterprises, on gender equality mechanisms at the workplace. Based on the survey findings, ACFTU developed the first-ever "Guidelines to Promote Gender Equality in the Workplace", a practical tool to strengthen institutional mechanisms for advancing gender equality and enhance workplace compliance with Chinese laws and regulations, and relevant international conventions ratified by China. With regard to a usually non-traditional gender area, the Ministry of Transport promoted "I Am On Board with Gender Equality" motto to advocate for equal rights and opportunities for women to access maritime work. See the Box 9 for other examples of ILO's work on GEWE, including in cooperation with other actors, as reported by the Office.

However, having examined the DWCP document, it appears the Office has an opportunity to enhance gender mainstreaming in its M&E frameworks. As such, two (25 per cent) out of eight DWCP Outcome statements (Outcome 1.2 and 1.3) articulate gender equality and women's empowerment language. Based on the methodology of the UNCT SWAP Gender Equality Scorecard, gender mainstreaming of DWCP

Outcomes can thus be assessed as "approaching minimum requirements". ¹² The number of DWCP sex-disaggregated and gender-targeted indicators also place the Office into the "approaching minimum requirements" category (5 out of 21 Outcome Indicators/ 23.8 per cent). ¹³ Whereas ILO's reports contain many references to the Office's work on GEWE, the reported gender-related progress (which should stem from gender-sensitive programming) would benefit from more gender-related content. For example, it is not clear from the reports whether the Guide on Workplace Dust Control and Prevention of Pneumoconiosis, created in 2019 and to be published this year, describes potential differences between male and female workers who are at risk of developing the disease.

Majority of stakeholders consulted during the CPR confirmed the above mentioned GEWE work (see Box below). The evaluations commissioned by ILO also noted that, for example, SCORE project had a gender equality strategy; and in the Collective Bargaining project, women workers were targeted alongside other groups of workers. Nevertheless, the SCORE evaluation pointed out that the project would benefit from "increasing the number of trainers in line with targets, if this was appropriate, as this would also provide an opportunity to increase the number of female trainers which is currently low compared to the SCORE average".14 The evaluation of the Collective Bargaining project recommended the ILO to ensure "disaggregated data collection which can serve as a useful monitoring tool to measure project progress"15 [with regard to GEWE]; and to "continue encouraging the promotion and inclusion of a gender perspective in the remaining project period to ensure that the underlying rationale of the gender-sensitive approach is understood."16 In addition, the evaluation found the lack of shared understanding of a gender-sensitive approach among stakeholders.

Overall, there is an opportunity for a more systematic application of the Leaving No One Behind approach including the disaggregation of monitoring data to capture information about the extent to which the Office's interventions are reaching vulnerable groups and whether any are underserved. Increased efforts are also needed to ensure that the CO's operational work continues to be designed to support implementation of normative commitments and recommendations emanating from a broader range of treaty such as the Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of Persons with Disabilities, the Convention on the Elimination of

Discrimination against Women (CEDAW), and others. This means more explicitly linking planned interventions to specific treaty body recommendations.

¹² To meet minimum requirements, an office should have gender issues articulated either in all outcome statements or have a dedicated outcome that specifically targets gender equality in line with SDG 5

¹³ To meet minimum requirements, an office should have between 33-50 per cent of programme indicators measuring changes in gender equality and women's empowerment.

¹⁴ 9% of trainers trained in China are women, and the proportion of certified trainers is 28% compared to a SCORE average of 37%. ILO in China. Mid-term Evaluation of SCORE Programme. 2019. p.37

¹⁵ ILO in China. Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.21

¹⁶ ILO in China. Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.4

Box 9. Examples of ILO's work on gender equality and women's empowerment

- · In 2016-17, ILO and CEC jointly organized occupational safety and health (OSH) capacitybuilding programmes. Around 100 companies from Henan and Hebei were trained on the use of OSH and gender-sensitive OSH protection for their employees. An informal WeChat group was established following the training in Henan, through which the national OSH consultants continue to provide follow-up OSH advice to the companies.
- In 2018, ILO supported the Peking University in conducting a legal review of gender equality in employment in order to inform upcoming MOHRSS's policy initiative on the promotion of gender equality in employment. The Ministry's respective Circular titled "Further Regulating Recruitment Practices to Promote Women's Employment" issued in 2019, prohibits employers and job recruitment agencies from using gender and maternity conditions in job advertisement and recruitment.
- ILO developed communication tools and equipped 21 women organizations with knowledge and skills on communication for fair employment and equal rights to accessing medical care.
- In 2019, together with UN Women, ILO introduced the Handbook on Harassment and Violence against Women in the World of Work, a joint international guidance developed by both UN agencies which aims at tackling discrimination and violence and advancing gender equality at workplace. The ILO-UN Women conference on Gender Equality and the Future of Work provided an opportunity to review achieved progress and explore new and innovative ways forward.

3.2 Relevance

The DWCP has been largely consistent with the country's-, constituents'- and rights holders' needs and priorities, and international and regional commitments

The DWCP followed key national development strategies, and international and regional commitments, besides ILO Conventions:

Table 1. National/ international policies/ strategies/ plans explicitly referenced in DWCP

International policies and strategies	National policies and strategies
Sustainable Development Goals (SDGs) of	The 13 th Five-year Plan for National
the 2030 Agenda	Economic and Social Development
International Labour Standards	The "One Belt One Road Strategy" (the Silk
	Road Economic Belt and 21st Century
	Maritime Silk Road)
Convention on the Elimination of All forms of	
Discrimination Against Women (CEDAW)	
United Nations Partnership on the Rights of	
Persons with Disabilities (UNPRDP)	

Stakeholders consulted during the CPR, emphasized the fact that the DWCP has been highly relevant to the country's needs. Whereas DWCP Priorities and Results Matrix remained constant during 2016-2020, it was through the biannual programmes — Country Programme Outcomes (CPO 2017-2017, CPO 2018-2019, and CPO 2020-2021) that the ILO was introducing nuances with regard to broader DWCP Priorities and adapting its activities to the country's emerging needs. Among the most referred to changes was the Government restructuring throughout 2016-2019: although it presented some challenges for a continuous implementation of DWCP, the ILO and constituents regularly exchanged information and opinions on the new developments, and discussed necessary actions to be undertaken in order to advance the DWCP.

Besides the above-mentioned ILO's alignment with the national and international strategies and commitments, the interviewed partners pointed out to the following ILO's comparative advantages and niche in the country:





Tripartism: Being the only tripartite UN agency in the UN system, the ILO brings together Government actors, employers' and workers' organizations. The consulted constituents noted that within the framework of the Tripartite Steering Committee, they have been fully involved in the development, implementation, monitoring and review of the DWCP.

Labour Standards: International labour standards (ILS) set the basic principles that frame ILO policy work and advice. Promotion and reinforcement of labour standards with the main goal being the ratification and application of ILO Conventions, was stated by the consulted stakeholders as clear niche that ILO occupies in the country.

Technical Expertise: Interviewees noted that ILO has unique technical expertise in various aspects, such as employment, social dialogue, social security system, OSH, labour law, and others. However, given China's fast-paced development, some stakeholders emphasized the need for ILO to accumulate more in-depth expertise in areas of high priority for the Government, such as, for example, gig economy.

Through the desk review, it is evident, for example, that DWCP Results Matrix contains reference to social dialogue (especially in Country Priority 2: Promote and extend social protection in and out of the workplace) and sex-disaggregated and gender-targeted indicators (5 out of 21 Outcome Indicators). Whereas DWCP does not have

indicators referring to green jobs or environment protection, as reported by ILO, the Office's activities included respective initiatives, such as the UN Partnership for Green Economy (PAGE), together with MOHRSS, UNIDO, UNEP, and UNDP; and knowledge sharing on green enterprises for the participants of Start and Improve Your Business (SIYB) Master Trainers.¹⁷

3.3 Coherence

Partnerships have enabled ILO to achieve greater results through its engagement with constituents, development actors and cooperation with UN agencies. Further investment and diversification of partnerships is needed to position and align the CO's work across a broader range of issues.

ILO maintained existing partnerships and established new ones throughout 2016-2020. The Office's strong ties within the constituents, allowed for wide and inclusive implementation and advocacy efforts, in particular, with regard to labour standards related policy and normative changes.

Social Partners: Engagement with social partners such as ACFTU and CEC, which both have a large number of members¹⁸ and presence all over the country, proved to be a sustainable and holistic approach, both at national and subnational level. For example, within the framework of ILO's Collective Bargaining Project, in 2017, ILO and MOHRSS signed a Memorandum of Understanding engaging ACFTU, CEC, and the All-China Federation of Industry and Commerce (ACFIC) to work together for improving the effectiveness of collective negotiations, enhance institutional capacity of constituents, and promote more effective governance institutions for collective negotiations and collective negotiation dispute resolution. Expanding activities beyond China, with the financial support of the ACFTU, the ILO Bureau for Workers' Activities started a project on "South-South Cooperation to Enhance the Institutional Capacities of Trade Unions in Asia and the Pacific" for more effective workers' participation. Some stakeholders consulted during the CPR noted that the upcoming DWCP may present an opportunity for ILO to further strengthen the ties with social partners, including through broader partnerships with enterprises by motivating them to join ILO-organized activities and campaigns. In addition, as a member of the UN system in China, ILO can highlight the role of its social partners in UNSDCF thus showing the link of this partnership with the UN priorities for 2021-2025.

