



Evaluation Summary



International
Labour
Office

Evaluation Unit

ILO Component of the culture and development partnership framework (CDPF) – Final Joint Evaluation

Quick Facts

Country: *China*

Final Evaluation: *1/2012*

Type : *Independent*

Technical Field : *EMP/SEED*

Evaluation Management : *Fondes de MDG*

Consultant : *Nichaolas Tapp, Xu Wu*

Project Code : *CPR/08/51/UND*

Donateur : *Fondes de MDG – US\$ 6,000,000*

ILO: 485,480 FAO: 240,750

UNFPA 521,283 UNDP: 1,285,226

UNICEF: 1,235,011 UNESCO: 1,298,140

UNIDO: 437,630 WHO: 496,480

Summary from the main report

Background

The China Culture and Development Partnership Framework (CDPF) is one of four Joint Programmes in China funded through the Millennium Development Goals Achievement Fund (MDG-F) established by the Spanish Government with the UN in 2006, and one of seven JPs altogether in China. The CDPF programme was launched in China in November 2008. CDPF is unique in China in responding to the Thematic Window on Culture and Development opened under the Spanish MDG Achievement Fund. CDPF received six million dollars in funding from the MDG-F with an additional one million

equivalent in kind from the Chinese Government. The focus of this pilot but seminal programme has been on integrating culture into development, with respect to the ethnic minorities of China. As an MDG-F and joint programme, the CDPF has responded to the UN's 'Delivering as One' initiative, at the same time as it has responded to China's development needs through pioneering an innovative culturally based approach to development. This has been achieved through a programme framework with two primary aims based on six main issues. These issues are: (i) strengthening government on all levels which is sensitive to needs of ethnic minorities and has stronger awareness of the importance – economic and otherwise – of cultural diversity; (ii) promoting and making possible quality and culturally sensitive education for ethnic minority children; (iii) supporting the creation of policy promoting linguistically and culturally appropriate MCH care; (iv) fostering improved access to the labour market; (v) strengthening the local capacity of the ethnic minorities for protecting and utilizing their cultural resources; and (vi) promoting cultural-based economic growth, including tourism and ethnic crafts sector development. Eight UN agencies have partnered with eight Chinese ministries and a range of academic and civil society organisations.

This has been a complex and ambitious programme. Its length has been short (three

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

Evaluation Process

All accounts have spoken of the initial administrative difficulties of coordinating arrangements between eight UN agencies, eight government ministries and their many civil society partners. A major specific goal of this evaluation has been to see to what extent the difficulties of implementation noted at the end of the first year and in the Mid-Term Evaluation have been met by the programme as a whole at its ending point. It is our contention that these challenges were indeed largely met successfully although longerterm results would require some extension of the current activities.

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

The brevity of time allowed for this evaluation meant that, while satisfactory meetings were held with all stakeholders in Beijing, it was not possible to visit project sites in all provinces

(Guizhou, Yunnan, Tibet, Qinghai) where CDPF took place, as originally hoped. However, outputs were not extensive in the latter two and we feel we have been able to do justice to the programme as a whole through interviews and documentation besides field visits to Guizhou and Yunnan.

Description of Programme

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

unexpected initiative inspired by the adapted Cultural Diversity Lens Toolkit.

In the **Basic Education** component (Output 1.2) aimed at introducing culturally sensitive approaches and materials for ethnic minority primary schoolchildren, UNICEF has worked with the Ministry of Education (MoE) in developing culturally sensitive educational curricula, impacting ethnic minority children directly through supply provision, training ethnic minority teachers and principals in culturally sensitive approaches, and enabling counties to develop scaling up plans. All formal targets (Annexe XI, Programme Monitoring Framework) have been exceeded in terms of ethnic minority children, teachers, principals, local and national policy makers benefited by child-sensitive school awareness programmes and culturally sensitive educational approaches.

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

hospital delivery rates and in regular antenatal care in programme sites. Other and sustainable results have been a generally improved capacity of a substantial proportion of MCH providers, FP workers and village doctors in all the project sites; the training of village doctors, township MCH providers, and trainers; and the testing and validation and uptake of routine MCH indicators.

Cultural Heritage Protection (Output 2.1) has been the most innovative and creative part of this programme and has succeeded in contributing to a new awareness of the importance of cultural heritage at the local level and the ways in which it can be dynamically conserved. It has had three main elements carried out in one county of Guizhou (Congjiang); cultural mapping, museum enhancement, and agro-culture. Site selection was based on careful criteria but failed - for a variety of reasons given in the Report - to overlap with the villages chosen for cultural tourism development (Output 2.2). The component has produced astonishingly rich results in the form of newspaper articles, films, and reports of all kinds and should receive great praise for its C&A strategy as well as its M&E arrangements. The component well exceeded its publication targets and also its training targets, training more than two hundred local stakeholders in conservation and development methods under the agro-culture element, for instance, which also established the local ecosystem as a GIAHS. It seemed to us that cultural mapping is such an intrinsically important and participatory activity that it should not only have been at the basis of the museum enhancement and agro-cultural elements but also supplied an important basis for the establishment of other tourism and cultural crafts enterprises (Outputs 2.2 and 2.3).

Three separate Outputs (1.4, 2.2 and 2.3) have addressed issues of unequal access in **Employment** for ethnic minorities and the creation of new culture-based employment opportunities in the fields of tourism, and minority arts and crafts. With the smallest

amount of funding, Output 1.4 has sought to address unequal access to employment for ethnic minorities and explore how minorities can be better included through culture-based economic empowerment mechanisms. ILO has been lead agency with MOHRSS, while UNESCO has cooperated with CASS.

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

The **Crafts Sector Development** component (Output 2.3) while seeming to follow naturally from Outputs 2.1 and 2.2, has to some extent combined with the more policy-oriented Output 1.4 in terms of training exercises and some studies commissioned. Based on a joint mission by UN agencies and SEAC in April 2009, pilot sites for crafts development were selected in Guizhou and Yunnan. The reports produced on specific industries by MOHRSS with ILO on Local Economic Development (LED) and Value Chain Analysis (VCA) are remarkable in describing clearly the process of market analysis, participatory data collection,

and SWOT analysis under which local artisans and entrepreneurs have received SIYB training in marketing skills and techniques of improving their products which took place from 2009 onwards in Leishan and Longchuan. Altogether more than sixty-five new product designs have been created, and over sixty artisans or small business owners have been trained in SIYB aspects of business development including marketing quality and business management. One hundred local stakeholders and ethnic minority crafts workers have been trained in product development, emphasising a balance between criteria of authenticity, innovation, marketing, product quality and artisan wellbeing. With support from UNDP, CICETE, and SEAC, three county-level crafts associations have also been established and strengthened. The number of jobs is reported to have increased by 52.3% in enterprises supported by the programme while women's employment rates in those enterprises had increased by 63%. VCD analysis is an excellent tool for enabling an awareness of the need for associations and networks and linkages between craftspeople, for branding and trade marks, the improvement of products and general professionalization. While some local cultural enterprises are certainly under threat, some of those supported are quite high-profile cultural industries, and have been quite successful. There was no credit component in this output. However, some reports specifically declare that the most pressing need is not for money, but for business know-how and technical marketing abilities, so there may be a need for more research on this issue. A pleasing achievement under this component has been the receipt in 2010 of UNESCO Awards for Excellence by nine CDPF beneficiaries out of twenty-six awards made in all, and out of 126 submitted by China, and the participation of CDPF beneficiaries in expos and trade fairs.