

1. COVER PAGE

Country: China

UNDAF Outcome 1: Social and economic policies are developed and improved to be more scientifically-based and human-centred for sustainable and equitable growth.

MDG Achievement Fund Outcomes

1. Formulate, implement and monitor socially- and culturally-inclusive public policies.
2. Realise the economic and social potential of the cultural sector and strengthen cultural and creative industries.

MDGs Addressed:

1. Goal 0: Millennium Declaration: an enabling environment (human rights, democracy and good governance)
2. Goal 1: Eradicate extreme poverty and hunger
3. Goal 2: Achieve universal primary education
4. Goal 3: Promote gender equality and empower women
5. Goal 4: Reduce child mortality
6. Goal 5: Improve maternal health

Joint Programme Outcome(s):

1. The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services.
2. Ethnic minorities are empowered in the management of cultural resources and benefiting from cultural-based economic development.

<p>Programme/project Title: The China Culture and Development Partnership Framework</p> <p>Programme/project Duration: 3 years, from 2008 to 2011</p> <p>Fund Management Option: Pass-through Managing or Administrative Agent: UNDP Multi Donor Trust Fund Office, New York</p>	<p>Total estimated Programme/project budget: US\$7 million</p> <p>Out of which:</p> <p>1. Planned resources:</p> <ul style="list-style-type: none">• MDG Achievement Fund US\$6 million• Private• Government (in kind) US\$1 million <p>Participating UN agencies: FAO (\$240,750), ILO (\$485,480), UNDP (\$1,285,226), UNESCO (\$1,298,140), UNFPA (\$521,283), UNICEF (\$1,235,011), UNIDO (\$437,630), WHO (\$496,480)</p>
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On behalf of the Government of China

Ministry of Commerce (MOFCOM)

Name: Vice Minister Yi Xiaozhun

Signature

Yi Xiaozhun

Date & Seal

16/10/08

On behalf of the Government of Spain

Ambassador of Spain in China

Name: H.E. Mr Carlos Blasco Villa

Signature

C. Blasco

Date & Seal

07/10/08



On behalf of the United Nations

UN Resident Coordinator in China

Name: Mr Khalid Malik

Signature

Khalid Malik

Date & Seal

22 Sep 2008



List of Partners (in alphabetical order):

United Nations

FAO
ILO
UNDP
UNESCO
UNFPA
UNICEF
UNIDO
WHO

National Partners

All-China Federation of Trade Unions (ACFTU)
All-China Lawyers Association (ACLA)
Beijing Cultural Heritage Protection Center (CHP)
China Arts and Crafts Association (CA&CA)
China Enterprise Confederation (CEC)
China International Center for Economic and Technical Exchange (CICETE)
China National Museum of Ethnology (CNME)
Chinese Academy of Social Sciences (CASS)
Institute of Geographical Sciences and Natural Resources Research, Chinese Academy of Sciences (IGSNRR)
Ministry of Agriculture (MOA)
Ministry of Commerce (MOFCOM)
Ministry of Education (MOE)/National Commission for UNESCO
Ministry of Health (MOH)
Ministry of Labour and Social Services (MOLSS)
National Population & Family Planning Commission (NPFPC)
Renmin University
State Administration for Industry & Commerce (SAIC)
State Administration of Cultural Heritage (SACH)
State Ethnic Affairs Commission (SEAC)

ACROYNMS

ACFTU	- All-China Federation of Trade Unions
ACLA	- All-China Lawyers Association
ANC	- Antenatal Clinic
CA&CA	- China Arts and Craft Association
CAS	- Chinese Academy of Sciences
CASS	- Chinese Academy of Social Sciences
CCA	- Common Country Assessment
CEC	- China Enterprise Confederation
CEDAW	- Convention on the Elimination of Discrimination against Women
CFPB	- County Family Planning Commission
CFS	- Child Friendly Schools
CHB	- County Health Bureaux
CHP	- Beijing Cultural Heritage Protection Center
CICETE	- China International Centre for Economic and Technical Exchange
CIDA	- Canadian International Development Agency
CNME	- China National Museum of Ethnology
CPD	- China Country Programme Document
CPDRC	- China Population Development and Research Centre
CPPCC	- Chinese People's Political Consultative Conference
CSO	- Civil Society Organization
CST	- Country Support Team
DFID	- Department for International Development (UK)
EFA	- Education for All
EPL	- Employment Promotion Law
EU	- European Union
FAO	- Food and Agriculture Organization
FID	- International Federation for Information and Documentation
FP	- Family Planning
GIAHS	- Globally Important Agricultural Heritage Systems programme
GTZ	- German Technical Corporation
ICH	- Intangible cultural heritage
IGSNRR	- Institute of Geographical Sciences and Natural Resources Research, the Chinese Academy of Sciences
ILO	- International Labour Organization

IMR	- Infant Mortality Rate
ISTIC	- Institute of Scientific and Technical Information
IT	- Information technology
JICA	- Japan International Cooperation Agency
LED	- Local Economic Development
LGOP	- Leading Group for Poverty Alleviation and Development
LPC	- Local People's Congress
M & E	- Monitoring and Evaluation
MCH	- Maternal and Child Health
MDGs	- Millennium Development Goals
MDA	- Mid-Decade Assessment
MDG-FSC	- MDG Fund Steering Committee
MMR	- Maternal Mortality Rate
MOA	- Ministry of Agriculture
MOE	- Ministry of Education
MOFCOM	- Ministry of Commerce
MOH	- Ministry of Health
MOLSS	- Ministry of Labour and Social Services
MTR	- Mid-term Review
MSEs	- Micro and small enterprises
NAT COM	- National Commission for UNESCO
NCWCH	- National Centre for Women's and Children's Health
NHEI	- National Health Education Institute
NDRC	- National Development and Reform Commission
NGOs	- Non-governmental organizations
NHEI	- National Health Education Institute
NPC	- National Programme Coordinator
NPFPC	- National Population and Family Planning Commission
PFPB	- Provincial Family Planning Commission
PHB	- Provincial Health Bureaux
PMC	- Programme Management Committee
PMO	- Project Management Office
PRC	- People's Republic of China
RCMS	- Rural Cooperative Medical Scheme
SACH	- State Administration of Cultural Heritage
SAIC	- Administration for Industry & Commerce

SEAC	- State Ethnic Affairs Commission
SIYB	- Start and Improve Your Business Project
SOWC	- State of the World's Children
TOR	- Terms of Reference
U5MR	- Under 5 Mortality Rate
UN	- United Nations
UNDAF	- UN Development Assistance Framework
UNDP	- United Nations Development Programme
UNESCO	- United Nations Educational, Scientific and Cultural Organization
UNFPA	- United Nations Population Fund
UNICEF	- United Nations Children's Fund
UNIDO	- United Nations Industrial Development Organization
UNWTO	- United Nations World Tourism Organization
VCD	- Value Chain Development
WDI	- Western Development Initiative
WHC	- World Heritage Centre
WHO	- World Health Organization

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2. EXECUTIVE SUMMARY

The rights of China's 55 officially recognized ethnic minorities have long enjoyed strong legal recognition in China. At the beginning of the People's Republic of China, the First Chinese People's Political Consultative Conference guaranteed the rights of ethnic minorities living within the state borders. The constitution of China further guaranteed that all ethnic minorities, in addition to equal political and economic rights, were given freedom of religious belief, the right to use and develop their own spoken and written languages as well as the freedom to preserve – or change – their cultural traditions and customs. These rights have been recently reconfirmed in the Law on Regional National Autonomy (2001) and in the *11th Five Year Plan on the Development of Public Affairs for Ethnic Minorities* which forms part of China's 11th Five-Year Plan (2007).

Today, ethnic minorities comprise 8.5% of the national population – a population of nearly 106 million. China's ethnic minorities have made definite progress in overall socio-economic and political development since 1949. Nonetheless, they still constitute nearly 51.2% of the country's poor; have lower levels of education, and poorer health. Educators have found, for example, that although the national gross enrolment rates for primary school reached 99.3% in 2006, rates in Yunnan and Tibet are 96.57% and 96.54% respectively. A Joint Review of the National Strategy for Maternal Child Health Survival in China undertaken in 2007 by the Ministry of Health, UNICEF, UNFPA and WHO found that the maternal mortality rate (MMR), infant mortality rates (IMR), and under-five mortality rates (U5MR) in the western provinces were higher than the national average.¹

The reasons for this slower progress and lower levels are in part historical, geographical and environmental. Because ethnic minorities traditionally lived along the geographically more remote frontiers of the state, it has been more difficult for development programmes to reach them effectively. Efforts require more time, more energy and more money. In addition, because of linguistic and cultural barriers, effective development requires more creative approaches.

Although these basic challenges apply to the Han population living in remote, frontier areas as well, the uniqueness of the cultures of the ethnic minorities adds additional complexities. The majority of these 55 ethnic groups still retain their customs, traditions, and languages. Although this is a source of local and national pride, and enriches China with their vast cultural diversity, in many of the more remote locations, it has also sometimes resulted in difficulty for ethnic minorities to participate fully in governance processes, obtain gainful employment, receive good education, and have equal access to health services.

For example, although ethnic minorities are represented proportionately in the national government, and are represented in the local governments of the different autonomous counties and prefectures, local ethnic minority leaders sometime lack the experience and capacity to represent their constituencies as effectively as possible. Strengthening consultative feedback processes between the local authorities and communities is one such mechanism to address this lack of

¹ A high percentage of the populations living in the western provinces are ethnic minorities. These, provinces include Yunnan, Sichuan, Guangxi, Guizhou, Qinghai and Tibet.

familiarity. Increased communication between official and civil society can only lead to enhanced harmony and development.

Even though employment opportunities exist in local areas, job opportunities within the larger economic environment, i.e. in towns and cities, can become problematic if the employer is seeking fluent Chinese speakers. When local children arrive at school not speaking standard Chinese, teaching them becomes challenging. Because it is not always possible to provide teaching materials in and staff who speak their local languages, ethnic minority children do not always receive the quality education they need. These factors also provide challenges for receiving maternal and child health (MCH) care, where poor outcomes can be a result of restricted access (for reasons of both distance and expense), and of service provision that is not tailored to or understands the local cultural needs. All health beliefs are culturally structured, and of all areas of health, those associated with birth and care of children are among the most highly culture bound. A lack of a cultural approach to health guarantees failure, and the resulting poor health of ethnic minorities impacts on their ability to participate in economic development. In short, culture does matter if development is to succeed.

China is strongly committed to lifting its minorities out of poverty, and is investing substantial domestic resources to this end. China has also committed itself to achieving the Millennium Development Goals (MDGs) by 2015 and the sustainable and harmonious Xiaokang Society by 2020. This Joint Programme proposes specifically to address MDGs 0, 1, 2, 3, 4, and 5². Most believe China, as a whole, is on target to achieve these goals. However, for its 106 million strong ethnic minority communities, greater challenges remain to achieving the standards they set.

To do so, China is looking to the UN for a diverse, cross-sectoral range of international advice and expertise to enable it to move to an increasingly rights-based approach to development for minorities.

Ironically, promoting development for ethnic minorities can challenge the very survival of their traditional cultures and the environment in which they live. Not only would this loss deprive China of the vast cultural wealth these cultures represent, but also it would contribute to the depletion of the world's reservoir of cultural and natural heritage. Consequently, we further emphasise that culture matters, and that adopting a "Culture and Development" approach is critical.

To address the seeming contradiction of "culture and development", and to provide China with the benefits of its expertise, eight (8) UN agencies³ are working together through the "Culture and Development Window" of the UNDP-Spain MDG Achievement Fund. The window is unique in that it acknowledges the importance of "culture" as a cross-cutting theme in the field of development. The window not only recognizes the need to reach China's ethnic minorities in culturally sensitive and appropriate ways, but also recognizes cultural diversity as part of the "common

² MDGs: Goal 0: Millennium Declaration: an enabling environment (human rights, democracy and good governance; Goal 1: Eradicate Extreme Poverty & Hunger; Goal 2: Achieve Universal Primary Education; Goal 3: Promote Gender Equality & Empower Women; Goal 4: Reduce Child Mortality; Goal 5: Improve Maternal Health; and Goal 6: Combat HIV/AIDS, Malaria & other Diseases; Goal 7: Ensure Environmental Sustainability; and Goal 8: Develop a Global Partnership for Development.

³ UNDP; UNICEF; UNFPA; UNESCO; WHO; ILO; UNIDO; and FAO

heritage of humanity ...as necessary for humankind as biodiversity is for nature"⁴. The window, by focusing on creating ways to integrate the diverse cultures of the ethnic minorities into the development framework, seeks to identify practical models to preserve their rich and diverse cultures and identities in the midst of development, and to identify ways to assimilate these models into policy at higher levels.