Government: With regard to Government partners, ILO's long established relations with MOHRSS, the Ministry of Emergency Management (MEM), and other key Government stakeholders, including in areas such as work safety and South-South Triangular Cooperation (SSTC), besides other, provided the Office with opportunities to support an expanded range of actors in integrating ILS into legislation, Government

¹⁸ DWCP 2016-2020 estimated that in 2015 ACFTU members comprised 290 million workers.

strategies, and evidence-based policies. To contribute to China's global and regional engagements, for example, with financial support by MOHRSS, ILO launched a new south-south triangular initiative in Laos, Cambodia and Myanmar, with the objective of strengthening public employment services and youth employment in the three countries. New partnership with the Ministry of Transport (MOT) was established through the MOU on Cooperation for Promoting the Effective Implementation of Maritime Labour Convention. Together with the China Chamber of Commerce of Metals, Minerals & Chemicals Importers and Exporters (CCCMC), ILO provided Chinese mining companies operating in Africa with tools (checklists) on the ways to prevent and mitigate the spread of COVID-19. Overall, consulted stakeholders noted that ILO is in a position to further enhance its outreach if it continues to expand to other ministries and state agencies, in particular, with the aim of working together through a more coordinated Government approach to support localization of SDGs and provide SDG-compliant technical expertise on China's engagements abroad.

Academia and think tanks: ILO's cooperation with research networks and academia in China, such as the Chinese Academy of Labour and Social Security (CALSS), Renmin University, the Peking Union Medical College, the Capital University of Economics and Business, and abroad, provides important evidence used for Government decision making and opportunities to share knowledge. For example, in 2020, a joint research project on poverty eradication and employment promotion, with a focus point on people living with HIV, was launched. Expected to be completed in 2021, the study would serve as a baseline for the UN Joint Programme on HIV/AIDS Program in addressing HIV-related poverty issues in China. In 2019, together with development partners, ILO facilitated a capacity development event for university students on responsible supply chain. As noted by consulted stakeholders, there are high expectations from the research, and ILO has been providing technical and personnel support in this regard. In the upcoming DWCP, an enhanced focus on rapidly changing development in China and ever increased consideration on China's needs, would be needed.

Donors: ILO benefitted from partnerships with a number of donors during the implementation timeframe of DWCP 2016-2020: for example, the European Commission, the US Department of State, Industria del Diseno Textile S.A., and others. Whereas the CPR team has not consulted donor partners during the data collection phase, evidence from two evaluations has been used to extrapolate a proxy assessment of the coherence of donor-funded projects and programmes. As such, mid-term evaluation of SCORE programme found that as a result of ILO's implementation of the programme, experiences in China show that it is ultimately possible to deliver SCORE training without ILO financial support or expertise, which is a sign of sustainability. 19 Another mid-term evaluation (Project on the Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China) noted that despite the project being "only a small player in developing the collective negotiation system in China, it is building sustainable legacies in many ways." 20 Nevertheless, some consulted stakeholders noted that in some cases, such as with regard to the EU-funded Project on Support to EU-China Dialogue on Migration and Mobility, ILO might not have been the most relevant implementing entity in China, however, due to resource mobilization considerations the Office took the decision to take the responsibility over it.

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¹⁹ ILO in China. Mid-term Evaluation of SCORE Programme. 2019. p.14

²⁰ ILO in China. Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.3

UN partners: As a member of the UN system in China, ILO has been contributing to the implementation of UNDAF 2016-2020 and co-chairing a Results Group on People and Prosperity²¹ (together with UNICEF) and UN Theme Group on Disability (jointly with UNESCO). The CO is also a member UN Joint Programme on HIV/AIDS which comprises 10 UN agencies and implements UNAIDS Country Envelope funding in China. According to interviewed partners, ILO's position in the UN coordination mechanisms is unique: the CO brings specific perspectives to broader thematic areas. such as HIV-friendly work environment and skills training for young persons with disabilities. One of the consulted stakeholders pointed out the fact that ILO is the only agency that has a dedicated HIV professional staff. Besides UN inter-agency mechanisms, ILO diversified its partnerships with individual UN agencies: in addition to the above mentioned PAGE initiative, for example, as reported by the Office, in 2020, in response to COVID-19, ILO, as a member of the UN system in China, participated in a UN – Government of China Policy Dialogue on Social Protection.

3.4 Efficiency

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The CO's funds were used in a cost-efficient manner as a result of prioritization of issues with a potential for long term impact. With a relatively small number of staff, the office achieved significant results in many areas. However, with China's emerging development trends, there will be high demand for additional specific expertise, whereas ILO's resource mobilization considerably depends on donor funding.

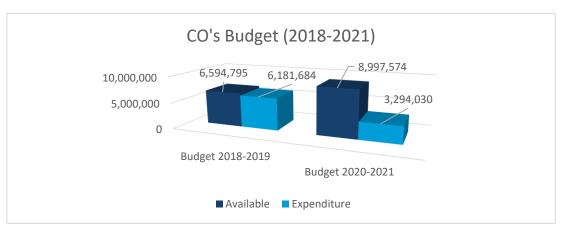
With the overall budget of 15.6 million USD for the 2018-2021 (6.6 USD in 2018-2019),²² the CO work, especially in the area of international labour standards, and its technical expertise, are considered by stakeholders to be of strategic importance to the country. Interviewees from the side of ILO mentioned, however, that the funding allocated to the technical cooperation is rather small, and the CO has been mainly implementing donor-funded projects and programmes. While a number of stakeholders suggested that in future DWCP there is opportunity for the CO to allocate more time to strategic and higher-level interventions without direct links to individual projects, it is clear that sustainability of ILO Office's presence in China depends, besides other factors, on external resources allocated by donors.

Annual delivery rate (see Graph below) throughout 2018-2019 was high (94 per cent on average); the projected delivery for 2020 was about 37 per cent of the biannual 2020-2021 amount (9 million USD).

²² 2016-17 figures were not available.

²¹ Prior to mid-2019, similar thematic area was coordinated by a UN Theme Group on Poverty and Inequality which was abolished as a result of UNDAF mid-term review conducted in 2018 – early 2019.

Graph 2. CO's budget in 2018-2021



Timeliness and Cost-effectiveness: According to consulted stakeholders, most DWCP outputs were progressing as planned. The COVID-19 pandemic was the major hindering factor during the DWCP period, however, ILO quickly adapted to the new situation by using technology (e.g. facilitating online events instead of physical presence of participants) and/or shifting planned activities.

Among other challenges noted by interviewees were some instances of complex and time-consuming administrative procedures, e.g. identifying suppliers and issue contracts, which led to a certain loss in efficiency.

In some cases, such as the Collective Bargaining project, inception phase took a long time. As noted in the mid-term evaluation of the project, "in particular the first two outputs, i.e. developing national and international case studies documenting good practices and developing three training modules targeting ILO's tripartite constituents, turned out to require much more time than expected due to quality assurance reasons."²³ The evaluation found that as a result, training activities were delayed. However, the delays were "not caused by the partners' disinterest, but rather by certain challenges inherent to the sensitive nature of the project itself, as well as the complexity in engaging multiple actors."²⁴

Considerable part of DWCP dedicated to ratification and improvement of application of international labour standards, which could span over years. This is another hindering factor for the Programme implementation that strongly depends on the Government decision-making and consequent developments in the normative area.

Overall, it is evident from that the office was able to achieve tangible results (see Effectiveness finding for details) with small investments. Some evidence also shows²⁵ that allocated funding might have led to unexpected scale-up of results whereby ILO's partners that had previously received capacity building, "indirectly train" other actors

²³ ILO in China. Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.3

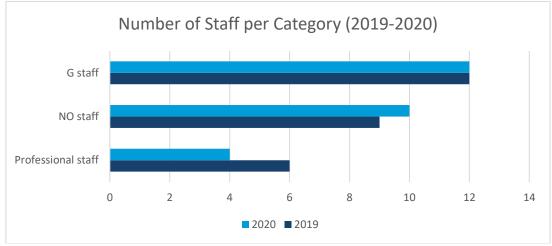
²⁴ Ibid.

²⁵ ILO in China. Mid-term Evaluation of SCORE Programme. 2019. p.47

(e.g. at least 1200 enterprises were trained using SCORE methodology by 2019) and do not report on this due to the fact that the "indirect training" was not funded by ILO. The mid-term evaluation of SCORE programme also found that there has been considerable acceleration in terms of the number of trained managers and workers, which "can be attributed to a combination of new, less time-heavy training offerings, increased implementation partner capacity in delivery and marketing, increased non-ILO funding, and a growth in the number of trainers."²⁶

Human Resources: In 2018-2019, the CO comprised 26-27 personnel with different types of contracts (see Graphs below). Taking into account delivery rates and stakeholder feedback, the office is efficient and responsive to demands, and there has been good communication with the constituents. As noted in one of CO's evaluations (Collective Bargaining project), "the ILO has engaged competent and dedicated staff and experts throughout its system to support the Project."²⁷ However, the evaluation also found that it was challenging to recruit competent experts with both theoretical expertise and practical experience on the subject matter.²⁸ To confirm the above, ILO personnel noted that there has been an increasing need in specific expertise, for example, in labour economics and labour law. In some cases, the CO solved this issue by mobilizing resource persons inside China; and partnerships with academic networks were an enabling factor in this regard. Nevertheless, to make the office more sustainable with regard to staff skills and knowledge, consulted stakeholders pointed out the need in human resources with expertise that would be of particular timeliness and use to the constituents, in the context of China's rapid development.





²⁸ Ibid. p.3

²⁶ Ibid.

 $^{^{27}}$ ILO in China. Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.3



DWCP Monitoring: This DWCP was implemented in close partnership with Chinese constituents and under the strategic direction of a Tripartite Steering Committee (TSC). The TSC is composed of ILO senior management, and representatives of MOHRSS, ACFTU, CEC and SAWS/MEM. As noted by consulted stakeholders, the TSC has been overseeing and ensuring the involvement of the constituents in on-going monitoring of DWCP results. During DWCP period, several consultative meetings took place both at the multi-stakeholder level and individually between ILO and the constituents, for example, for annual planning purposes. According to one of the evaluations commissioned by ILO, "regular communications are delivered in a timely and appropriate manner between the ILO staff and the national partners.²⁹"

Monitoring of DWCP has been ensured at several levels. Whereas DWCP Results Framework served as the basis for monitoring, nuanced reporting has been ongoing based on ILO's biannual Programme and Budget. The DWCP and P&B indicators were not identical, but referred to similar areas, which allowed the CO to report on DWCP priorities.

Overall, some interviewees pointed out that the CO tries to use all publicly available data, as the costs of ILO commissioned research might be quite high. ILO has been conducting research and data collection only when it felt that it would be of pivotal importance for a certain strategic area. For example, the CO initiated a research on social security coverage with regard to workers in non-standard forms of employment. As the number of this type of workers is quite high (e.g. percentage of platform economy workers in total employment has increased, from 6.5 per cent in 2015 to 9.7 per cent in 2018),³⁰ the research would help identify measures to close regulatory and administrative gaps and improve portability of social security benefits.

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²⁹ ILO in China. Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.3

³⁰ ILO in China. Digital Labour Platforms and Labour Protection in China. 2020. p.13

► 3.5 Sustainability

6

Investments to strengthen policy and legislative frameworks, to increase national capacity to implement ILO conventions and to generate strong evidence to inform policy development, have contributed to the sustainability of results. Further efforts to achieve transformational changes will require the identification of institutional entry points and continuous advocacy on international labour standards, supported by specific expertise.

ILO's and partners' investments to strengthen legislative and policy basis for advancing international labour standards provide an important institutional foundation for future. The CO's support to the Government to implement its national and international commitments have created an important enabling environment along with the generation of research and evidence to support and inform the implementation and development of further labour-related policies.

Sustainability and ownership of these results are conditional to a number of factors, such as the institutional status of ILO's constituents and their role/ influence across the Government in driving implementation of ILO conventions and other commitments. Whilst continued investment in maintaining ties with constituents is needed, it is also important for ILO to target additional entry points for advancing policy implementation, such as other Government bodies. A recent example has been a MoU with the Ministry of Transport on the Maritime Labour Convention. Working with UNCT partners to influence stronger linkages between social protection and labour standards integration, is another important area to pursue.

As some consulted stakeholders noted, one of ILO's pivotal contributions throughout 20 years of its presence in China has been a change in attitudes towards social dialogue and labour relations. Therefore, sustaining this momentum is regarded as being of particular importance for some interviewees.

It is evident that in 2016-2020 a considerable number of rights holders benefitted from ILO projects and programmes, especially in terms of skills development, which potentially led to the beneficiaries' improved income. In this regard and taking into consideration COVID-19, some stakeholders pointed out the need to prevent these groups from falling into an economically disadvantaged situation. Consulted stakeholders mentioned that continuous awareness raising among duty bearers on issues such as HIV-friendly working environment, employment rights of persons with disabilities, and others, both in China and abroad (through SSTC), is needed. It is also crucial to continue empowering the groups that are more disadvantaged than others, for example, due to health issues or sexual orientation. A good example in this regard has been the addressing employment discrimination towards people living with HIV, initiated by ILO, WHO and UNAIDS, on the aspects of disclosure of personal information to employers. In addition, ILO and UNAIDS are in process of developing

departure orientation guidelines on HIV and equal employment for Chinese companies overseas, in order to ensure rights to equal treatment at workplace of local workers living with HIV.

The rapidly changing context in China has been referred to by many consulted stakeholders, which noted ILO's future potential shifting more towards policy advocacy, policy dialogue, exchange of experiences, and less towards capacity building. However, some partners also urged for continuation of the latter, in particular taking into account the growing number of enterprises in China and consecutive need to train them on the international labour standards. The fact that the country's industrial areas are expanding and would require advice, was also noted.

Some interviewees shared thoughts that sustainability of DWCP results in many ways depends on the topic under consideration. For example, with social protection being a priority of the Government, relevant reform will continue regardless if ILO and other development partners contribute or do not contribute to the process. However, in case of projects that are not so closely linked to the most important national strategic areas, there is a need to apply more advocacy and build national ownership, which is most often possible only through donor funding.

Many interviewees stated that ILO's national partners have financial capacity to sustain the results achieved so far. Several examples were provided on national partners' cosponsoring joint events, by arranging travel, accommodation and venue. Another example relates to co-financing by Zhejiang University for development of ToT guidebooks on social protection.

One of the often cited examples has been the SCORE project that promotes competitiveness, productivity and decent work among SMEs. The mid-term evaluation of the project found that in terms of sustainability, implementing partners in China "exhibited strong ability to train enterprises, develop training capacity, provide market training programmes and independently attract non-ILO funding." Moreover, the evaluation noted that the Government has been willing to allocate funds for SCORE training, which is an important sustainability factor. In addition, the SCORE Academy – an organization of trainers that can provide learning services to SMEs - is operating and evolving on its own since 2019, and that year alone signed 10 cooperation agreements with service providers to train and certify SCORE consultants.³²

"The Academy is a unique model of how SCORE can be sustained. It is a collaboration between SAWS and the Confederation of Chinese Enterprises. It will play a key role in maintaining the quality and quantity of SCORE Training as well as coordination and marketing." – Mid-term Evaluation of SCORE Programme

Collaborating with UN and other partners who are engaged in supporting other line Government bodies, such as China International Development Cooperation Agency (CIDCA), established in 2018, provides an entry point to engage with China as a donor and provider of development assistance. Given the Government's aspirations on

³¹ ILO in China. Mid-term Evaluation of SCORE Programme. 2019. p.52

³² UNCT in China. 2019 Annual Report. p.25

China's global and regional role, an engagement with an agency such as CIDCA, may provide ILO's partners, and especially, its constituents, with better knowledge exchange opportunities, besides other benefits.

Given the UNSDCF focus on Leaving No One Behind, some stakeholders noted the need for ILO to widen partnerships with actors that would support the Office in strengthening its focus on intersectional issues (e.g. workers with disabilities, unpaid care work, gender stereotypes in employment). As for gender issues, for example, ILO's cooperation with ACFTU on gender equality was noted as a good model for sustainability (such as the first-ever "Guidelines to Promote Gender Equality in the Workplace") whereby ILO provides technical advice and inputs, and ACFTU mobilizes funding to carry out gender equality initiatives.

Another sustainability aspect is closely linked to academia and educational institutions: for example, in 2020 ILO has partnered with the Chinese National College Graduate Employment Promotion Association (NCGEPA, affiliated to the Ministry of Education of China) and Know about Business (KAB) National Promotion Office (affiliated to the All China Youth Federation) to provide a webinar series on employment and entrepreneurship for over 1000 young graduates. Potentially integrating such learning into the national curriculum could further enhance ILO's outreach to larger groups of population. Together with Start and Improve Your Business (SIYB), KAB became constituents' national programmes on employment promotion.