This particular programme stresses: (i) an integrated pilot approach; (ii) collective agency experience; (iii) cultural sensitivity; (iv) result-based project management; (v) sustainable and replicable outcomes; and (vi) measurable results. All the project activities and outputs described in detail below in the project document address these six principles. The project will last for three years, and will begin in 2008. It is expected that activities piloted during this time will not only continue, but be expanded as models in other areas.

This Joint Programme aims to address the task of integrating culture into development specifically for China's ethnic minority population. It will do this through a project framework which has two primary aims with six issues.

- a. The first aim is to support China in designing and implementing policies that promote the rights of its ethnic minority groups in four of the provinces in which they are concentrated: (i) Yunnan; (ii) Guizhou; (iii) Qinghai; and (iv) Tibet.⁵ This will be achieved by building government capacity to undertake rights and culture-based development, and building the capacity of minority communities to participate. The goal is also to enable ethnic minorities to exercise further their rights in all aspects of development. This includes: (i) education; (ii) employment and (iii) MCH.
- b. The second is to empower ethnic minority groups in these four provinces to strengthen and manage their cultural resources, and thereby, benefit from culture-based economic development.

The six 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.

These issues are elaborated in the paragraphs below.

Good governance for ethnic minorities is the first issue addressed in the Joint Programme. By strengthening public policies and services, the programme will help ethnic minorities to find stronger inclusion in cultural, socio-economic and political life.

Expanding the inclusion of ethnic minorities in local governance processes will be undertaken by building the capacity of local community leaders, civil society actors and government representatives, as well as by creating platforms for exchange among them. The project will design, test and promote mechanisms of consultation

⁴ 2002 UNESCO Universal Declaration on Cultural Diversity, p. 3.

⁵ Details for these provinces and their principal ethnic minorities are provided below in Section 3

to support the local government in creating and implementing development plans more firmly rooted in local cultural traditions, assets and concerns.

Stronger inclusion of ethnic groups within education, together with culturally sensitive education, is the second issue addressed in this Joint Programme. Education is a fundamental human right guaranteed by the Chinese government. One of the goals of this programme is to promote stronger inclusion of ethnic minority children – especially girls – in the current educational system, and to do so in ways which also protect and strengthen their unique cultures, values and identities, advancing both cultural diversity and social integration. This will be done by strengthening the capacity of policy-makers to further develop and implement culturally sensitive educational policies, and ensuring good quality and culturally and linguistically (wherever possible) appropriate basic education for ethnic minority children.

Guaranteeing good health, and especially maternal child health (MCH), is the third issue. Despite appropriate policies and some financial initiatives, the health and nutrition status of China's ethnic minorities compares poorly with national averages. In addition to lacking the financial resources needed to address this issue, ethnic minorities often further: (i) lack access to good quality, well managed and affordable MCH services; (ii) lack knowledge of appropriate health choices, (iii) have high rates of sickness and nutritional deficiency, (iv) lack proportional representation in the provision of health services, and (v) lack culturally and linguistically appropriate health information without which there is no access and no better choices.

This component intends to pilot a new approach to health care and service provision among the ethnic minorities which will be developed and tested on the community level using a participatory approach. The goal is first, to understand the intricate relationship between culture and successful achievement of health targets, and second to formulate successful results into models to be integrated into health care policy in ethnic minority areas.

Not only will the project begin by surveying and documenting the health and nutrition situation in project counties with, for the first time in China, specific attention paid to culture and ethnicity, but also by collecting and assessing traditional beliefs and practices regarding health and nutrition using qualitative and participatory field methods. This survey will be used first to create a culturally and linguistically adapted package of MCH materials, and provide necessary equipment, supplies and training for provincial, county and township level ethnic minority leaders and health service providers, and second to provide recommendations on a policy level for improved health policies for ethnic minorities. Finally, improvements to the financing, management and information systems supporting health services in project counties will be modified to accommodate better the needs of ethnic minorities.

Decent work is the best route out of poverty, but for some populations this route can be blocked by discrimination and poor working conditions. Thus, the fourth issue is improved access to the labour market, and to address it, a platform will be established to address discrimination in the work place, improve ethnic minority access to decent work, and contribute to their greater socio-economic inclusion. To achieve these ends, awareness-raising activities and training among relevant stakeholder groups – including government institutions and ethnic minority communities – will be held. Special attention will be given to addressing the needs of ethnic minority women seeking to enter the workplace. Research on human

trafficking suggests that ethnic minority women are more vulnerable, and are disproportionately at higher risk for being exploited than are ethnic minority men and women in the majority population.

The fifth issue addresses the need to enhance the capacity of ethnic minorities to manage their cultural resources. This issue directly addresses the very survival of the tangible and intangible cultures of the ethnic minorities. The aim is to ensure that the wealth of unique traditions and practices, traditional knowledge, living heritage – including languages of the ethnic minorities – is not lost in the development process of China.

One strategy which will be used to strengthen local empowerment is a cultural mapping process put directly into the hands of the ethnic minorities themselves. The knowledge and information gained from this mapping process will serve as an increased source of pride for the ethnic minority communities, and also serve to upgrade ethnic minority museums on the county level. Once again, special attention will be given to safeguarding the traditional knowledge of women in these communities. Such knowledge is frequently passed down from generation to generation orally among women, and constitutes a vital part of a community's intangible heritage.

Cultural-based economic development is the sixth and final issue. To address it, economic opportunities and livelihoods will be created by working together with the ethnic minorities to identify potential economic opportunities which are based on, and derive from, their cultural traditions. The opportunities will centre on community-based cultural tourism and the strengthening of associated creative industries, with a focus on arts and crafts. The policy, regulatory and institutional environment for cultural-based activities will be enhanced, and technical and awareness raising training will be provided to a range of stakeholders, including members from the ethnic minority communities.

The Joint Programme encompasses a wide range of goals, outcomes, and cross-cutting issues ranging from governance to education, health, economic empowerment and preservation of cultural heritage. Nonetheless, there is a common thread linking them all – preservation of culture in the context of sustainable economic development. Significantly, the window does not regard culture as an obstacle to be overcome, but rather as a “tool” to further the development process. Experience has proven that culture can work to promote, facilitate and enhance development goals, and can guarantee their acceptance among the people they address. The Joint Programme will test this assumption where traditional culture is often distinct and plays a strong role – among China's ethnic minorities.

3. Situational Analysis

General Background

Although development goals are being reached and even surpassed in many areas of the country, China's ethnic minorities, for a variety of historic and geographic reasons, still lag behind the rest of the population with regard to economic development. China has an overall value of 0.777 on the Human Development Index (HDI), but the situation is different for the four provinces chosen for this Joint Programme. Qinghai, Yunnan and Guizhou's values are 0.684, 0.657 and 0.639

respectively. Tibet's value is the lowest: 0.586 (中国人类发展报告 China Human Development Report 2005 by UNDP in partnership with the China Development Research Foundation). While China's overall HDI is rising, in some provinces, for example, Tibet and Yunnan, human development achievements are deteriorating (2005 *Advancing Social Development in China*. UN Country Team China, Occasional Paper Vol. 1).

Although major efforts have been made to reach into these regions, and include the peoples living there into the overarching framework of Chinese development, progress during the first 50 years of PRC history has been uneven and gradual. This is why even today, the people living in ethnic minority regions still have poorer access to good quality education and health services, employment and good governance. The challenge today is to bring development into these areas faster, but to do so while acknowledging the value of the cultural diversity which thrives there.

A further challenge is to identify ways to use the unique cultures and languages of China's ethnic minorities as engines to drive and fuel their economic development without destroying their valuable cultural diversity.

Background to the People and Cultures of the Four Target Provinces

The Government of China, in partnership with the eight participating UN agencies and other project partners, identified four counties, one municipality and one prefecture in four provinces. Each of the four provinces selected, namely Yunnan, Guizhou, Qinghai and Tibet, have large ethnic minority populations, and within the identified four counties, one municipality and one prefecture, ethnic minorities constitute anywhere between 49 – 93% of the total population. Stakeholders in each of the pilot areas have confirmed a strong interest in taking part in the programme.

Yunnan

Twenty five of China's fifty-five ethnic minorities are found in Yunnan which gives it the distinction of being one of China's provinces with the most ethnic minorities. The ethnic minority population numbers 14,159,000⁶, about 32% of its total population of 44,830,000.

Longchuan County and Luxi Municipality have been identified as the two pilot sites in Yunnan. Longchuan County is poorer than Luxi, and has the lowest per capita income (c. USD216) of all the pilot sites. Both sites are in Dehong Jingpo and Dai Autonomous Prefecture, located in southwest Yunnan bordering on Myanmar. As indicated by its name, the Jingpo and the Dai are the two primary ethnic minorities living in the prefecture together with a small number of other groups, for example the Deang, Achang and Lisu. The Jingpo population numbers around 133,000 and the Dai 353,400. These will be the two populations primarily benefiting from project activities.

The Jingpo, who speak a Tibeto-Burman language, can be subdivided into five sub-groups who speak languages which are not mutually intelligible. This fact is significant when planning linguistically appropriate materials in the county. The Dai in Dehong are a sub-group within the large Dai population found in Yunnan. They

⁶ Statistical data provided to the UN by SEAC, March 2008).

are sometimes referred to as Tai Neua by linguists – a term which reflects their language classification. Others simply call them Dehong Dai. Both the Jingpo and the Dai are cross-border populations, and many Dai and Jingpo have friends and relatives living in the Kachin and Shan States in Myanmar.

The population of Longchuan County is predominantly Jingpo. The Jingpo were traditionally an upland group, and, in the past, practiced swidden agriculture and grew upland rice. Beginning from the mid-19th century (and accelerating since 1949), many villages moved down the mountains into the foothills or even into the valleys where they grew paddy rice in permanent fields. The Jingpo have always maintained a special relationship with their Dai neighbours who, in the past, formed small principalities. The traditional Jingpo religious belief system focused on a complex hierarchy of spirits which surrounded and impacted on their daily lives. Some Jingpo, under influence from the Dai, practiced Theravada Buddhism, while others adopted Christianity under the influence of missionaries during the early 20th century. The Jingpo did not have a traditional writing system. However, a romanized script was created during the early 20th century by missionaries. Chinese linguists created another romanized script during the 1950's – one which is currently used. Consequently, materials produced for Jingpo people in this area can be written in Jingpo.

The population of Luxi Municipality is primarily Dai (Dehong Dai). The Dai traditionally lived the fertile valleys of Dehong, and cultivated paddy rice. They practice Theravada Buddhism, and even today, Buddhist culture is strong and plays an important role in their lives. Because of Buddhism, the Dai have a traditional writing system which was taught to boys and men in the temples. Nonetheless, it always had a role outside the temple context as well. During the early 1950's linguists in Beijing created a revised and simplified Dai script which is read by women as well as men, and is used for educational purposes. Due to the importance Buddhist leaders play in the communities, they can be utilized as conduits in project activities.

Guizhou

Guizhou has a total population of 39,311,200 of which 9,457,900 are ethnic minority – about 24%. The Miao, Dong, Zhuang, Yao, Tujia, Buyi and Shui are the primary ethnic minorities, with the Miao and Dong constituting the two largest groups. Congjiang and Leishan Counties have been selected as the pilot sites for the project. 93% of Congjiang's population of 324,200 belong to ethnic minorities, of which the primary group is Dong. 83% of Leishan's population of 151,900 is Miao. Both counties are found in the southeast corner of Guizhou, bordering on Hunan and Guangxi provinces. Both counties are poor, and Congjiang is noted as one of the key poverty alleviation counties at the national level. Both counties, however, are also well-known tourist destinations whose primary attractions are the unique customs and festivals of the Dong and the Miao ethnic minorities. These two counties will serve as excellent sites for piloting the cultural tourism, community mapping activities, and cultural industries components envisioned in the project document.

The Dong speak a Tai-Kadai language. They traditionally lived near streams in mountain valleys, and practiced a mixed farming economy, growing rice, millet, wheat and maize, and raised fish in fish ponds. In the past, they grew upland rice on terraces, but later switched to irrigated paddy rice cultivation. They practiced a form of spirit worship mixed with religious elements borrowed from the Han – some elements of which remain today. Although they did not have an indigenous writing

system, one was introduced during the 1950's by linguists from Beijing. Finally, they are renowned for their distinctive folk architecture which includes the so-called "Wind and Rain" covered wooden bridges and drum towers.

The Miao, who speak a Miao-Yao language, are the majority population in Leishan County. The Miao traditionally lived high up in the mountains, and practiced swidden agriculture, supplemented by wet-rice agriculture when possible. The Miao of southeast Guizhou, however, traditionally cultivated paddy rice, ploughing their fields using man-drawn ploughs. They supplemented their diet by raising farm animals, especially pigs, and hunting. It is the customs and costumes of the Miao which draw many visitors to this county. In addition to an indigenous belief system consisting of spirits managed by shamans, the Miao were influenced by Chinese Daoism and ancestor worship, and practice elaborate rituals. The costumes of the women are, in short, spectacular, and include large amounts of intricately worked silver jewellery and ornaments. More important for this project, the Miao are famous for their high level skills in appliqué and embroidery which can be used as part of income generating activities found in the cultural tourism and cultural industries components of this project.