▶ 3.6. Tripartite issues assessment

Engagement of tripartite constituents in DWCP is a unique feature that makes ILO different from other UN agencies. The DWCP hence emphasized ILO's continuous support and technical cooperation budget available (about US\$ 150,000 per year) "for strategic activities with the constituents to facilitate their research and international experience sharing."33 Stakeholders consulted during the CPR highly appreciated ILO's convening abilities which facilitate communication among the constituents on various labour issues. Due to the fact that the constituents have their own plans, strategies, and lines of reporting, ILO is regarded as being skilled in bringing all the different parties to the table. Most ILO's activities involved all the constituents, besides other actors. For example, as found by the evaluation on Collective Bargaining, all the four parties [MOHRSS, ACFTU, CEC, and ACFIC] allocated the right expertise and resources to the project.³⁴ In some cases, though, the implementation of a project with engagement of several constituents was delayed due to institutional changes related to one of them: as such, the SCORE Academy was established in July 2019 - later than planned - as a result of the restructuring of the programme's main government implementation partner, SAWS, which became part of the Ministry of Emergency Management.

It is evident that ILO disbursed considerable amount of funds and staff time to support knowledge generation by the constituents. For example, the Office's M&E Plan

³³ ILO in China DWCP 2016-2020, p.27

³⁴ ILO in China. Summary of Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China. p.3

provides details on the nature and the progress of various studies, assessments, research, as well as estimated budget allocated for the latter. As noted in Finding 4, due to high costs of knowledge generation, ILO undertakes research in areas which are considered of pivotal importance to ILO's constituents and the Office itself.

As three of DWCP Outcomes (1.1, 1.2, 3.2) articulated "capacity" in their respective statements, ILO has been actively focused on constituents' capacity development, which in many cases is cost shared by the latter (see Finding 6). As noted in the Sustainability finding, this type of increased national ownership would make it possible for ILO to focus less on capacity development, and concentrate more on policy advice and new and emerging areas. However, it also appears that some stakeholders still consider ILO's support in this regard as being important, in particular, on issues of China's global and regional engagements.

Having examined the documents provided by the Office for the desk review, the CPR team believes that there might be a room for ILO's continued engagement in capacity development whereby the Office could consider two interlinked directions: 1) extent to which the cycle of capacity development was followed: diagnosis, design, delivery, and follow-up; and 2) evidence on "two levels of change": individual empowerment and change in the organization or institution.³⁵ For example, as reported by ILO, in 2017-2018, representatives of MOHRSS and the National Bureau of Statistics participated in several training courses on SDG indicators on decent work, organized by ILO, the International Training Centre (ITC) of ILO in Turin, and UN ESCAP Statistical Institute for Asia and the Pacific. The training contributed to the first-ever publication of surveybased unemployment figures by the NBS in April 2018. Based on this information, it is evident that there were a design and delivery stages of the capacity development. however, it is not known if the latter were based on the diagnosis of the level of knowledge of prospective participants. Whereas the report provides details on the result of the trainings (first-ever publication on unemployment figures), there is no evidence of the follow-up in terms of sustaining the knowledge that the participants gained and planning for periodic refresher courses, which would enhance sustainability of ILO's work in this area. Similarly, given the increasing importance of ILO in China technical support to the Government in South-south and Triangular Cooperation, the E-learning Training of Trainers and Maritime Inspectors in the application of ILO Maritime Labour Convention (MLC 2006) for Asian countries, conducted in 2020, would benefit from a medium- to longer-term plan on the ways to ensure "two levels of change": whether the maritime agencies in the countries under concern actually apply the provisions of the MLC 2006 (change in the organization or institution), besides the enhanced knowledge among trainers and inspectors (individual empowerment).

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³⁵ For details, see the Evaluation on UN Women Capacity Development Initiatives in the Region of Eastern and Southern Africa. 2017. p.12. Available at https://gate.unwomen.org/Evaluation/Details?EvaluationId=10137

4

Conclusions and Recommendations

The ILO Office in China has made substantial contributions to advancing the concept of decent work and international labour standards in China. The CO was able to implement the DWCP with rather limited personnel and with a sustainable long-term financial outlook. ILO also faced challenging contexts with restructuring amongst key Government partners and COVID-19 pandemic which created a stressful environment with respect to reprogramming resources to meet the immediate needs of the constituents and to ensure that DWCP gains are not lost in the medium and longer term.

The conclusions were developed by the CPR team based on the analysis of findings. This analysis was structured according to the CPR framework and questions using mixed methods and gender-responsive and equity-based approach. The conclusions are subject to final validation by ILO and the constituents.

The recommendations developed based on finding and conclusions will be reviewed by stakeholders, and subsequent changes will be integrated as appropriate. The bullet points below the recommendations represent potential key actions for consideration by the ILO Office in China, based on feasibility and available resources. Some of the suggested actions are already under way given the time lag between the data analysis stage and the finalization of the report. The level of priority and suggested time frame for implementation are indicated below the recommendation. The feedback from stakeholders on factual errors in the report will be tracked for transparency.

▶ Conclusion 1

The work of ILO in China remained relevant to national strategies, the country's international and regional commitments, and constituents' needs. ILO has been able to use various funding including from regular and donor funds, to grow its portfolio and enhance its partnerships, and these efforts are recognized as relevant in contributing to promotion of decent work in China. Some stakeholders expressed the need for ILO's

increased engagement with social partners and other actors such as enterprises. The CO could also further increase its role as a knowledge management centre on the international labour standards, namely by facilitating and sharing experience exchange among regional and global actors, including within the framework of SSTC.

ILO has been an active member of the UN Country Team in China and has effectively contributed to informing the Team on priorities with regard to decent work through its analyses and partnerships. There is a recognition of ILO's important contribution towards integrating work-related gender – and equity-based concerns into the UNDAF 2016-2020, and a desire by UN partners and stakeholders for further ILO's engagement into the social protection area. Moreover, there is an opportunity for ILO to continue advancing the decent work agenda in cooperation with the UN Country Team, especially through the UN coordination mechanisms such as thematic groups and Results Groups.

Recommendation 1

In its new DWCP, the ILO Office in China should prioritize the areas of strategic importance in line with the 14th Five Year Plan and the UNSDCF, and build a coherent theory of change that cascades from the 14th Five Year Plan and the UNSDCF. Prioritization exercise held together with the constituents should be used to identify possible areas of consolidation of efforts with the actors, for broader development effects; and areas of potential duplication of work with other stakeholders, which can be avoided. The new DWCP should also take into account China's upcoming status of a high-income country and its post-COVID-19 needs.

PRIORITY: HIGH; TIME FRAME: 2021 Relevant to: ILO Office in China, ILO Regional Office and HQ, tripartite constituents, the UN Country Team in China

The following key actions can be considered by the CO:

- Based on the 14th Five Year Plan, the UN in China Common Country Assessment (CCA) and Country Gender Profile, identify ILO's strategic and targeted contributions within the UNSDCF, to ensure that the new DWCP is relevant, impactful and cost-effective.
- Map ILO's strategic partners, their expectations and ILO's comparative advantages and identify the Office's strategic and targeted contributions foreseen within the selected UNSDCF priorities to avoid spreading the CO's efforts and resources too thinly and to avoid duplication of efforts. Engage in discussions around the new DWCP with key stakeholders as a means of confirming ILO's strategic footprint in the country.
- Undertake a prioritization exercise, including mapping of all activities, taking
 into account cross-cutting issues (e.g. women workers, persons with
 disabilities, and other vulnerable groups) and identify which to
 strengthen/prioritize and which to step-back from.

- Wherever possible, leverage UN system partners with expertise in the key thematic areas, such as social protection, gender; strengthen partnerships where ILO has less long-standing technical expertise; and begin considering and assessing value for money (to ensure that limited resources have the most impact possible).
- Continue ensuring that a "silo" approach in the Office is avoided during the formulation and implementation of new projects and programmes within the same thematic priority, to contribute to holistic and longer impact interventions.
- Keep UN partners informed of upcoming and continuing ILO's work, to allow for potential synergies and co-financing of development work. For example, when new joint UN programmes are developed, ILO could advise on specific components to bolster the implementation of ratified ILO Conventions and set the ground for new ones.

Recommendation 2

The new DWCP should have clear strategy to support the constituents to share their experience and practices with international community, for example, through South-South and Triangular Cooperation, interregional fora, such as ASEAN, etc.

PRIORITY: HIGH; TIME FRAME: 2021 Relevant to: ILO Office in China, ILO Regional Office and HQ, tripartite constituents, the UN Country Team in China

The following key actions can be considered by the CO:

- Increase participation and dialogue with constituents on SSTC proposals.
- Continue engaging local and international experts on SSTC, to share respective experience, and facilitate networking among academia and think tanks in China and abroad.

Conclusion 2

The CPR found that most of DWCP targets were on track by the end of 2020. ILO is being considered a valued actor in China's development and there is evidence of positive changes occurring as a result of its programmes and projects. Despite some hindering factors such as restructuring within the Government and the pandemic, the Office has been consistently adapting to emerging circumstances. ILO has also been conscious of the fact that the environment related to the introduction of international standards (i.e. ILO Conventions not yet ratified) is complex and requires advocacy and technical expertise over a sustained period of time. A knowledge management strategy, designed in close cooperation with constituents, would allow ILO to plan for strategically importance evidence generation that would inform the complex areas the Office is/ will be involved in.

Evidence from the evaluations undertaken by ILO in 2016-2020 and interviews with stakeholders show that a large number of Government and academia partners, employers both within China and abroad, and foreign partners, have been equipped with tools and knowledge to make a valuable contribution to the decent work agenda and creation of an enabling environment for application of international labour standards. As a core strategy for implementation, capacity building requires a coherent, long-term, and strategic approach to ensure cost-effective and sustainable efforts. An overarching capacity development plan for the CO's constituents would lead to more sustainable results, increased national ownership and better value for money in terms of the funds invested in capacity development across DWCP programmes and projects. Integrating and systematic tracking of results from capacity building would help to ensure the CO's efforts are cost-effective and impactful.

There is an opportunity for the Office to better showcase the progress towards DWCP in its reporting: ILO reports in many cases focus on processes rather than description of changes occurring within the institutions, systems, and in the lives of target groups. Where such information is available, it often does not provide disaggregated information as per, for instance, gender, age, income group, etc., making it difficult to estimate the effectiveness with regard to Leaving No One Behind.

Recommendation 3

The new DWCP should have more proactive measures on supporting constituents in ratification and application of conventions, in particular C29 and C102, and develop targeted programmes to support vulnerable groups identified by UNSDCF, in particular, women, persons with limited social protection.

PRIORITY: HIGH; TIME FRAME: 2021-2025 Relevant to: ILO Office in China, tripartite constituents, social partners

The following key actions can be considered by the CO:

- Continue advocating among key national actors, UNCT and social partners on increased efforts to improve generation of disaggregated data (by sex, age, urban/rural and other values) and evidence to support implementation and ratification of ILO Conventions and reporting on SDGs.
- Increase the involvement of representatives of youth, women workers, persons with disabilities and other vulnerable groups in advising ILO on the design and implementation of DWCP and engage them in progress monitoring processes.
- In communicating with partners, emphasize the fact that ILO's funding is customer-driven and serves as "seed funds" to support national counterparts in achievement of national development targets and in mobilizing country resources for sustainability.

Conclusion 3

Overall, ILO's personnel structure supports the efficiency of DWCP implementation, and the Office has had access to necessary skills, knowledge and capacities. However, given rapid development in China, it can be expected that the Office would depend on strong technical expertise in specific areas which might not yet be available at ILO Regional and HQ level (e.g. gig economy). Therefore, identification of resource persons, both locally and abroad, and available at short notice, as well as creation of roster lists, would contribute to the Office's efficiency.

ILO's expenditures have been cost effective, in particular taking into account longer-term benefits to normative and policy areas that the Office's has contributed to. One of potential risks can be related to decreasing regular and donor resources which prompts for a resource mobilization strategy; ever stronger focus on key country priorities in accordance with the 14th Five Year Plan and UNSDCF; and possible decrease of projects that are not closely linked to the above mentioned but are mostly implemented as a donor priority, so that ILO's human resources are not spread too thin.

ILO has a results-based management culture, with many levels of reporting (e.g. CPO, donors, UN). Nevertheless, a more nuanced reporting to demonstrate progress towards DWCP Priorities in accordance with DWCP targets would allow the Office to better showcase the impact of its work in China and abroad (i.e. through SSCT).

Recommendation 4

In accordance with the UNSDCF Results Matrix, the ILO Office should report on regular basis on the progress towards DWCP targets designed following SMART principle and revise the DWCP Results Framework if needed, and in consultation with the constituents. The Office can consider developing a knowledge management- and capacity development plans, and establishing a roster of highly qualified technical experts, available at short notice, in the areas of strategic priority to the constituents.

PRIORITY: MEDIUM; TIME FRAME: 2021-2022 Relevant to: ILO Office in China, tripartite constituents, the UN Country Team in China

The following key actions can be considered by the CO:

- When the UNSDCF Results Matrix is finalized, and the new DWCP is drafted, analyse the degree of reporting requirements and streamline reporting timeframes (e.g. a matrix of DWCP indicators that are copied
- verbatim from UNSDCF; and a matrix of indicators that are ILO-specific and are in accordance with global ILO plans/ or a combination of both).
- Ensure that roster consultancy recruitments are completed in a timely manner. Adequate planning should be introduced to facilitate the effective and efficient hiring of required personnel.

• Establish knowledge management- and capacity development plans and develop a resource mobilization strategy, with clear milestones, budget and responsibilities; regularly review, monitor and report on those.

Conclusion 4

Constituents' commitment, combined with ILO's strategic partnerships, and maximized synergies between different actors working on the areas of ILO's mandate, were key enabling factors for the sustainability of DWCP results. Major hindering factors were changes within the Government structure, the need to formalize cooperation through MoUs which took some time, and the unforeseen events such as COVID-19.

Many stakeholders assessed ILO's work as bringing sustainability in a number of areas, and particularly at the national level; however, some challenges remain in securing the ratification of ILO Conventions on which the preparation has been ongoing during DWCP 2016-2020.

Moreover, whilst ILO has been continuously working with the constituents, there is an opportunity to expand partnerships beyond usual stakeholders and include others, to advance the Office's work, in particular with regard to vulnerable groups, informal employment, and social protection. For example, ILO can facilitate more technical-level meetings between its constituents and actors such as All China Youth Federation and All China Women's Federation.

As for the synergies within the Office, ILO needs to continue linking normative and policy aspects with practical projects and programmes, which would scale-up the advancement of ILS. Including more of provincial actors and SSCT actors would contribute to sustainability of results of interventions and provide better outreach to population inside China and abroad. Finally, deeper engagement of ILO's direct beneficiaries and partners in design and implementation of projects and programmes could further increase ownership and sustainability.

Recommendation 5

In consultation with constituents, the Office should define a vision for the CO's sustainability and footprint in the country for the next DWCP cycle, considering external and internal contexts, particularly the impact and opportunities of COVID-19. Given China's upcoming status of a high-income country, there is opportunity for ILO and the constituents to define financial and technical expertise needs, to which the Government can contribute, taking into account decreasing regular resources at the UN (including ILO).

PRIORITY: HIGH; TIME FRAME: 2021-2022 Relevant to: ILO Office in China, ILO Regional Office and HQ, tripartite constituents, the UN Country Team in China

The following key actions can be considered by the CO:

- Embed exit strategies into project and programme design and regularly revisit them; engage more of social actors and private sector in order to maximize results and outreach.
- Discuss cost-sharing opportunities with partners in China; include those in the new DWCP and project and programmes budgets.
- Continue building constituents'- and other partners' capacity on resultsbased management (by which activities contribute to the achievement of clearly stated expected accomplishments and objectives), gender, SSCT and other areas based on the Office's capacity development plan, to ensure further knowledge transfer.

5

Lessons Learned and Emerging Good Practices

The CPR revealed some lessons learned and emerging good practices that can be applied to improve the performance of the Office and shared with other ILO offices (see Annexes VIII-IX for detailed description).

Lessons learned

- 1. As noted by some interviewees, over-reliance on donor-driven projects may have led to overlooking of the ILO's key mandate. Therefore, it is important to negotiate the inclusion of stronger focus of ILO's mandate in donor project proposals.
- 2. In some cases, to launch an implementation of a project or programme, ILO had to conclude a MoU with key Government partner, which took time and delayed the intervention's timeframe. It is hence imperative to foresee these factors and start negotiations with key partners in advance, at the stage of the project/ programme concept note development.
- 3. COVID-19 was an important hindering factor for DWCP implementation. It is important, therefore, to regularly discuss the risks to the programming, in cooperation with constituents, and have a standard operating procedures in place, to smoothly shift to alternatives (e.g. webinars instead of physical events) when and where needed.

Good practices

- 1. With ILO support, Start and Improve Your Business and Know about Business (see Box 1 on p.8 and Section 3.1 Priority 1 for details) have become national programmes of the constituents for employment promotion.
- Through ILO technical support on gender equality, the ACFTU have mobilize resources by themselves to produce a series of handbooks on prompting gender equality and addressing sexual harassment in the workplace, and continuously provide evidence based policy proposals for reconciling work and family responsibilities.
- 3. Joint design and implementation of activities targeting intersectionality issues (e.g. employment of persons with disabilities; unpaid care work; and others) by ILO and UN partners considerably strengthens the value of the activity/ research and increases outreach due to the UN agencies' individual ranges of partners.
- 4. ILO's partner the Ministry of Transport, mobilized its own funding to strengthen the implementation of Maritime Labour Convention within the framework of the 21st century Maritime Silk Road. Consequently, the Shanghai Maritime University started organizing annual training for maritime inspectors of ASEAN countries. This practice demonstrates a strong national ownership and likelihood of sustainability.



► Annex I: Terms of Reference

(a separate file)

► Annex II: DWCP Country Priorities and Expected Outcomes

Country priority 1. Increase the quantity and quality of employment

- Outcome 1.1 Capacity of government and social partners to assess and quantify employment quality strengthened with a view to decent work and sustainable development advocacy.
- Outcome 1.2 Capacity of government and social partners to develop and implement inclusive and gender responsive employment policy interventions with a view to promoting freely chosen and productive employment strengthened.
- Outcome 1.3 Quality and accessibility of rights-based employment services for rural migrant workers, young women and men improved, with a view to substantially reducing the proportion of youth not in employment, education or training.