Qinghai

The total population of Qinghai is 5,516,000, of which 2,360,000 (c. 43%) are ethnic minorities. The most numerous of the ethnic minorities living in Qinghai are the Tibetans (21.89%) and the Hui (c.15.89%). There are numerous other groups, for example the Tu, Salar, and Mongolians, but these constitute very small proportions of the population.

Hualong Hui Autonomous County, Haidong District, was chosen as the pilot site for this project. Located in east central Qinghai Province, Haidong is not only one of the most densely populated areas in Qinghai, it is also one of the areas where agriculture is the primary source of livelihood. Wheat, barley, oil-seed crops, potatoes and corn are grown. Animal husbandry and grazing (yaks and sheep) are practiced, but more common in other areas in Qinghai. Yet, despite its reliance on agriculture, the land is poor, and making a living is difficult. The county is classified as one of the national level poverty alleviation counties, and has a Per capita income of 2,510 RMB.

Even though Hualong is a Hui Autonomous County, six of its 21 townships are Tibetan. Thus, both the Hui and Tibetan ethnic minorities play important roles in this county.

Although descended from Arabs and Persian traders from as early as the 7th century A.D. as well as Mongolian troops from the 13th century and other Central Asian groups, the Hui today are relatively well assimilated into Han Chinese culture. Linguistically, the Hui speak standard Chinese, but they are distinguished by their practice of Islam. In accordance with Islam, the Hui follow Islamic dietary laws, and Hui men can often be identified by their white caps, and Hui women by a headscarf. All activities carried out in Hui villages will address and integrate local Islamic traditions, and work with the local Islamic leadership.

Tibet

Tibet's total population is 2,770,000 out of which 2,580,000 or 93% are ethnic minority – presumably mostly Tibetans. Linzhi Prefecture (Nyingchi in Tibetan), the pilot site identified for Tibet, lies in southeast Tibet, c. 400 km east of Lhasa. The prefecture administers 7 counties: Gongbogyamda; NanG, Nyingchi, Mainling, Bome,

Medog and Zayu. The prefecture is known for its lushness, and, in general, contains more fertile land than elsewhere in Tibet. Consequently, the people are mostly farmers, and practice a mixed economy of grain cultivation, animal husbandry and grazing. The prefecture is still densely forested, and home to five nature reserves. A variety of medicinal herbs grow in the forests which serve as an important source of income.

Tibetans are devout Buddhists, practicing a distinctive form that is often simply referred to as "Tibetan Buddhism". It blends tantric practices with Buddhist, and combines elements of both the Hinayana and Mahayana Buddhist schools. It is represented by four major sects, of which the Gelugpa (popularly known as the Yellow Hat) sect dominates. Tibetan Buddhism is an integral part of daily life, and local religious leaders play important roles in the community. Most of the Tibetans living in Linzhi Prefecture practice Tibetan Buddhism. Tibetans have their own written language which is linked with Buddhism. As with the Dai and Jingpo, the Tibetan written language can be used as a tool for reaching the local population.

Although approximately 90% of the people of Linzhi Prefecture are Tibetans, it should be noted that there are small pockets of other Sino-Tibetan speakers, mostly in Medog and Zayu counties. These are the Moinba, Luoba and Deng. Although they all speak sub-branches of the Tibetan language, their languages are not all mutually intelligible – important to acknowledge when working in these areas. Two of these three groups, the Luoba and the Deng, are not Buddhist.

Nonetheless, Tibetan Buddhism is primary religion for the majority of the population in this prefecture. Consequently, Buddhism and Buddhist religious leaders will be utilized as mechanisms to implement project activities.



Map of Distribution of Ethnic Minorities in China

Source: Institute of Ethnology and Anthropology, Chinese Academy of Social Sciences

3.1 Background Overview for the Issues

Improving Governance for Ethnic Minorities

As China's overall rate of income poverty has fallen, remaining poverty is increasingly concentrated in the western regions, and especially among ethnic minorities living there. This is the result of a complex combination of factors described above, and includes residence in remote areas with weak infrastructure; rural and nomadic lifestyles within a society which increasingly values living in cities and towns; language barriers and sometimes weak participation in governance

processes. Economic development overall is slower in these areas, and services more difficult to provide. Minorities are sometimes under-represented in planning processes, and consequently, local development plans and services may seem poorly adapted to their needs. As also mentioned above, the development process can sometimes threaten the continuation of traditional cultural practices as well as the physical cultural heritage. Improving governance in ethnic minority communities lays the foundation for improvement in all of the five issues described below.

Improving Educational Services for Ethnic Minorities

China's progress in relation to the Education for All (EFA) goals and education-related Millennium Development Goals (MDGs) has been very impressive. However, national statistics only provide an aggregated picture which often cannot fully reflect the local, mainly rural disparities.

It should be noted that both gender and ethnicity are challenges to achieving Education for All. Literacy among women for all of China is only 73%, and literacy among ethnic minority women is even lower.

For example, by the end of year 2006, the national net enrolment rate for primary schools had reached upon 99.3%; and the national gross enrolment rates for junior high schools were 100%. However, the western provinces, including Yunnan, Guizhou, Tibet and Qinghai, are all below the national average rates.

Province	Yunnan	Guizhou	Tibet	Qinghai
Net Enrolment Rate for Primary Schooling	96.57%	98.62%	96.54%	97.05%
Net Enrolment Rate for Primary Schooling for Girls	96.44%	99.35%	96.58%	96.7%
Gross Enrolment Rate for Junior High School	96.34%	97.8%	93.10%	97.25%

Data source: Essential Statistics of Education in China 2006

Bringing children to schools, however, is only one part of the story. Whether all children are receiving a comparable quality of education – and particularly whether children are receiving culturally sensitive and relevant education that enables them to feel proud of their identity, culture and language – is also an important question.

It is important for national education policies to be flexible enough to take account of local variations, realities and needs in order to ensure that cultural diversity is protected and enhanced. If schools follow a central curriculum and a centrally executed examination system without such flexibility, the ethnic minority students risk losing their cultural distinctiveness and diversity.

Two main challenges remain with regard to the education of ethnic minorities. First, despite some success in ensuring access, children from ethnic minorities are both under-attending and under-achieving in schools for a number of reasons. Second, the education that they are receiving could be made more relevant by being more strongly linked to their culture and language.

The key question is how to design educational strategies that not only ensure quality education for ethnic minority children, but also provide them with an education that endorses their cultural identity. Against this backdrop, this project aims, first, to

examine critically existing education policies and strategies for their ability to serve the unique educational needs of minorities, and, second, to suggest policy recommendations for the development and implementation of educational policies and strategies that are both sensitive and relevant culturally.

Improving MCH Services for Ethnic Minorities

With around 2% of the world's maternal deaths and 5% of its under-five deaths/year (UNICEF, *State of the World's Children*, 2008), China's importance in the global achievement of the related MDGs cannot be ignored. Within China, achievement of MDG targets on reducing child underweight (MDG1), child mortality (MDG4), and maternal mortality (MDG5) is threatened by poor progress in areas where ethnic minorities predominate. China's under-five mortality rate has decreased 47% since 1990, and maternal mortality by around 53% (SOWC, 2008). Although data on MDG and related indicators are rarely disaggregated by ethnicity in China, the available figures on child underweight, infant mortality, measles immunization, and skilled attendance at delivery suggest that the MCH situation among ethnic minorities is worse than the global average for developing nations (see Tables under Section 4.1 pp 23).

To assure achievement of the related MDGs, China must reduce the huge disparities that prevail. Women in the western provinces (where ethnic minorities are concentrated) are more than twice as likely to be anaemic during pregnancy, and over five times more likely to die in childbirth than those in affluent, urban areas. Similarly, under-five mortality in these provinces is twice that in the remainder, and children there are up to three times more likely to be underweight and 12 times more likely to be stunted than their urban peers. Although specific data is needed, it is very likely that ethnic minority groups, which comprise 44% of the population of these provinces, have the worst MCH indicators. It is known that in counties where these minorities predominate, child vaccination coverage is lower and infant under-five and maternal mortality rates and child underweight levels are up to five times the national average.

Lack of good quality MCH derives from a variety of causes, some of which have already been described above. They include: (i) very low average income; (ii) weak access to and use of health services; (iii) lack of culturally appropriate health education including linguistically and culturally appropriate education; (iv) insufficient funding for screening and preventive health services; (v) weak management and oversight of the health sector (including absent or missing data); and (vi) human resource constraints. In addressing these causes, the health component will seek to design new models for providing health care services among ethnic minorities which can be integrated into broader health care policy.

Improved Access to Employment Opportunities for Ethnic Minorities

Beijing University and the Norwegian Centre for Human Rights recently analyzed the effects of employment discrimination on Chinese society and concluded that "the prohibition of discrimination in employment is a manifestation of the equality principle in the social sphere, an essential principle for achieving social justice and human rights", and that there is an "urgent need for legislative improvement" in this area. The Convention on the Elimination of Discrimination Against Women (CEDAW) similarly noted in its August 2006 session concluding comments that work to combat employment discrimination, particularly against women and ethnic minorities, needed to be a priority for the Chinese State.

Although the Chinese Government has adopted ILO Convention 111 on Discrimination and the Employment Promotion Law (EPL), in practice, tackling discrimination will require further efforts. For those ethnic minorities who have suffered from discrimination, the benefits of the country's economic development have not been tangible. Direct discrimination is a serious concern, but there is also an obvious correlation between poverty, low education and skills, and employment opportunities.

China's new Employment Promotion Law (EPL) was passed by the Standing Committee of the National People's Congress on 27 August 2007, and went into effect on 1 January 2008. Building on China's 1994 Labour Law, the new law emphasises equal rights to employment, and prohibits discrimination based upon ethnicity, race, gender, physical disability and religious beliefs. An important change over the past law is that it provides job-seekers and employees the right to bring a lawsuit for employment discrimination against a company to the People's Court. Important for this component of the Joint Programme is that the law specifically addresses ethnic minorities' labour rights, and stipulates that in situations where job applicants possess equal qualifications, the employment preference should be given to the ethnic minority candidate. Thus, an important activity for this component is to offer training on three levels – government, management and workers – providing the details and implications of this new law.

(www.EBGLAW.com.www.amllesons.com;www.pacificbridge.com/asiannews.asp).

There is very little data available in the area of ethnic minority groups' employment trends and labour rights infringements against them. One study carried out by the ILO and State Ethnic Affairs Commission revealed that 30% of the ethnic minority sample believed their ethnicity is a barrier to finding a job. Not only did they report feeling discriminated against when they are looking for work, but also when they are in a job – e.g. lower wages for the same job, fewer promotion opportunities, etc. According to the survey, the minority sample identified the following priorities for government intervention: (i) improved policy and foundations for the unemployed; (ii) better implementation of protective policies; and (iii) more employment information. In addition, very few data are disaggregated by sex.

Ethnic Minorities Empowered to Manage Cultural Resources

While the government has sought to protect cultural heritage, there is an overall lack of capacity to manage cultural heritage, especially among the ethnic minority communities. China's minorities need support to take greater advantage of their own cultural resources, but they also need support to develop the capacity to manage and promote it. There is the need to build this capacity amongst both the local-level government and minority communities.

The first step to managing the cultural heritage of ethnic minorities is to recognize it through cultural mapping and increasing local awareness of cultural diversity. There has been relatively little mapping of tangible and intangible heritage, and minority communities and their governments have lacked capacity to manage and promote it, particularly in two specific areas. First, in domestic and international tourism, for

which there is currently, limited planning and limited benefit for communities. Second, in the minority arts and crafts sector which has yet to realize its potential as it has lacked benefits of scale and a strategy for value chain development. A better enabling environment for the sector is also needed.

Building the capacity of local communities directly to manage and control their cultural resources is an important step leading to issue 6, creating strong and sustainable culturally-based economic development.

Ethnic Minorities Benefit from Cultural-based Economic Development

Culturally based industries, including cultural tourism, provide a powerful means to draw upon the very resources that ethnic minorities possess, namely, their cultural expressions and manifestations. By providing job opportunities that require training but not necessarily the highest levels of standard education, alongside demand for artisanship, the tourism and handicrafts sectors can generate livelihoods for large numbers of people as well as encourage the protection of tangible and intangible cultural assets. There is considerable potential for this in China, but it is not being fully realized.

With regard to tourism, China's cultural products accounted for an estimated 10% of total international and domestic tourism receipts in China, or around \$8.3 billion in 2004.⁷ An estimated 3.45 million overseas tourists visited ethnic minority areas in China in 2004 bringing earnings of US\$8.83 billion. However, all too often the large profits generated by this industry leak out to outside entrepreneurs, or, alternatively, remain concentrated in the hands of a few local individuals or companies.