Country priority 2. Promote and extend social protection in and out of the workplace

- Outcome 2.1 Government and social partners have taken measures to end poverty in all its forms by realizing universal and adequate social protection.
- Outcome 2.2 Workplace compliance is improved to better protect labour rights and promote safe and secure working environments for all workers in line with national laws and regulations and international standards, through strengthened labour inspection and increased preventative OSH culture.

Country priority 3. Strengthen the rule of law and the realization of fundamental principles and rights at work

- Outcome 3.1 Institutions for negotiating working conditions, protecting labour rights for all workers, and for preventing and resolving labour disputes are improved, in line with international standards and the Chinese laws and regulations.
- Outcome 3.2 Capacity of workers' and employers' organizations as labour market institutions is strengthened, with a view to ensuring responsive, inclusive, participatory and representative decision-making at all levels, consistent with national and international standards.
- Outcome 3.3 Government is continuously strengthening the rule of law at national and international levels by ratifying and, with social partners' involvement, improving the application of international labour standards.

As fundamental principles and means to achieving decent work, the three policy drivers of (1) international labour standards, (2) social dialogue, and (3) gender equality and non-discrimination have been promoted and applied in actions under all eight outcomes.

► Annex III: CPR Matrix

СР	CPR QUESTIONS MATRIX				
#	CPR Questions	Indicators	Means of Verification (data collection/ analysis methods)	Sampling	
	evance		- ·	l . .	
1	The extent to which the DWCP outcomes and design respond to tripartite constituents', beneficiaries', SDGs, and country's needs, policies, and priorities, and continue to do so if circumstances change. Is the DWCP well-designed to address relevant priorities / needs (i.e. its outcomes, underlying theory of change, its theory of action, its modus-operandi, risk analysis, context analysis, etc.).	% of respondents who report correlation of ILO's interventions with country's priorities, international and regional commitments, and needs of constituents and beneficiaries/ evidence from documents	Document Analysis Evaluability Analysis Key Informant Interviews (KII)	ILO and partners	
2	The extent that DWCP is based on the ILO's niche and comparative advantage in the country	% of respondents who report on ILO's comparative niche and advantage/ evidence from documents	Document Analysis Evaluability Analysis KII	ILO and partners	
3	The extent to which the relevant cross-cutting issues (International labour standard-ILS, social dialogue, gender, and environmental sustainability) have been integrated into the design and implementation of the DWCP	Evidence of cross- cutting issues integrated into design and implementation of DWCP	Document Analysis Evaluability Analysis KII	ILO and partners	
Co	herence				
4	The extent of the synergies and interlinkages of DWCP outcomes and other policies/ programmes/interventions being implemented by government, social partners and other relevant partners in the countries.	% of respondents who report on synergies and interlinkages/ evidence from documents	Document Analysis Evaluability Analysis KII	ILO and partners	

5	The extent that DWCP is in consistent, harmonize, complementarity, and coordination with other key actors and development partners' interventions in the country.	% of respondents who report on DWCP consistency, harmonization, complementarity, and coordination with other key actors and development partners' work in the country	Document Analysis Evaluability Analysis KII	ILO and partners
6	The extent to which the DWCP is adding value while avoiding duplication of effort.	% of respondents who report on DWCP added value and absence of duplication with other partners	Document Analysis Evaluability Analysis KII	ILO and partners
7	Review the ILO partnership with tripartite constituents and other development partners, including donors	Partnership mapping	Document Analysis Evaluability Analysis KII	ILO and partners
8	The extent to which the DWCP has achieved, or is expected to achieve, its outcomes, including any differential results across groups (particularly marginalized).	Mapping of results achieved so far against Theory of Change; Evidence of contribution to Outcomes (where possible, disaggregated by sex, age, rural/urban, and other criteria)	Document Analysis Evaluability Analysis KII	ILO and partners
9	The extent to which knowledge generated has been disseminated/shared with tripartite constituents and public.	Evidence of knowledge generated and shared with constituents and public	Document Analysis Evaluability Analysis KII	ILO and partners
Effi	ciency			
10	The extent to which the DWCP delivers, or is likely to deliver, results in an economic and timely way. The extent that inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most costeffective way possible, as compared to feasible alternatives in the context	Evidence of efficiency of vertical/horizontal mechanisms and tools (e.g. results- based management, communications, cost efficiency)	Document Analysis Evaluability Analysis KII	ILO and partners

11	Has expected outputs delivered timely within the expected timeframe, or a timeframe reasonably adjusted to the demands of the evolving context?	Estimated distribution of results achieved so far, across policy and normative work, knowledge exchange, advocacy and development operations	Document Analysis Evaluability Analysis KII	ILO and partners
12	Assessing operational efficiency - how well the DWCP is implemented, managed, coordinated, monitored, and report on? The extent that the tripartite constituents are actively participating in the design, implementation, and monitoring and evaluation of DWCP. Assess the effectiveness of the tripartite steering committee	% of respondents who report satisfaction with ILO's capacity to implement DWCP, engage constituents in design, M&E and implementation, and facilitate tripartite steering committee	Document Analysis Evaluability Analysis KII	ILO and partners
Sustain				
13	Examining the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits of DWCP over time.	Evidence of enhanced capacity in government, constituents; Identified scale-up and/ or institutionalization of results, with particular attention to vulnerable population; Identified likely sustainable joint programming in case of ILO's reduced financial	Document Analysis Evaluability Analysis KII	ILO and partners
	Analyses of resilience,	resources and human capacity		ILO and

Contrib	Contribution towards Impact				
15	Identify and social, environmental and economic effects of the DWCP that are longer term or broader in scope than those already captured under the effectiveness criterion - beyond the immediate results.	Identified results that are broader than captured in effectiveness criterion	Document Analysis Evaluability Analysis KII	ILO and partners	
16	Any indirect, secondary and potential consequences of the DWCP? Examining the holistic and enduring changes in systems or norms, and potential effects on people's wellbeing, human rights, gender equality, and the environment.	Identified indirect, secondary and potential consequences of the DWCP, and potential transformative areas for people's wellbeing, human rights, gender equality, and the environment	Document Analysis Evaluability Analysis KII	ILO and partners	

► Annex IV: List of Stakeholders Consulted

Institution	Focal Point	Gender	Project
Ministry of Human D	leasures and Casial Co		
	esources and Social Se 源和社会保障部	ecurity	
Department of International Cooperation	Yao Xiaodong	М	
国际合作司技术合作处	姚晓东		
Department of International Cooperation	Jia Jie	M	
国际合作司国际组织处	贾捷		
Department of Employment Promotion	Qi Yuechen	М	
就业促进司	齐悦臣		
Bureau of Labor Inspection	Su Ling	F	
监察局综合处二级调研员	苏玲		
Department of International Cooperation	Liu Min	F	
国际合作司技术合作处	刘敏		
Social Insurance Administration Center	Wang Xiaochen 王晓辰	F	
社保中心国际合作处	土唲灰 eration of Trade Unions		
	eration of Trade Unions 全国总工会	•	
· ·	土岡心工云		
Dept. of International Liaison	Yao Li	F	СВ
国际联络司	姚莉		
 China Ente	rprise Confederation	1	
	国企业联合会		
Dept. of International Liaison	Liu Hansong	F	
国际联络部	刘寒松	'	
	N Agencies		
	合国驻华机构		
UNAIDS	Guo Wei	M	
联合国艾滋病规划署	郭巍		
	nstitute and Experts		
研究	究机构与专家		
	Liu Genghua	М	HIV
The Chinese Association of Labour and Social Security (CALSS)	刘庚华		
中国劳动和社会保障科学研究院	Huang Kun 黄昆	F	CB/GSC

CO-Beijing Team 国际劳工组织北京局		
Claire Courteille	F	
Dai Xiaochu 戴晓初	М	CPO
Huang Qun 黄群	F	CPO
Li Qingyi 李青宜	F	CPO
Ji Cuijie 纪翠杰	F	GSC
Wu Rulian 武汝廉	F	HIV/Disability
Zhang Xubiao 张绪彪	М	SCORE
Zhou Jie 周洁	F	CB/SP
Luis Frota	М	SP
Youngmo Yoon 尹英模	М	СВ

Annex V: Data Collection Protocols

► Interview Protocols

The following interview protocols provide examples of guiding questions for five respondent groups:

- 1. ILO Office staff
- 2. Country-level partners: ILO constituents and partners
- 3. UN partners

The questions are based on the CPR Matrix. During the data collection phase of the CPR, interview protocols will be further tailored and customized for each stakeholder group to take into account the specific role, relevance and contribution of each stakeholder.