In addition, the growing domestic market for cultural tourism brings great potential for the creation of employment and incomes in minority cultural industries. With international and domestic tourism forecast to almost double over the next ten years, the growth prospects for cultural and eco-tourism and related industries are robust. The key challenge here, however, is to guarantee that local communities benefit.

If well-managed, the development of cultural industries is not only a source of socio-economic benefit for the local economy, but it can also help to support the continued practice of traditional culture and customs. However, appropriate strategies, tools and processes are necessary to maximise the industry's positive effects and minimise negative impacts. Women, and especially ethnic minority women, are frequently disadvantaged in the tourism industry, and find themselves participating in lower end positions. They are also at risk for being exploited in one of the less savoury aspects of tourism – the sex industry. How to protect ethnic minority rights, and women's rights, while harnessing the socio-economic development potential of natural and cultural assets remains a key issue.

The Relationship of Climate Change with Culture and Development

Although climate change is specifically addressed in a separate window supported by the Spanish Millennium Development Fund, the impacts of climate change on development in general, and the effect of development strategies on the climate change are inseparable and cannot be ignored. A proposal addressing climate change through "more efficient management of natural resources and the

⁷ This is based on total expenditure reported by the China National Tourism Administration for international tourists of \$ 25.7 billion and RMB 471.1 billion or \$57.7 billion at RMB 8.16 to \$1.00

development of environmentally friendly behaviour” was drafted in 2007 by the UN agencies in partnership with the Government of China. This Joint Programme has already been accepted by the Spanish Fund, and implementation is underway. This Joint Programme for Climate Change specifically addresses three issues: (1) climate change policy; (2) mitigation; and (3) vulnerability assessment and adaptation.

The extensive greenhouse emissions, rapidly increasing CO2 emissions, accelerated deforestation, and the decline of China’s water supply, all carry strong implications for the success of the development activities proposed in the “Culture and Development Joint Programme. Faced with this destruction of traditional environments, lack of sufficient water – which is accompanied by increased health problems – all people of China, including ethnic minorities, will suffer. Populations living in the Western Regions, including Qinghai and Tibet which are pilot provinces for this project, are particularly susceptible to the desiccation and desertification, and, in this regard, represent a geographical interface between these two Joint Programmes.

We would argue, however, that the promotion of ethnic minority traditions could become part of the solution to climate change, playing a role in the issue of “mitigation”. Strengthening the role of traditional environmental knowledge is one such factor. The majority of indigenous and ethnic minority peoples lived in harmony with their environment for centuries. Economic subsistence activities such as agricultural practices, grazing patterns, hunting and fishing, all acknowledged the importance of preserving the environment for continued future use. Religion, in many instances, restricted hunting and fishing practices through taboos. Mountains which were deemed sacred could not be developed or deforested. Consequently, placing a premium on economic development and discouraging the continued practice of traditions and customs can result in accelerating the deterioration of traditional environments, and, in doing so, contribute to climate change. On the other hand, promoting the continued practice of certain traditions can make a contribution to ameliorating it.

This Joint Programme will draw attention to some of the ways implementing “Culture and Development” activities can mitigate climate change. Notable in this regard are Outputs 2.1, 2.2 and 2.3, namely, mapping local traditional knowledge and economic subsistence practices; small-scale, sustainable community-based ecotourism; and the promotion of cultural industries. On the other hand, the “Culture and Development” activities can also provide possible alternative livelihoods for ones which are threatened by climate change – for example, the development of community-based tourism and cultural industries can offer economic opportunities to communities whose agricultural base has been eroded.

As both Joint Programmes evolve, linkages will be forged between them in order to explore ways in which activities can complement each other.

4. STRATEGIES, LESSONS LEARNED AND THE PROPOSED JOINT PROGRAMME

4.1 General Background and Context

The Joint Programme will develop a linked set of strategies for the six issues which are embedded in the seven outputs identified in the Concept Note. First and foremost, all outputs are linked by the theme of “culture and development”, in which

the thread of “culture” binds them. Second, the outputs are connected through their aim to further progress in achieving the MDGs. Although the specific goal(s) addressed may differ, the overarching MDG O, i.e. achieving an enabling environment guaranteeing human rights, democracy and good governance, is common to all of them, as is MDG 1, eradicating extreme poverty and hunger. Third, the outputs are linked through their support of the United Nations Development Assistance Framework for China (UNDAF 2006-2010), and fourth, they are connected through their “fit” with the plans and policies of the Government of China.

At the outset we see that the goals of all components are firmly rooted within the Constitution of the People’s Republic of China (PRC). The Constitution prioritizes and protects the rights of minorities, and guarantees that each ethnic group enjoys the same political, economic, cultural, social, educational, and linguistic rights as all other citizens of China. People of all language groups have the right to use and develop their own language and writing systems, and minority languages are, in theory, the working languages of ethnic autonomous governments. Thus, the Constitution serves as a foundation on which to base the goals of the Joint Programme.

Furthermore, the Joint Programme is grounded in the plans and policies of the government of China. For more than a decade, ethnic minority development has been targeted as a high priority in the overall development framework for China, and since 2000 a significant number of national plans have been launched. They include:

- ◆ *The Ten Year Rural Poverty Alleviation and Development Plan (2001-2010)*. This plan offers prioritised assistance to the remaining absolute poor in China. It especially helps those populations vulnerable to falling back into poverty because of natural disasters or medical emergencies. It targets minorities and populations living in border, mountainous and remote areas. The plan uses a multi-dimensional, participatory poverty planning methodology, and mandates a role for civil society and non-government organizations (NGOs) to design, implement and monitor government-led poverty reduction activities. From 1994-2000 US\$ 5.1 billion was targeted to ethnic minorities out of a national total of US\$ 23.9 billion.
- ◆ *The Western Development Initiative (WDI)*, initiated in 2000, invested 850 billion RMB (nearly US\$114 billion) in over 60 projects. The plan, which focuses on the less developed western regions, covers 95% of ethnic autonomous areas and counties and 80% of the ethnic minority population. Projects include: (i) infrastructure development; (ii) ecological and environmental protection; (iii) education; and (iv) social service provision covering basic rural health facilities and specialised hospitals. In 2002 the government launched a plan to accelerate the development of ethnic minorities and regions. Initiatives include: (i) local infrastructure, (ii) ecological and environmental protection, (iii) special measures on education and communication, and (iv) social services.
- ◆ In 2003, the State Council’s Leading Group for Poverty Alleviation and Development (LGOP) launched a participatory village poverty reduction planning program for 140,000 poor villages including 345 small ethnic minority villages. At the Global Conference for Poverty Reduction 2004, Prime Minister Wen Jiabao committed to ‘speed up the pace of poverty reduction in the poor areas of the 22 small ethnic minorities and encourage them to shift off poverty earlier than other areas in the same circumstances’.

- ◆ In May 2005 the State Council adopted the Development Plan for Small Ethnic Minorities (2006-2010) developed jointly by State Ethnic Affairs Commission (SEAC), the National Development and Reform Commission, Ministry of Finance, People's Bank of China and State Council Poverty Alleviation Office to support the acceleration of the development of ethnic minorities with small populations. The overall strategy for supporting the development of ethnic minorities with small populations is to have 'support from the state, overall responsibilities in the provincial government, implementation by the county and progress in the whole village'. Each province and region plans to 'directly benefit ethnic groups with small populations by emphasising the improvement of people's basic production and living conditions, increase their income and by delegating programmes directly to villages'. Ethnic minority counties (banners) with small populations concerned have been directed to focus on the principle of 'whole village progress', with the village as the primary unit.
- ◆ In 2007 the State Council adopted the '11th Five Year Plan on the Development of Public Affairs for Ethnic Minorities' formulated by SEAC. It set the guiding principles and the overall objectives for the development of public affairs for ethnic minorities, which raised 11 main tasks and 11 key projects. Its main tasks in general are: (i) to improve the basic condition for economic development in the ethnic autonomous area; (ii) to solve problems in the poorest and most needy ethnic minority areas; (iii) to increase the education and technology levels; (iv) to improve the medical and health affairs; (v) to develop culture industry; (vi) to steadily increase the standard of social welfares; (vii) to build local capacity; (viii) to continue opening up ethnic minority areas and autonomous areas; (ix) to improve and complete the legal system for ethnic minorities; (x) to improve the theoretic and policy system for ethnic minorities; and (xi) to create and maintain a social environment with harmonious development between different ethnic groups. According to the real situation of the development of public affairs for ethnic minorities, the main focus will be on: (1) the work of poverty alleviation; (2) aid on basic education; (3) the construction of universities; (4) the development of traditional medicines; (5) the development of culture; (6) the training of personnel/talents; (7) the development of the legal system; (8) external exchange and cooperation; (9) the utilization of information technology for the management of ethnic minority public affairs; (10) the survey of the present situation of ethnic minorities; and (11) the development of the public affairs services.
- ◆ In 2007 the State Council adopted the '11th Five-Year Plan for Prospering the Border Areas and Enriching the Residents Therein' formulated by SEAC. The plan suggests: 1.) to enhance the development of basic facilities and ecology to improve the living conditions. This mainly includes work on the construction of roads in border areas; reconstruction and improvement of straw and mud-brick huts; dilapidated houses along the borders; the safety of drinking water and construction of hydrological facilities; the construction of power grids and telephone coverage at the village level; ecological conservation and development. 2.) To solve the problem of poverty of the people in border areas to expand their income channels. It mainly includes work on poverty alleviation and development; supporting poverty alleviation leading enterprises; strengthening personnel training; accelerating the development of policy to ensure minimum standard of living; strengthening pilot efforts on border area poverty alleviation. 3.) To develop border trade to facilitate economic cooperation. This mainly includes the development of cross-border exchange by the residents in border areas; the

construction of basic facilities at major trading ports; facilitating scaling-up local industries and regional economic and technological cooperation. 4.) To strengthen the development of social affairs to enhance the quality of the population. This mainly includes the acceleration of development on technology, education, health, culture and social affairs; increasing the standard of public affairs and the quality of science, culture and health in the border areas. 5.) To strengthen the national unity to safeguard the stability of the border areas. This mainly includes the organization of activities to promote solidarity among different ethnic groups; treating and handling the problems of ethnic minorities appropriately; and development of a comprehensive management and preventive system for the public security in border areas.

All of the Chinese government plans described above underscore the high priority given to ethnic minority development by the Government of China. This priority is especially highlighted in the government's recent 11th Five Year Plan of Action (2006-2010), and more specifically in the *11th Five Year Plan on the Development of Public Affairs for Ethnic Minorities* adopted in 2007. The details of this plan elaborated above are in keeping with all of the issues and themes addressed by this Joint Programme.

Moreover, these plans illustrate that the Government of China has established a strong foundation upon which to implement the Joint Programme, together with a commitment for achieving holistic development for its ethnic minorities. Nonetheless, in reality, challenges for achieving this development remain, and many of these are ones which threaten the cultural survival of the ethnic minorities. In the urgency to pursue and achieve economic development, cultural rights – an integral part of human rights – are sometimes lost or misplaced. Recognizing these challenges, the Government of China welcomes the opportunity to partner with the UN agencies participating in the Joint Programme, and in the process develop new models for implementing development strategies.

Finally, it is noted that all outputs from this Joint Programme are further linked with the objectives and activities of the UN Development Assistance Framework for the PRC for 2006-2010 (UNDAF 2005) and the Common Country Assessment (CCA) for 2004 prepared by the UN Country Team China – both of which reflect the wants and needs of the government.

For example, all outputs clearly fit into UNDAF Outcome 1: "Social and Economic policies are developed and improved to be more scientifically based and human centred for sustainable and equitable growth". This outcome further connects with China's National Priority of "promoting growth with equity by reducing disparities, balancing economic and social development and focusing on poverty reduction".

UNDAF Outcomes 2 and 3 also serve to connect the six issues in the Joint Programme. Outcome 2 is: "Enhance capacities and mechanisms for participation, co-ordination, monitoring and evaluation to guarantee effective policy implementation in the social sectors". This outcome is linked with the National Priority to promote a: "scientific and human centred perspective balancing social and economic development". Outcome 3 is: To promote a "more efficient management of natural resources and development of environmentally-friendly behaviour in order to ensure environmental sustainability". This outcome is linked with the National Priority to "Balance People and Nature".

Background and Context for Consultation with Local Communities

It is clear from the above section, that the goals of all project components are firmly rooted within the plans and policies of the Government of China. They do, however, also fall within the framework of expectations coming from local communities. All of the project activities outlined in the Joint Programme build on previous projects and activities which have been carried out by the agencies with local communities. Through these previous activities, agencies have ongoing relationships with local governments, civil society and communities - relationships which have been used to ensure that the proposed programme activities respond to the needs of these communities, and are in keeping with their concerns.