Standardized Introduction for Interviews

During each interview, the following standardized introductory points will be used by the CPR Team conducting each interview:

- Thank you for agreeing to meet us today. Our names are Lilia Ormonbekova and Yichun Xu. We have been assigned by ILO to conduct a CPR of ILO DWCP 2016-2020.
- The CPR will be used to support ILO and national stakeholders' strategic learning and decision-making for future Programme. The CPR will also have a summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience.
- This interview will take approximately 45 minutes. All interviews are confidential and your name will not be associated with any of the findings unless cleared in advance by you.
- Do you have any questions about the evaluation before we begin?

Guiding Questions

▶ ILO Staff : Timeframe for discussion: 1 hour maximum

*Questions will be modified based on role/contribution of each staff member

		Link to Evaluation
No	Guiding Questions	Matrix
	Can you briefly describe your role within ILO? Since when have you	Introductory
	been in your position?	
1.	To what extent have DWCP interventions aligned with national	Relevance
	policies and international norms?	
	To what extent does your project contribute or relate to the	
	achievement of DWCP outcomes?	
2.	What do you see as ILO's comparative advantage compared with	Efficiency
	other UN entities and partners?	

3.	To what extent have planned outputs been achieved on time?	Effectiveness
	What has been the progress towards achievement of the expected	Contribution
	outcomes and results? What are the main results achieved (including	towards Impact
	positive/negative unexpected results)?	
4.	What factors (either facilitators or barriers) had the greatest influence on	Effectiveness
	the effectiveness and achievement or non-achievement of DWCP	
	results?	
5.	To what extent has an integrated approach been applied in DWCP	Efficiency
	implementation? Please provide some examples where interventions	
	have resulted in effective synergies.	E.C
4.	To what extent is the balance and coherence between programming,	Efficiency
7.	operational, coordination ad policy/normative work optimal?	Dolovonos
7.	To what extent has DWCP contributed to addressing the underlying causes of inequality and discrimination?	Relevance
	- How have the rights and needs of marginalised women and youth	Effectiveness
	been assessed and addressed through ILO interventions?	Lifectiveriess
	- Have any groups been underserved?	Contribution
	- To what extent has an equity-based approach/principles been	towards Impact
	applied? Were resources allocated specifically for this purpose?	
	- To what extent were resources allocated to marginalized groups?	Efficiency
_	To the first of the DIMOD and the formation is a first in the second of	
8.	To what extent have DWCP results framework and monitoring	Efficiency
	mechanisms enabled ILO to measure progress towards results? To what extent has a results-based approach to monitoring and reporting been	
	effectively applied?	
9.	To what extent has DWCP been cost effective? Could the results have	Efficiency
٥.	been achieved at a lower cost or by adopting alternative	Zimololloy
	approaches/delivery mechanisms? What mechanisms were in place to	
	ensure that resources were efficiently used? To what extent does ILO	
	staff structure support efficient implementation?	
10.	To what extent does ILO staff have access to the necessary skills,	Efficiency
	knowledge and capacities to deliver its expected results?	
11.	To what extent is there national ownership for DWCP results? Which	Sustainability
	accountability and oversight systems have been established?	
	What is the likelihood that the benefits of DWCP will be maintained for a	
	reasonable long period of time?	
12.	What factors are critical to sustainability of DWCP results? What contribution is DWCP making to UN coordination? (If relevant)	Coherence
12.	What has been the added value of joint programming? Where are	Conerence
	opportunities to upscale this? (if relevant) How effective have UN Theme	
	Group(s) where ILO is a member, been? What have been main results	
	of this work?	
14.	Lessons learnt:	Lessons Learnt/
-	Based on your experience and role in supporting DWCP implementation,	Effectiveness
	which approaches and strategies do you think have been the most	
	effective?	
Do v	ou have any additional comments or observations that you would like to sha	re with us?

Do you have any additional comments or observations that you would like to share with us?

Government

No	Guiding Questions	Link to Evaluation Matri
	Can you briefly describe your position and involvement and cooperation with ILO in China? Since when have you been in your position?	Introductory/ clarification of stakeholder role
1.	To what extent is your project with ILO related to the needs/priorities of your Ministry/organisation and with national policies and international norms?	Relevance
2.	What has been the main result/benefit from your partnership with/support from ILO? Please share some examples with us.	Effectiveness Coherence Contribution towards Impact
3.	What factors had the greatest influence (positive and/or negative) on the effectiveness of DWCP in the country?	Effectiveness
4.	What do you see as ILO's comparative advantage vis-à-vis other UN entities and key partners?	Efficiency
	To what degree does ILO have access to the necessary skills, knowledge, resources and capacities needed to effectively implement DWCP?	
5.	How has your understanding about decent work changed as a result of your cooperation with ILO? How have you been able to apply knowledge gained through cooperation/trainings/technical assistance? Please identify any areas where any capacity gaps remain and where further support is needed.	Sustainability
6.	If the cooperation were to end, what is the likelihood that the benefits will be maintained for a reasonable long period of time? What factors are critical to sustainability of the results achieved so far?	Sustainability
7.	How 'institutionalised' is decent work related capacity? How well are institutions (at central and local levels) capacitated to implement and monitor relevant laws, plans, policies and international commitments? To what extent is there commitment and technical capacity to sustain progress across the government?	Sustainability
8.	Lessons learnt: Based on your engagement with ILO which of its approaches and strategies do you think are the most effective?	Lessons Learnt/ Effectiveness ke to share with

Do you have any additional recommendations or observations that you would like to share with us?

▶ UN Partners

		Link to
		Evaluation
No	Guiding Questions	Matrix
110	Can you briefly tell us about your involvement with ILO? What was the duration of your involvement?	Introductory
1.	(If relevant) To what extent have your joint activities with ILO been aligned with national policies, international norms and the UNDAF? To what extent were stakeholders/beneficiaries involved in the design	Relevance Coherence
	and implementation of joint activities?	Effectiveness
5.	(If relevant) From your perspective, how effective has the joint work been?	Effectiveness
	Please share with us the most significant successes and challenges of the joint work.	
	To what extent do you think the joint work has supported: - Vulnerable groups	
	 More gender responsive legislative and policy environment Please provide examples. 	
6.	What factors (either facilitators or barriers) had the greatest influence on the effectiveness and achievement or non-achievement of joint work results?	Effectiveness
7.	To what extent did the results contribute to addressing the underlying causes of inequality and discrimination? Are any groups underserved?	Relevance
8.	To what extent has the joint work been cost effective? Could the results have been achieved at a lower cost or by adopting alternative approaches/delivery mechanisms?	Efficiency
9.	As a joint activity/intervention, what worked well? What was the added value of having the joint initiative? What were the challenges? To what extent does ILO's organisational structure, programme management approach and coordination mechanisms effectively supported the delivery of joint results?	Efficiency
10.	If your joint work/ ILO's work were to end, what is the likelihood that the benefits will be maintained for a reasonable long period of time? What factors are critical to sustainability of DWCP results?	Sustainability
11.	Lessons learnt: Based on your experience with/knowledge of your joint work with ILO, which approaches and strategies do you think have been the most effective? What worked less well and what could be improved?	Lessons Learnt/ Effectiveness
12.	Please share with the evaluation team any recommendations you have for ILO. For example, are there any specific areas where continued support will be needed?	Formative

Do you have any additional comments or observations that you would like to share with us?

Annex VI: Bibliography (selected)

Relevant ILO evaluation guidelines and standard templates:

ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations (3rd ed. 2017)

https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm Checklist 3 Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm Template for lessons learned and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm Guidance note 4 Integrating gender equality in M&E of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm Template for evaluation summary

https://www.ilo.org/eval/Evaluationguidance/WCMS 166361/lang--en/index.htm

► ILO/ UN documents:

- ILO Strategic Plans 2014-2017, 2018-2021
- Decent Work Country Programme 2016-2020
- DWPC Implementation Report, 2019
- Biannual CPO Reports 2017, 2019
- Project and Programmes Progress Reports
- Mid-term Evaluation of SCORE Programme, 2019
- Mid-term Evaluation on Rights at Work: Promoting Harmonious Labour Relations through Collective Bargaining in China, 2018
- UNDAF for China 2016-2020
- UNSDCF for China 2021-2025
- Common Country Assessment for China, 2020
- Country Gender Profile for China, 2020

► Annex VII: Work Plan

Provisional Plan of Work and Outputs				
Step/Element	Who (Resource)	By when	Output	
Inception and desk-base	Inception and desk-based evaluability assessment – based on desk review			
Document and literature review	Consultants	30 November	List of documents	
Draft inception report	Consultants	19 November	Draft	
Data collection and report	ting			
Field visits (or online interview with ILO, constituents, UN agencies)	Consultants	30 November – 15 December	Key points from interviews	
Data analysis and draft EDI and CPR report	Consultants	25 January	Draft	
Workshop with constituents to validate the draft EDI and CPR report	CPR Point person	tbd	Agreement on preliminary findings	
Review of draft final consolidated report and share it with all concerned; Consolidated comments sent to consultant	CPR Point person	8 February	Comments	
Finalisation of final consolidated report	Consultants	18 February	Report	