In order to guarantee that project activities represent the wishes of the communities, all programmes will begin implementation with a needs assessment analysis to ensure the relevancy of activities for the local communities.

Background and Context for Improving Governance for Ethnic Minorities

UNDP will partner with the State Ethnic Affairs Commission (SEAC) and the China International Centre for Economic and Technical Exchange (CICETE) – with whom it has a long term, trusted relationship – to implement this strategy. UNESCO brings a focus on cultural diversity to the strategy, and will collaborate in carrying out this output.

The strategy for the component on governance is compatible with Chinese government policy. In addition to the over-arching plans and policies cited above, the central government and the Communist Party are paying close attention to developing the capacities of ethnic cadres, emphasising not only the quantity of cadres trained, but the quality and structure of the training. One component of this plan is “Planning of Sending Western Cadres to work in Central Government Agencies, Ministries and Eastern Regions”. The plan began in 2000 and will continue until 2009. Up to 5000 cadres will be trained. This focus has special relevance for this output, and integrates well with its strategy.

Complementing the links with UNDAF Outcome 1 cited above, this component is also connected with three outcomes from the UNDP China Country Programme Document (CPD), namely: (i) National efforts to lead and manage Xiaokang/MDG implementation supported through a variety of instruments and capacity building initiatives (CPD Outcome 2); (ii) Enabling environment for civil society participation & its effective engagement in Xiaokang priority issues supported (CDP 3); and (iii) Capacities to pursue gender-equity efforts enhanced through advocacy, gender sensitive analysis and implementation (CPD Outcome 5).

The primary aim of the strategy is to build awareness and understanding of development strategies based on acceptance of diversity, inclusion of ethnic minorities, and protection of the cultural heritage. It furthermore, will design, test and advocate for mechanisms for consultation and participation to help policy makers better respond to culturally significant differences in views, norms and priorities. With governance as one of its key practice areas and capacity building as one of its most widely employed strategies, UNDP has a strong mandate and rich experience globally in these areas. UNDP China has focused on capacity building at the senior levels of government as seen in its *Advanced Leadership Programme*. The programme has successfully provided training opportunities for senior government officials at ministerial and governor levels, and the *Poverty Reduction for Ethnic*

Minorities in China programme is doing the same for some ethnic minority autonomous regions.

Previous programmes such as these were designed to give a broad look at policy level elements used to create a more balanced human development. The proposed output will provide a more focused and in-depth application of these experience by focusing on strategies for increasing the understanding of inclusiveness in local governance processes and culture-based development planning applying to areas with large ethnic minority populations.

While previous initiatives have focused on the national and provincial levels, this strategy will target the grassroots (county and prefecture) levels. This is the level where most interaction with citizens takes place, and most development-oriented programmes are implemented.

Apart from these regional, level and thematic differences, this component will also have a broader scope in that it extends to Civil Society (CSOs) and community leaders in an effort to increase popular participation and interaction in governance processes, rather than being targeted exclusively towards the government leadership. UNESCO is cooperating with UNDP to strengthen these approaches.

UNDP is the lead UN agency addressing good governance and development in China. Nonetheless, other international organizations have implemented or are implementing projects which complement the work planned by UNDP in this Joint Programme. For example, the EU implemented a Rural Poverty Alleviation project in Qinghai which focused on building the capacity of the rural population, and in Tibet, the Canadian International Development Agency (CIDA) has funded two small projects. The first addresses the development rights and opportunities of ethnic minorities and the second basic human needs. The scope of these projects is smaller – they concentrate on individual provinces, and the focus is more on rural, rather than, ethnic minority populations.

Background and Context for Improving Education for Ethnic Minorities

The strategy of UNICEF and UNESCO to address the key constraints on the education of ethnic minorities is to strengthen the policies and technical capacity to develop and implement culturally sensitive basic education policies and programmes for ethnic minority children.

The strategy for improving education for ethnic minority children is strongly supported by specific government plans and priorities. In addition to the rights guaranteed in the Chinese Constitution outlined at the beginning of this section, the government prioritizes the rights of ethnic minority children in schools through the 1984 Law of Autonomous Governing of Minority Regions which permits the use of minority languages in schools where minority students are in the majority. This law is further reinforced in the 1986 Compulsory Education Laws, 1988 Regulations for the Work of Eradicating Illiteracy and a host of other laws and government decrees. In principle, good laws and regulations with regard to ethnic minority education have been a priority, and are in effect.

The aims of this component are also linked with UNDAF Outcome 1, specifically Focus Area 3, and Focus Area 5 (Rule of law is increasingly respected, especially in connection with women, vulnerable groups and minorities).

In keeping with these plans and priorities, the strategy of this component is to facilitate devising and implementing educational policies and plans that are more culturally sensitive and relevant so that children belonging to various ethnic minorities are able to access equitable learning opportunities. This will further support the Government to reach its goal of achieving EFA and education-related MDGs.

UNICEF is a logical UN partner for this component. It works at policy level with the Ministry of Education (MOE) and Finance (MOF), as well as with national government counterparts at all levels. UNESCO's work on education focuses on the development of education within the framework of EFA (Education for All). Their goal is to improve the quality of education through capacity development and consensus building processes.

UNESCO and UNICEF have long-term working relationships with its national partners who will collaborate in implementing this component. These include MOE and the provincial departments of education. The nationwide networks of the national partners will facilitate the effective implementation of those activities planned under the joint programme. It is expected that implementation at the grass roots level will be a learning experience, providing education departments hands-on experience for undertaking policy analysis and designing case studies pertaining to the schooling of ethnic minorities.

UNESCO and UNICEF have collaborated on a numerous occasions to promote the education of ethnic minorities, girls, migrants and rural populations. Most recently, the two agencies supported China in undertaking the Mid-Decade Assessment (MDA) that was designed to assess the progress China has made towards the attainment of six EFA goals. The purpose of this activity, among other things, is to examine whether the hard-to-reach groups – among which are the ethnic and linguistic minorities – are being served by existing education policies. The MDA process has been completed in five Provinces and gradually the activity will be expanded to other provinces. The findings obtained from the MDA can be fed into the development of educational policies and strategies for minorities.

UNESCO and UNICEF take note that there are other education projects which have been implemented or which are under implementation in all four pilot provinces. Three completed projects in Qinghai Province were small-scale, and targeted assistance to specific primary schools. For example, the Canada Fund supported the Duora Tibetan Primary School; Global Routes has a project to support libraries in village schools; and the Comite Catholique Contre la Faim et Pour le Developpment supported the Brag mar Tibetan Primary School. Save the Children has an on-going Basic Education project in Tibet; and International Partners in Language Development, also known as SIL, in partnership with local authorities and institutes, has been and is developing bi-lingual education strategies and teaching materials for schools in Rongjiang County, Guizhou (in Dong/Han), Dali, Yunnan (in Bai/Han), and Jinghong, Xishuangbanna, Yunnan (in Dai/Han). Finally, DFID is supporting the Sino-British Southern-West Basic Education Project (2006-2011) in both Guizhou and Yunnan. The objective of the DFID project is to increase the number of children in primary schools by physically constructing classrooms, and providing student scholarships, teacher training and management training. It does not specifically target ethnic minority children, nor does it look at whether existing educational policies and strategies are meeting the specific and unique educational needs of different ethnic groups. Finally, it does not aim to strengthen the capacity of

educational planners, policymakers and others on how education can be used to preserve and promote the languages, cultures and values of the ethnic minorities. The DFID project, thus, does not directly address the cultural, social and ethnic aspects of the children and the communities. This Output is designed to fill this gap.

Background and Context for Improving MCH Status of Ethnic Minorities

The major sectoral context for MCH is provided by the January 2007 Joint Review of the National Strategy for Maternal and Child Survival in China. Although the situation of ethnic minorities was not articulated specifically during the Review, it provides a key foundation for a focus on this group of China's population by highlighting the prevailing disparities in health indicators in the rural areas where most minority communities are located.

This is shown in the following graphs of maternal and child mortality classified by socio-economic status. Most minority communities in Yunnan, Guizhou, Qinghai and Tibet reside in rural counties of types III and IV.

Figure 3.3: Maternal Mortality Trends by Urban and Rural areas, China
Source: Weighted National MCH Surveillance Data, 1996-2004

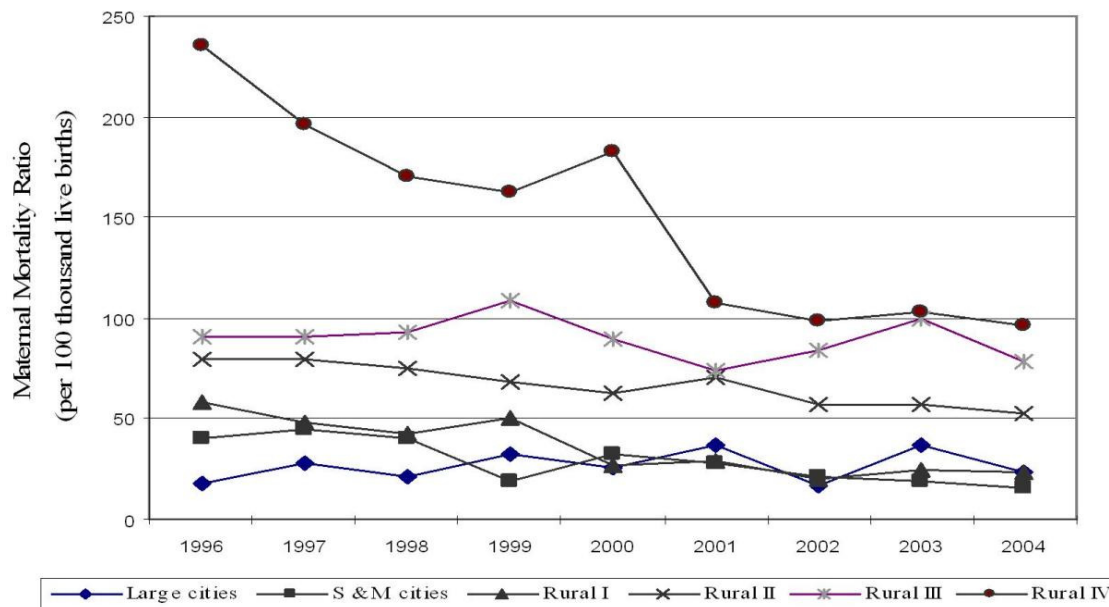
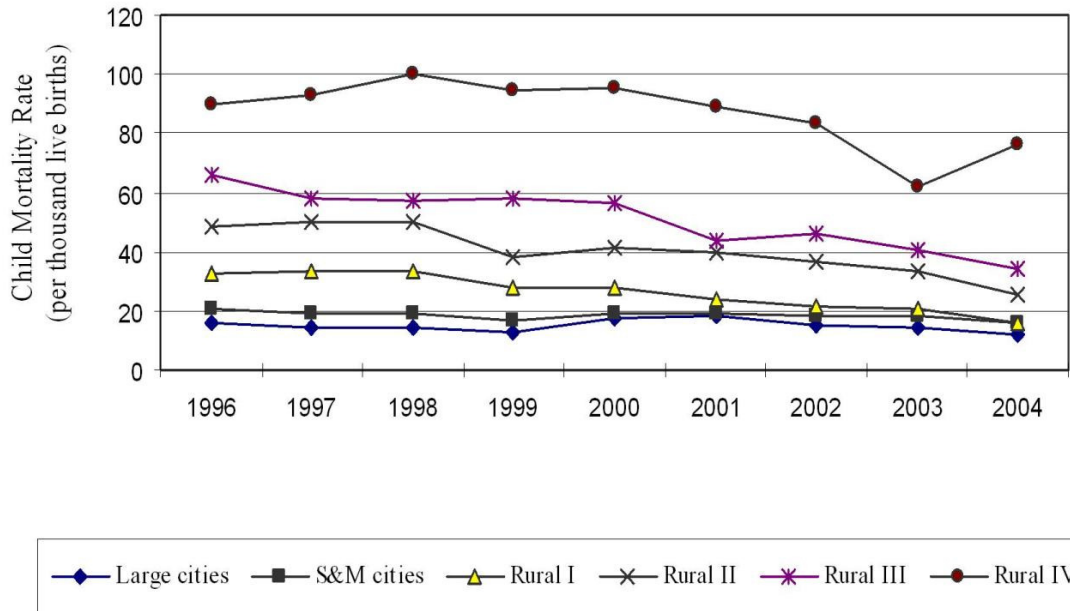


Figure 3.5: Under-5 Mortality Rate Trends by Urban and Rural Areas, China

Source: Weighted National MCH Surveillance System, 1996-2004



The Review, a joint government-UN effort, concluded that the main determinants of poor MCH in China were: (i) poverty, (ii) poor education, (iii) gender imbalances, (iv) cultural and financial barriers to service access, (v) lack of human resources and (vi) poor implementation of MCH policies. It recommended the delivery of a culturally adapted, essential package of maternal- and child-focused health interventions at township and village level in priority rural areas, which focused on (a) integrated pregnancy, obstetric and newborn care, and (b) integrated management of childhood illness, immunization and health education.