► Annex VIII. Lessons Learned

ILO Emerging Lesson Learned Template

Evaluation Title: CPR Project: n/a

Name of Evaluator: Lilia Ormonbekova, Yichun Xu Date: 2 February 2021

The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

LL Element	Text
Brief summary of lesson learned (link to project goal or specific deliverable)	Over-reliance on donor-driven projects may hamper ILO's reputation in China. Therefore, it is important to negotiate the inclusion of stronger focus of ILO's mandate in donor project proposals.
Context and any related preconditions	In the context of decreasing ODA in China, it is challenging for UN agencies to mobilize donor funds. UN agencies are often found to implement projects that are not focusing on normative and policy areas (which are the ones that may bring transformative changes).
Targeted users / Beneficiaries	ILO Office in China; potential donors
Challenges /negative lessons - Causal factors	As a result of large number of donor-driven projects, the Office's human resources may spread too thin and the personnel would be more engaged into day-to-day project management which does not allow for more strategic activities and negotiations.
Success / Positive Issues - Causal factors	n/a
ILO administrative issues (staff, resources, design, implementation)	A resource mobilization strategy could be designed within the framework of the new DWCP: the Office can realistically assess its financial needs to sustain human capacity, and develop priorities on resource mobilization that focuses on normative and policy areas first, followed by specific technical assistance projects (which should also have policy and normative elements).

ILO Emerging Lesson Learned Template

Evaluation Title: CPR Project: n/a

Name of Evaluator: Lilia Ormonbekova, Yichun Xu Date: 2 February 2021

The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

LL Element	Text
Brief summary of lesson learned (link to project goal or specific deliverable)	In some cases, to launch an implementation of a project or programme, ILO had to conclude a MoU with key Government partner, which took time and delayed the intervention's timeframe. It is hence imperative to foresee these factors and start negotiations with key partners in advance, at the stage of the project/programme concept note development.
Context and any related preconditions	Government practices on international development assistance require formal agreements (e.g. MoU) between the parties.
Targeted users / Beneficiaries	ILO Office in China; constituents, especially Government partners
Challenges /negative lessons - Causal factors	Due to the fact that negotiating and signing a MoU takes time (several months), ILO's projects implementation has been considerably delayed in some cases. This hampers ILO's reputation amongst donors and ILO Regional and HQ Offices.
Success / Positive Issues - Causal factors	n/a
ILO administrative issues (staff, resources, design, implementation)	The Office can anticipate the need for a formal agreement between implementing parties and negotiate its signature prior to the launch of a project.

ILO Emerging Lesson Learned Template

Evaluation Title: CPR
Name of Evaluator: Lilia Ormonbekova, Yichun Xu
Date: 2 February 2021 Project: n/a

The following Lesson Learned has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

LL Element	Text
Brief summary of lesson learned (link to project goal or specific deliverable)	COVID-19 was an important hindering factor for DWCP implementation. It is important, therefore, to regularly discuss the risks to the programming, in cooperation with constituents, and have a standard operating procedures in place, to smoothly shift to alternatives (e.g. webinars instead of physical events) when and where needed.
Context and any related preconditions	The COVID-19 pandemic was an unexpected factor which affected operations of ILO and its constituents. 2020 annual workplans had to be significantly adapted to new circumstances, as the partners could not meet in person and travel was restricted.
Targeted users / Beneficiaries	ILO Office in China; constituents
Challenges /negative lessons - Causal factors	Whereas ILO has a risk management system, COVID-19 brought about new unexpected factors on which the Office had no prior experience (e.g. work from home, total travel restrictions). As a result, projects and programmes were on hold until it became clear that operations would not resume as normal for foreseeable future (approximately, till September 2020).
Success / Positive Issues - Causal factors	n/a
ILO administrative issues (staff, resources, design, implementation)	The Office can update its risk management system and have standard operating procedures in place in case of emergencies such as COVID-19. Alternatives to traditional activities implementation should be agreed with constituents and implementing partners in advance.

Annex IX. Emerging Good Practices

ILO Emerging Good Practice Template

Evaluation Title: CPR Project: n/a

Name of Evaluator: Lilia Ormonbekova, Yichun Xu

Date: 2 February 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

GP Element Text

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) With ILO support, Start and Implement Your Business (SIYB) and Know about Business (KAB) have become national programmes of the constituents for employment promotion.

In 2017, KAB Entrepreneurship Education Program continued to increase its efforts to promote more universities and improve the quality of entrepreneurship education programs. A total of more than 1,000 faculty members were trained throughout the year, and KAB Entrepreneurship Clubs were established in 30 colleges and universities. About 250,000 people throughout the year studied KAB entrepreneurship education courses. Accumulatively trained a total of more than 10,100 KAB project teachers, covering more than 1,650 colleges and universities across the country. The KAB Entrepreneurship Education Annual Conference, the First Forum of Dean of the College of Innovation and Entrepreneurship, and teacher training classes were held to promote the development of entrepreneurship education in colleges and universities.

In 2017, the KAB National Promotion Office actively expanded its social resources and cooperated with GF Securities and its Social Welfare Foundation and other institutions to unite hundreds of universities to jointly implement the 2017 University Student Micro Entrepreneurship Initiative and the 2017 National College Student Entrepreneurship Training Camp.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Some limitations relate to the size of the country and timeframe required to potentially replicate this good practice all over China.
Establish a clear cause- effect relationship	If there are entrepreneurship education programmes for youth, then more income may be generated among the young people, because their skills and knowledge on businesses would increase.
Indicate measurable impact and targeted beneficiaries	Interventions with regard to youth would be more effective.
Potential for replication and by whom	ILO Country Offices; UN partners
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	SDG 8, UNSDCF Priority 1

ILO Emerging Good Practice Template

Evaluation Title: CPR Project: n/a

Name of Evaluator: Lilia Ormonbekova, Yichun Xu Date: 2 February 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

GP Element	Text
Brief summary of the	Through ILO technical support on gender equality, the
good practice (link to	ACFTU mobilized their own resources to produce a series of
project goal or specific	handbooks on prompting gender equality and addressing
deliverable,	sexual harassment in the workplace. Throughout the
background, purpose, etc.)	process, ILO continuously provided evidence based policy proposals for reconciling work and family responsibilities.
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Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Some limitations exist with regard to full understanding on gender norms in workplace among enterprises. However, the practice has a strong scale-up potential due to the fact that ACFTU is omnipresent in the country.
Establish a clear cause- effect relationship	If ILO joins a Government partner which works on gender equality issues, then more awareness and better working conditions for women can be ensured, because stakeholders would benefit from ILO expertise on gender and that of the Government partner.
Indicate measurable impact and targeted beneficiaries	Interventions with regard to women would be more effective.
Potential for replication and by whom	ILO Country Offices; UN partners
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	SDG 5, SDG 8, Leaving No One Behind principle.

ILO Emerging Good Practice Template

Evaluation Title: CPR Project: n/a

Name of Evaluator: Lilia Ormonbekova, Yichun Xu Date: 2 February 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ILO's partner – the Ministry of Transport, mobilized its own funding to strengthen the implementation of Maritime Labour Convention within the framework of the 21 st century Maritime Silk Road. Consequently, the Shanghai Maritime University started organizing annual training for maritime inspectors of ASEAN countries. This practice demonstrates a strong national ownership and likelihood of sustainability.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	n/a
Establish a clear cause- effect relationship	If ILO joins a Government partner in an activity focusing on external partnerships issues, then knowledge can be increased among all parties to the cooperation, because all actors would benefit from expertise exchange.
Indicate measurable impact and targeted beneficiaries	Interventions with regard to knowledge exchange; targeted to local and international partners.
Potential for replication and by whom	ILO Country Offices; UN partners
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	SDG 16, SDG 8

ILO Emerging Good Practice Template

Evaluation Title: CPR Project: n/a

Name of Evaluator: Lilia Ormonbekova, Yichun Xu Date: 2 February 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the conclusions of the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Joint design and implementation of activities targeting intersectionality issues (e.g. employment of persons with disabilities; unpaid care work; and others) by ILO and UN partners considerably strengthens the value of the activity/ research and increases outreach due to the UN agencies' individual ranges of partners.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	There are many joint initiatives involving UN agencies in China: UN theme groups, Results Groups, joint programmes focusing on specific geographic areas, etc. Some limitations to cooperation exist when an area is not of a particular interest to a UN agency.

Establish a clear cause- effect relationship	If ILO joins other UN agency/ies in an activity focusing on intersectional issues, then costs can be saved and the results of the action may potentially target larger groups of beneficiaries, because the activity would benefit from both ILO and partner agency expertise and outreach.
Indicate measurable impact and targeted beneficiaries	Interventions with regard to different groups, and especially vulnerable ones, would be more equity-, and genderbased.
Potential for replication and by whom	ILO Country Offices; UN partners
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Joint activity on intersectional issue contributes to Leaving No One Behind principle and ILO policy drivers.

The Review is commissioned by: ILO Office in China

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