The Review also recommended reaffirming the public health positioning of MCH services through (i) a strengthened policy and planning framework, (ii) an effective strategy for human resource development, and strengthening the MCH surveillance system with specific attention to disaggregating data by ethnicity. Finally, it recommended increased financial input for MCH, specifically by improving the efficiency and effectiveness of health expenditure, and ensuring full coverage of MCH services through an enhanced Rural Cooperative Medical Scheme (RCMS) and subsidies for the poor.

In addition to this review, in 2007, the Chinese government acknowledged that because of the profit orientation of most health facilities and skyrocketing out-of-pocket costs, poor communities have been unable to access adequate services. They are furthermore, not protected from financial ruin resulting from catastrophic illness, nor from the heavy financial burden that can result, for example, from a normal or complicated delivery. The RCMS provides a mechanism for local and national government contributions to individual health costs, and the Medical Financial Aid scheme is supposed to protect against major costs for the very poor. However, both schemes are seriously flawed in the amount of financial assistance they provide, and

the administration that requires upfront payment and reimbursement, impossible for poor rural families.

In May 2007, the Chinese government conducted another high-level review, this time of health sector costs, financing and insurance. The outcome of this Review and future plans are expected to be announced shortly. This programme will provide an excellent opportunity to pilot free service packages or payment or insurance schemes for the rural poor in China. As already explained, this will implicitly particularly benefit ethnic minorities.

With the above reviews as the backdrop, the strategy for this component is to build on collaborative work already carried out by the UN agencies and the government, and it will do so in two ways. First, it will augment the existing work of UNICEF, UNFPA and WHO to improve the over-all access of ethnic minorities to MCH and also Family Planning (FP) health packages and services, including financial access to these services. Second, and perhaps more importantly, the strategy will, in consultation with ethnic minority communities, create new evidence-based models for reaching these communities – models which could impact on current policy.

In order to create these evidence-based models, the three agencies will, through their partnership with the MOH, work with the provincial and local level health departments and offices to implement their activities. They will document all experiences and outputs obtained through their work with the minority communities, and feed them back to the authorities and national counterparts. The intention will be to adapt relevant MCH – and FP – related policies and recommendations. In addition, in collaboration with the MOH and National Population and Family Planning Commission (NPFPC), advocacy efforts will target policy makers at the local level in order to achieve greater support for MCH activities, especially through the allocation of resources.

The Chinese government's policies are essentially in tune with this strategy. It has made great efforts to ensure universal access to an essential package of quality MCH care focusing on rural township and village levels, and to increase funding for health services in poor areas. To ensure the promotion of MCH and support its development, China has established a policy and legal framework, the core component of which is the "One Law and Two Programs" (the *Law on Maternal and Infant Healthcare*, the *National Program for Children's Development in China* and the *National Program for Women's Development in China*.)

These policies are further bolstered by a series of laws and regulations covering issues which range from national health policy to protection of women and children, including the *Constitution*, the *Marriage Law*, the *Law on the Protection of Women's Rights & Interests* and the *Law on Population and Family Planning*. The MOH has also developed a series of auxiliary regulations providing standards for MCH service delivery, administrative management, monitoring and supervision, technical criteria and staff qualifications. In addition, China's 11th five year plan (2006-2010) set targets of decreasing maternal and infant mortality to 41/100,000 and 17/1000 live births by the end of 2010. As a result, in 2007, for example, funding for one maternal mortality reduction project in 1000 counties reached RMB 500 million (USD 67.6million).

Thus, the primary aim of this strategy is to pilot the stronger participation of ethnic minority communities in the health care process, learning from them what they need

in order to achieve sustainable, improved access to and increased uptake of high quality MCH and FP services in project counties and beyond. Through this process initiated at the community level, health offices and departments can shape improvements to current policies and form and implement strategies that take minority ethnicity and culture into account.

A second goal of this strategy is to model long term solutions to specific problems related to health sector financing, management and information systems. This will benefit not only the communities targeted but all counties in China where the population is predominantly poor and of minority ethnicity. The component is very clearly human centred, prioritizes women and their children, and is relevant to the context of the Chinese government's concept of "scientific development" by modeling and providing evidence for developments in policy and practice that will affect highly disadvantaged elements of Chinese society.

All three agencies developing this component, UNICEF, UNFPA and WHO, work closely with the Government of China, and particularly with the MOH and associated institutions. The work of each includes collaborating with government on the development of high-level policy recommendations, as well as supporting the modelling, monitoring and evaluation of such policies at the various levels of China's health service. A recent area of support has included the design of health sector reforms, one element of which is to improve access to basic services for poor and underserved populations. This engagement will be particularly relevant to this programme, given the link between poverty and minority ethnicity.

The Health Component of this project will contribute to the realization of UNDAF Outcome 1 cited above, as well as the UNICEF Country Programme goal of developing improved policies for the realisation of children's rights to survival, growth and development, and the UNICEF Health Programme goal of reducing disparities in child survival and maternal health (MDGs 4 and 5) in the western provinces. This output is also consistent with the 6th UNFPA country programme goal of promoting clients, reproductive rights and improving provision and utilization of reproductive health services. The work planned in this component does not conflict with other MCH projects funded by the World Bank.

Background and Context for Improving Access to Employment for Ethnic Minorities

In this component, the ILO, together with UNESCO, will address inclusion issues of ethnic minorities within the labour market and employment discrimination which is culturally and linguistically based. National partners in these efforts are MOLSS (Ministry of Labour and Social Services) and Renmin University. MOLSS has the overall responsibility of promoting employment opportunities by creating conducive policy environment for enterprises to grow and protecting the rights of workers, and as such is the natural partner for the ILO.

The work of this component is grounded in analyzing the gaps between policy and implementation. Labour rights have a long history in China, and the Government has extensive legislation to protect the rights of ethnic minorities and ensure their equal participation in the labour market. For example, Article 12 of the Labour Law states that all workers, regardless of their ethnic group, race, sex or religion, shall not be discriminated against in employment. Protection was strengthened in 2006, when the government ratified ILO Convention 111 on Discrimination (Employment and Occupation). These actions indicate a commitment to "declare and pursue a national

policy designed to promote [...] equality of opportunity and treatment in respect of employment and occupation, with a view to eliminating any discrimination in respect thereof”.

At the beginning of 2008, the Employment Promotion Law comes into effect. It prohibits job discrimination using the same terms as the Labour Law. However, now employees who suffer discrimination have a specific right to lodge a lawsuit in a people’s court. In addition, the new law states that employers presented with job applicants who possess the same or similar qualifications, should give preference to ethnic minority employees.

Equity, particularly for ethnic minorities, is a cross-cutting theme of the UNDAF. This concept of equity emphasizes the need to reduce disparities in access to services. Increasing access of ethnic minorities to ‘job growth’ is key to the realization of the harmonious society.

The strategy taken in this component is for the ILO to shift its focus from generalized labour issues to those among ethnic minorities, and especially ethnic minority women, in the four pilot provinces. It will combine research and training. Specific data will be collected from ethnic minorities and employers which will be used to create evidence-based programmes and training which address real, not perceived needs. The component will work directly within the ethnic minority communities in order to better understand their labour needs and concerns.

As part of its mandate, the ILO has worked extensively in China on non discrimination and equality issues. After the ratification of ILO Convention 111, recent projects and cooperation include:

- ◆ Conducting a series of trainings with local labour officials to follow up the ratification;
- ◆ Training for heads of Provincial Labour Departments on combating discrimination and promotion of equal employment and occupation through implementation of ILO C.111 and C.100. The training was a pilot, and with adaptation will be replicated throughout country;
- ◆ ILO has made studies on practices that may be considered discriminatory treatment on various grounds with respect to training, placement services, job opportunities, advertisements, admission to employment, wages, benefits promotion, job security, grievance handling and resolution, and law enforcement;
- ◆ An expert round-table organized by ILO/CALSS conducted in May 2007, provided inter-alia, comments on a draft Employment Promotion Law, in relation to non-discrimination;
- ◆ A technical cooperation project on non-discrimination funded by the Norwegian Government has been approved, and will start implementation in 2008; and
- ◆ In relation to ILO’s Global Report ‘Equality at Work: Tackling the Challenges’, national experts have presented recent research on employment discrimination, the situation of women in employment, and the employment situation of ethnic minorities.

It is expected that this component will have the following impacts: (i) build the capacity of labour and judicial authorities; (ii) enhance employers and workers organizations through training and providing tools on non-discrimination; (iii) improve access of the ethnic minority workforce to employment and training opportunities and the labour market.

The Japan International Cooperation Agency (JICA), European Union (EU) and German Technical Corporation (GTZ) have all implemented or are implementing related projects in three of the four pilot provinces for the Joint Programme. The EU has an ongoing rural community development micro-finance project in Liuzhi County, Guizhou, and JICA has a small -scale county-level poverty alleviation project in Sandu County Guizhou.

The most relevant ongoing activity funded by other donors, is the GTZ project on Vocational Qualifications and Employment Promotion in the Western Regions of China. The project has been able to pilot several models in Shaanxi province. They are now ready for dissemination to other locations. The project is clearly complementary, and does not specifically address the needs of ethnic minorities

Background and Context for Improving the Capacity of Ethnic Minorities to Manage their Cultural Resources

This component, jointly implemented by UNESCO and FAO, will address the overall lack of capacity among both governments and ethnic minority communities to manage their cultural heritage (including agro-heritage and indigenous environmental knowledge and practices) using the strategy of training and capacity building at the community level. Because women are frequently bearers of traditional cultural knowledge, particular efforts will be made to include women in this activity.

As part of the strategy, the component has forged strong partnerships with a wide range of national institutions and organizations. They include: the State Ethnic Affairs Commission (SEAC), State Administration of Cultural Heritage (SACH), China National Museum of Ethnology (CNME), Beijing Heritage Protection Centre (CHP); and the Ministry of Agriculture (MOA).

The strategy takes as its premise that the government of China recognizes the importance of preserving the cultural resources of its ethnic minorities, and plans and policies are in place to do so. In addition to the overarching plans detailed at the beginning of this section, a recent government plan includes a focus on cultural mapping and museums. As part of its plan to inventory China's heritage, SACH is implementing a cultural mapping programme from 2007 until 2010. The Chinese Government has also put forward a plan to increase the number of ethnic minority museums, and has adopted plans and policies to facilitate the cultural diversity protection and development in Western China.

In recent years, the Chinese government has become increasingly aware of the necessity to preserve ethnic minority intangible heritage. China was among the first to ratify the 2003 UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage (ICH). Additionally, it has spearheaded many activities aimed to inventory and protect ICH all throughout China. At present, these efforts have led the Chinese Government to identify 518 ICH in China foreseen also for potential nominations under the UNESCO Convention.

Although it is only with recent UNDAF and CCA that the value of culture in development is mentioned, the current UNDAF, Outcomes 1 Focus Area 5 recognizes the "Liberty of cultural expression" as a type of social development. The CCA further mentions that China must adopt a culture-based development plan that balances cultural protection and economic growth.

FAO's "Globally Important Agricultural Heritage Systems" project (GIAHS) is a global initiative, and China is one of its pilot sites. The programme addresses cultural diversity and development, and seeks to conserve the agro-bio-diversity, cultural diversity and landscape diversity in traditional agricultural systems worldwide.

UNESCO is in a strong position to take the lead in this work as the only UN agency specifically mandated with the responsibility for promoting creativity and safeguarding the world's diverse cultural heritage. It gives development a human face, and endeavours to embed culture at the base of the sustainable development paradigm. FAO has long been at the forefront of promoting natural resources management and environmental protection in its work. However, its focus on agricultural and natural resources takes an interesting direction with its Globally Important Agricultural Heritage Systems (GIAHS) programme.

The work proposed by this component builds on earlier projects funded by the Norwegian Government and the Ford Foundation. The Norwegian government funded a two year project from 2002-2004 to develop eco-museums in Guizhou. The aim was to preserve cultural heritage in the natural habitat. The project is already finished, and received mixed reviews. On the one hand, it was praised as being highly participatory. On the other, it was criticized because did not generate as many economic benefits as the villagers anticipated. The current museum project can benefit from lessons learned. The Ford Foundation has funded five small-scale projects addressing the preservation of cultural heritage using a participatory methodology.

Additional projects addressing the preservation of ethnic minority cultures in the pilot provinces include the USAID-funded project aimed at helping Tibetan communities preserve their cultural traditions and the environment through sustainable development. Since 2000, USAID has funded several US-based NGOs working in Tibet and Tibetan areas outside Tibet. The objective of these projects is to develop small-scale economic strategies which will allow Tibetans to generate more income while continuing to practice their traditional culture. One small USAID project provides technical assistance to targeted monasteries, assistance with temple restoration and the provision of electricity to the temples. These projects, while complementary to the Joint Programme, do not in any way overlap with its objectives. Finally, there is small scale Dutch government programme to preserve Tibetan culture.

Background and Context for Improving Cultural-Based Economic Development for Ethnic Minorities

This component has two outputs: (i) cultural-based tourism; and (ii) cultural industries including arts and crafts.

UNDP and UNESCO will work together on the first output to build capacity and pilot examples of using participatory processes in managing minority community resources, especially Community Based Tourism. ILO, UNESCO, UNDP, and UNIDO will partner on the second. UNIDO's strength lies in providing technical support to strengthen industrial capacities and mobilizing knowledge, skills and information to promote productive employment, a competitive economy and a sound environment. The ILO brings technical support in job creation through enterprise development and

vocational training. The component takes CICETE, SEAC, CA&CA and MOLSS as its strategic national partners – all of whom are familiar and trusted collaborators.

The focus of this strategy is to develop sustainable cultural industries which can serve to both strengthen cultural heritage and bring economic benefits to ethnic minority communities, and as such, it illustrates a direct link between culture and development. Arts and crafts are part of the larger cultural industries sector. They are an increasingly important economic sector providing creators and artists with economic support.

Government policies and framework for implementing this strategy are in place. They include not only the overarching policies cited as the beginning of this section, but also more specific policies. For example, recognizing the economic potential of ethnic minority crafts, the Government has enacted a series of plans and programmes which address: (i) the development of ethnic minorities with a focus on crafts development (CCA); and (ii) the protection and fostering of traditional cultures (Regional Autonomy for Ethnic Minorities in China, Information Office of the State Council of China) as well as (iii) actions by SEAC on economic development.

The government also has laws which serve to aid the inclusion of ethnic minorities in the cultural industries workforce, for example, the Employment Promotion Law, Articles 21 and 28. Article 21 supports ethnic minorities to develop their economy and expand their employment. Article 28 promotes equal labour rights for ethnic groups.

UNDAF outcomes underscore these government plans and policies, and they are further linked with the National Priority to promote “growth with equity by reducing disparities, balancing economic and social development and focusing on poverty reduction.”

There are a number of projects already underway which provide the foundation for the activities proposed under this component. For example, UNDP is piloting the programmes *Tibet Poverty Alleviation and Development* and *Poverty Reduction for Ethnic Minorities in China*. While independent and different in nature, the programmes both focus on national and provincial level policy for culturally based development in minority regions, which includes crafts aspects. The proposed output will instead focus on the local levels and on connecting artisans with markets. It will aim to link institution-building efforts at the provincial level with local constituencies as well as enhance regional exchange and collaboration, e.g. on marketing/branding efforts or stimulating and making use of tourism markets.

With regard to community-based tourism development, it is noteworthy that in the early 1990’s, the United Nations World Tourism Organization (UNWTO) provided tourism planning and training for Tibet; in 2000 they supported the creation of a Tourism Development Master Plan for Yunnan; and in 2002 they assisted the Guizhou Provincial government to make a Tourism Master Plan for the Bala River Valley. These projects serve to strengthen the foundation for the current activities focusing on tourism development in ethnic minority areas. Finally, the Tibet Poverty Alleviation Foundation began a small project in 2003 to develop the Drogenling Handicrafts Development Centre.

UNIDO has been cooperating with CICETE in its implementation of activities such as Investment and Technology Promotion, Industrial Governance and Statistics and

Private Sector Development. By the end of 2006, CICETE has successfully executed USD 800 million worth of country programme since its foundation in 1983, and in a total number up to 800 projects nationwide covering the fields of economic and social development of the country, such as industry, agriculture, energy, transportation, environmental protection, finance, taxation, education, health care, social welfare, economic system reform, south-south cooperation, etc. Promotion of business investment for industrialization entrepreneurship and simultaneously encouraging accumulation of knowledge, technology upgrading and technical change is the central tenet of UNIDO's private sector development cooperation strategy with CICETE. The component 'Productivity, Technology and Competitiveness Enhancement' in the Country Programme 2008-2010 takes as its overarching objective the diffusion of best practice in sustainable industrial development.

UNESCO has supported SEAC in the implementation of some activities and programmes in the areas of ethnic minority language preservation and bi-lingual education. There has also been a pilot programme with CA&CA which has cultural diversity at its core. The programme is called the SEAL of Excellence for Handicraft programme, which was developed and launched in other parts of Asia in 2000 and in China and East Asia in 2006. The programme has become a UNESCO global priority for handicrafts in 2006 and CA&CA is the coordinator of the East-Asia programme. The programme works to ensure the continuation of traditional knowledge and the preservation of cultural diversity in the region through encouraging the craft workers to produce high quality crafts with worldwide market potential.

Partnering with MOLSS, the ILO has conducted the "Start and Improve Your Business (SIYB) Project" in China in 2004-2007. The project produced business start-up training and management skills improvement training packages for laid-off and migrant workers in China. The network of 7000 SIYB trainers in the country will be the basis for entrepreneurship development for exploiting cultural resources in the programme. Specific adaptation on training modules will be made to the programme context. As a follow-up to the SIYB Project, the ILO is currently developing the Value Chain Development (VCD) model in Ningxia Hui Autonomous Region. Training materials on VCD is compatible to support the programme activities on cultural industries. These programmes lay the foundation for this component in the Joint Programme. SIYB remains a new strategy for the ethnic minorities.

4.2 Key Economic, social, political and environmental issues impacting on and/or impacted on by the outputs

Economic issues impacted on by the programme

- ◆ Improvements in the health and nutrition of ethnic minorities will positively impact on the survival and health of women and the survival, growth and development of ethnic minority children and the productivity of ethnic minority communities.
- ◆ Livelihoods of ethnic minorities, **and ethnic minority women**, will be enhanced through strengthening of policy and institutions on arts and crafts industry.
- ◆ Conservation of the biodiversity, cultural and landscape diversity of an area will improve living standards of the community. Economic benefits will be derived from substitute industries.

Economic issues impacting on the programme

- ◆ The generalized poverty found in the regions where China's ethnic minorities live is a key issue impacting on the overall slow development progress made by the ethnic minorities. Specifically:
 - It impacts on the quality of education. Local communities have poorer school facilities, and lack the ability to attract good teachers.
 - It impacts on the quality of and access to good MCH. Community health centres lack the funds and technical expertise necessary to provide services to their communities.
- ◆ The weaker economy in most minority areas, their exclusion from obtaining more tax-based central government handouts (because their economic output is too small to contribute to central revenue) and the undeveloped capacity of county governments to prioritise social sector expenditure and budget for social development all result in limited health sector funding.

Social issues impacted on by the programme

- ◆ Empowerment of local ethnic minority people through their participation in the planning and development of the programme. As bearers and practitioners of large portions of traditional culture and knowledge, ethnic minority women will especially be empowered.
- ◆ Increased cohesion between different minority groups, and connections between minority groups and county/township level government institutions.
- ◆ Support for ethnic minorities to maintain their traditional way of living will result in greater social harmony.

Social issues impacting on the programme:

- ◆ Generalized poor understanding of ethnic minority cultures
 - Can result in labour discrimination, creating lack of access to employment.
 - Can result in educational under-achievement of ethnic minorities, which is measured in terms of poor participation, low retention, poor completion and low academic achievement, posing a serious threat to China's social cohesion and national integration.
 - Teaching materials in local languages and locally-tailored teaching methods and curricula have not been widely developed.
- ◆ The sustainability of minority communities and their cultures will clearly be improved by better health services and status amongst the target communities.
- ◆ Lack of understanding between the majority Han and the ethnic minority groups in these pilot areas could lead to social misunderstanding.

Political issues impacted on by the programme:

- ◆ Empowerment of minority communities through improved health will enhance their ability to achieve stronger representation in local administration.
- ◆ Increased decision making power of the ethnic minorities through their participation in the planning and development of the project.

Political issues impacting the programme

- ◆ Decisions taken at higher political levels to promote economic development could take precedence over strategies for the preservation of the culture and heritage of ethnic minorities at the local levels. Alternatively, provincial and prefecture

level officials may not fully understand how to carry out national level mandates. The voice of local level communities could be lost.

Environmental issues impacted on by the programme

- ◆ Maintaining traditional ethnic minority cultural practices often results in sustainable use of the environment.
- ◆ Implementation of agro-cultural component will foster environmental preservation.
- ◆ Community-based tourism fosters environmental protection because in it the environment becomes a valued economic resource.

Environmental issues impacting on the programme

- ◆ Rules and regulations regulating land use could result in higher environmental impact than permitting traditional use patterns.
- ◆ Global warming could result in significantly different climate patterns, which in turn could radically affect traditional land use patterns. This in turn could upset or derail current development progress.

4.3 Lessons Learned

Many lessons have been learned by the UN Agencies after years of working in ethnic minority areas. Many of the lessons are generic, and are applicable to working with rural populations of Han descent. However, some of the lessons included below specifically address ethnic minorities.

Over-Arching “Lessons Learned”

- ◆ Ethnic minorities benefit when programmes and materials are culturally sensitive and relevant.
- ◆ Using ethnic minority languages, both spoken and written, is especially important when working in remote, rural areas. Using ethnic minority staff is also important.
- ◆ Public awareness, appreciation of, and general attitude towards the traditional cultural systems of ethnic minorities needs to be raised.
- ◆ Early involvement with civil society and local communities in project areas is crucial for successful implementation of project activities.
- ◆ A participatory approach is the most effective way to carry out policy-making and on-the-ground implementation.
- ◆ Data disaggregated by ethnicity is valuable and needed.
- ◆ The need for increasing capacity among all stakeholders, including local government institutions and communities in ethnic minority areas, is frequently an issue. Capacity building training should be an essential component of all programmes to make them more sustainable.
- ◆ An inter-sectoral approach, involving stakeholders from a range of institutions is the most effective way to deal with cross-sector issues, such as culture and development.
- ◆ Local economic development must involve consensus building among the stakeholders in the public and private sectors.
- ◆ The strong support of local decision-makers is a key factor for facilitating successful programmes.

- ◆ Introducing well-designed pilot programmes is important for the success of future expanded programme.
- ◆ Successful experiences of pilot sites should be disseminated through various channels for example, the mass media as well as local forums and festivals.
- ◆ Human-rights based approaches are advocated and are taking root in policy making and service provision.

Specific lessons learned by agencies working with specific issues include:

Governance

- ◆ Design and implementation of programmes regarding ethnic minorities could be strengthened by stronger participation and representation of local ethnic minority representatives.

Good quality education for ethnic minorities must include:

- ◆ Local, flexible curricula provided in the local language works.
- ◆ Increased provision of locally relevant materials.
- ◆ Child participation in design, implementation and monitoring of programmes.

MCH among poor ethnic and rural populations

- ◆ More attention is needed to improve coordination and communication among service providers and managers of MCH-FP and Immunisations programmes delivering services in remote, rural areas.
- ◆ MCH programmes must focus on ante-natal and perinatal services in ethnic minority areas.
- ◆ Populations would strongly benefit from free pre- and post-natal care and delivery services.
- ◆ Health education should reach down into the communities, be presented in the local languages, and be based on a stronger understanding of local cultural practices.

Employment

- ◆ Labour officials, employers and workers in China have limited knowledge of the concepts and issues surrounding employment discrimination.
- ◆ Employment opportunities are intrinsically linked to education and skills development.

Cultural Resources

- ◆ Ethnic minority museums lack necessary skills in various areas of management, in particular, presentation.
- ◆ Ethnic minority museums lack skills in making the museum a place of intercultural dialogue.
- ◆ Local governments are not equipped to provide necessary infrastructure and support to the artisans and craft associations.
- ◆ Stakeholder cooperation is not sufficiently developed. Craft associations, government level trade authorities and other agents do not sufficiently cooperate or form collaborative partnerships, exchange of knowledge and information to provide the necessary support mechanism.
- ◆ Ethnic minorities lack exposure to market information as well as insufficient assistance or have difficulties to improve their livelihoods through crafts production due to unfavourable geographic locations.
- ◆ Balance of tradition and innovation of arts and crafts not tapped into in crafts production.

- ◆ Lack of provincial level development plans and supporting institutions for cultural industries.
- ◆ A need for stronger linkages between province level supporting institutions and local artisans and communities.
- ◆ Initiatives in Eco and Village Tourism should be conducted in a bottom-up manner, and driven by the vision of the local populations.
- ◆ There is a lack of policy emphasis on the conservation of traditional cultivation and farming methods.

4.4 The Proposed Joint Programme

This section presents a more detailed introduction to the specific outcomes and outputs proposed by this Joint Programme. Each output is jointly implemented by a minimum of two UN agencies in close cooperation and agreement with national partners, reflecting the cross-sectoral nature of the work. All partners use culture as a link to connect their diverse development activities. Because culture has often been regarded as an impediment to development, this current effort is an important first step in acknowledging the positive role culture can play in guaranteeing successful development

To review again, the proposed Joint Programme has two outcomes with 7 outputs addressing 6 issues. The two outcomes are:

1. The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services. Under this outcome are four (4) outputs.
2. Ethnic minorities empowered in the management of cultural resources and benefiting from cultural-based economic development. This outcome has three (3) outputs.

JOINT PROGRAMME OUTCOME 1

Outcome 1 – Output 1: Governance processes made more inclusive of ethnic minorities and sensitive to culturally based development strategies

UNDP will take the lead for this output, supported by UNESCO.

The proposed activities are designed to strengthen the participation of ethnic minorities in the governance process. It will do so by: (i) training local government officials who are in charge of socio-economic affairs of ethnic minorities and community organizations on participatory planning processes, and (ii) piloting fora through which interaction can take place. Both the resulting raised awareness and the increased exchange will contribute to strengthening the capacity of local leadership and communities to design and implement strategies that are adapted to their local needs and concerns. With the emphasis on the participatory approach, the cross-sectoral and various demands of local constituencies will be better reflected in the strategies. This will, in turn, pave the way towards inclusive development.

Drawing on the inputs of other lead UN agencies, UNDP, along with UNESCO, will make efforts to guarantee that the distinctive socio-economic and cultural

characteristics of ethnic minorities are included in the comprehensive development efforts of the Joint Programme – efforts which include education, health, employment, heritage protection, and economic growth through culture-based development.

Preparation activities for this component include:

- ◆ A joint needs assessment undertaken by UNESCO and UNDP, with inputs from other lead agencies.
- ◆ Preparing a draft translation of the UNESCO Cultural Diversity Programming Lens Toolkit (Chinese/minority languages as required), and testing it with participants in the UNDP capacity building programme. The Lens will be revised accordingly.
- ◆ The Cultural Diversity Programming Lens will be adapted/developed according to local needs.
- ◆ Once the Lens Toolkit is finalised and tested, trainings on the Lens will be integrated into the joint UNDP and UNESCO capacity building programme.
- ◆ UNESCO will also conduct participatory research with the ethnic minorities in the targeted communities. Special efforts will be made to include ethnic minority women, religious leaders (for example, Buddhist monks and Muslim Imams) and other traditionally respected persons from these communities. Results of the research will be discussed in participatory forums arranged by UNDP. This process and the recommendations – which will come from the research – will be used as part of the capacity building programme.

Implementation activities will include:

- ◆ Designing and implementing training programmes which focus on (i) participatory processes, and (ii) the role of civil society in making “inclusive policies”. The target trainees will include: (a) ethnic minority community leaders – both secular and religious, (b) representatives from different levels of the People’s Congress and the Chinese People’s Political Consultative Conference (CPPCC); and (c) minority civil society organizations (CSOs) which are composed of members of local communities.
- ◆ Designing and implementing training programmes for government officials at the provincial and local levels which address the theory and practice of culture-based and inclusive development strategies. The curriculum will include: (i) social and economic gains from increased participation and information in policy making, (ii) the role of CSOs in bridging the gap between local constituencies and their representatives; (iii) the intrinsic and economic value of cultural assets, and (iv) the mutually supporting role of heritage protection and economic growth.
- ◆ At this stage, the UNESCO Cultural Diversity Programming Lens Toolkit will be translated, adapted to the local context using a participatory methodology, tested and disseminated through capacity building efforts at the local level.

In terms of the intended outcomes, the output will aim to contribute towards the following results:

- √ Build institutional capacity in official bodies, departments and agencies responsible for implementing policies and cultural practices which promote equal opportunity;
- √ Develop, implement and monitor legal policies, procedures, and regulations at the national, regional and local level designed to facilitate the inclusion of cultural minorities in public office;

- √ Use participatory methods to monitor the effectiveness of public service delivery in reaching minority communities and creative communities;
- √ Promote civic engagement among ethnic minorities through the news media, voluntary groups, community associations, interest organizations, and new social movements;
- √ Support dialogue, cross-cultural initiatives, and educational exchanges designed to promote understanding and tolerance among different cultural communities.

The planned impact of the output includes the following:

- ◆ 200 local government officials, different levels of the People's Congress or CPPCC officials, community leaders and civil society representatives trained in how to implement culturally based development strategies.
- ◆ UNESCO Cultural Diversity Programming Lens Toolkit translated into Chinese and appropriate minority languages, adapted to the local context, tested and disseminated.
- ◆ Platforms for exchange on development strategies established.
- ◆ Interactions of minority constituencies, community leaders and CSOs with local government or NPC/ CPPCC representatives increased.
- ◆ The importance of minority inclusion and culturally sensitive development reflected in local governance processes and planning frameworks.
- ◆ Provide culture-based policy recommendations for local and national development plans, including the national Twelfth Five-Year Plan.

These activities will strengthen progress on MDG goals 1 to 5. Strengthening the position and role of ethnic minorities within the framework of governance in culturally sensitive ways will enable them to address the issue of poverty in their areas in ways which are more sustainable and acceptable to them. All of these activities include an emphasis on women, which in turn serves to strengthen work on MDG 3 – empowering women and promoting gender equality.

Phasing of Work

Year 1

Coordination will take place among the UN agencies and national partners. Local partnerships will be established with a broad range of stakeholders. Needs assessments will be conducted. Training materials will be prepared, and training-of-trainers and initial workshops will take place, including introducing the Cultural Lens.

Year 2

The Cultural Lens training materials will be adapted. Trainings and awareness activities will be scaled up. Community consultations scaled up. Workshops will be scaled up based upon evaluations and feedback. Research will be conducted.

Year 3

Workshops will continue. The Cultural Lens materials will be produced in local languages. Recommendations for local and provincial development plans will be drafted based on these new consultations with ethnic minority communities. The outputs will be evaluated and lessons learned compiled and disseminated.

The output will interact with and contribute to the results of output concerned with MCH in that it will strengthen the inclusiveness of planning processes and advocate for strategies and solutions that better take into account local needs, preferences and opportunities. Training and awareness activities in this regard can be held in

synergy to the joint benefit of this output. Pilot components will invite the expertise of partner agencies to ensure the most beneficial output. In particular, UNESCO internal and external expertise will be included as a valuable resource, notably in design and evaluation activities but where practical also in implementation.

Good governance results in strong progress towards all MDGs.

Outcome 1 – Output 2: Strengthened policy and institutional capacities in developing and implementing culturally sensitive and quality basic education for ethnic minority children.

UNICEF will take lead for this output, supported by UNESCO.

“Inclusion” is promoted as the key strategy to address and respond to the diverse and varied educational needs that arise as a result of cultural, ethnic, linguistic or other forms of diversity in society. Inclusion is both an end and a means, involving changes in implementation of educational policies, approaches and strategies. The first step in this process is to undertake a policy analysis of applicable national and provincial education policies (in two of the four pilot provinces) that are targeted for ethnic minority children. The analysis will cover all relevant aspects of educational policy. The next important step is to examine on-the-ground implementation of these policies, paying attention to gaps between policy intention and its implementation.

The results of this analysis will serve as the foundation for the second part of the output – to promote a child friendly school framework to strengthen the quality of basic education for all school-aged children, including ethnic minority children. The child friendly school framework uses a holistic approach which addresses school quality from 4 dimensions of schools: (i) inclusive and equal, (ii) effective learning and teaching, (iii) safe and protective, and (iv) participatory and harmonious. Although “Child Friendly Schools” (CFS) are already being implemented in 20 counties of 10 western provinces including Yunnan, Guizhou, Tibet and Qinghai, this project, using the principals of CFS, will revise and pilot a newly adapted CFS model which specifically addresses the cultural and linguistic needs of ethnic minority children.

In specific terms, the following activities will be undertaken:

Part 1 (UNESCO takes the lead)

- ◆ Documentation and in-depth review and analysis of all existing policy documents from the perspective of education for ethnic minorities – with focus on two of the four targeted provinces.
- ◆ Preparation of case studies and community-based studies to examine the actual implementation of education policies targeted to minority children, identify challenges and gaps as well as existing best practices and recommendations. Particular efforts will be made to collecting case studies involving minority girls. Community-based studies will be carried out with ethnic minority communities using participatory methods. This approach will ensure that the identified challenges and gaps reflect those expressed by local communities.
- ◆ Analysis of field-data vis-à-vis national and provincial policies to draw policy recommendations, and identify specific actions for effective implementation of education policies for ethnic minorities.

- ◆ Capacity building of policymakers and practitioners in terms of framing and implementing culturally sensitive and relevant education policies for ethnic minority children.

Part 2 (UNICEF takes the lead)

- ◆ Enhance access to basic education of ethnic minority children by developing and improving children's learning environment, curriculum, textbooks, teacher education and support systems, including production of materials in both Chinese and the languages used by the ethnic minority children (where possible), and training teachers for teaching in a multi-cultural environment.
- ◆ Draft guidelines that address appropriate references to ethnicity and culture, which will be piloted in the programme areas before being finalized for local dissemination. Improve the quality of education data, which will be disaggregated by ethnicity and sex, at the national and sub-national level.
- ◆ Develop and implement capacity building activities for policy-makers, teacher trainers and ethnic minority teachers to improve their planning and management in general, and of ethnic minority education and culture in particular.
- ◆ Develop/identify and implement "best practice models" for basic education for ethnic minority children in the pilot sites. The intention is that these "best practice models" can serve to demonstrate to the government how they can be up-scaled and replicated.
- ◆ Promote advocacy at a higher level to improve current policy and regulatory environment for fulfilling the rights of ethnic minorities, especially ethnic minority children and women.

All of the above products and materials will be developed in consultation with local communities, and be tested in these communities during production. The activities will further progress towards achieving MDG 2 and MDG 3.

The following indicators will be used to monitor impact of the proposed output which will be disaggregated by sex:

- √ Recommendations for revised policy guidelines which support quality learning for ethnic minority children (baseline: no recently revised guidelines).
- √ Recommendations for revised guidelines for promoting cultural sensitivity in nationally and locally developed textbooks; at least 9 textbooks developed in ethnic minority languages (baseline: no recent review on cultural sensitivity and local textbooks developed in ethnic minority languages).
- √ 5-year primary school net retention rates are increased by 85 percent and net enrolment rates in junior high school increased to 70 percent amongst ethnic minority children (baseline: retention rate at primary level around 40-50 percent net enrolment at junior high school around 40 percent) in the pilot schools.
- √ Increased rate of the required academic degree for ethnic minority teachers (baseline: no recent data related to the specific provinces/counties) in the pilot areas.

Phasing of the Work **Year 1**

At the beginning of the 1st year all preparations will be made, including final coordination framework with the partners, selection of consultants and experts. All necessary background documents will be collected and reviewed, and a research design will be made.

Year 2

Year 2 will be primarily devoted to fieldwork in order to collect information on “Best Practice”, and the information need to produce guidelines for culturally relevant curricula and educational materials. A policy framework will be developed for the education of ethnic minority children. Training workshops will also be organized to build the capacity of policymakers, planners, administrators and educators.

Year 3

By Year 3, the culturally relevant curricula and educational materials will be produced and tested. Seminars will be held for experience exchange and plans made for reproducing the materials and preparing the final report.

Outcome 1 – Output 3: Facilitate local adaptation of national MCH policy to assure improved participation in, quality of, access to and knowledge and uptake of an essential package of evidence-based MCH and FP services and associated practices in ethnic minority areas, acknowledging culture and traditional beliefs as key influences on service strategies and uptake, prioritized by local administrators, and incorporating improvements in human and financial resources, health systems management, and monitoring and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries.

UNICEF will take the lead for this output, supported by UNFPA and WHO.

The major sectoral context for this project output is provided by the January 2007 Joint Review of the National Strategy for Maternal Child Survival in China. Although the situation of ethnic minorities was not articulated specifically during the Review, it provides a foundation for a focus on this group of China’s population by highlighting the prevailing disparities in health indicators in the rural areas where most minority communities are located. The results of and recommendations from this study were reviewed in detail in Section 4.1.

Working together with the MOH and local government and communities themselves, UNICEF, UNFPA and WHO will support the local adaptation of existing national MCH policy and guidelines, thereby assuring implementation of the recommendations of this Review, in each case addressing culture and language issues as well as the overarching issue of poverty. The national MCH policy in China has merit, but in many poor and ethnic minority counties, policy implementation has been challenging. This component, in consultation with the local ethnic communities themselves, will gather information addressing why policy implementation has experienced obstacles. Based upon the results of this assessment, recommendations can be made to adapt the policy or make it more flexible.

By demonstrating the importance of culture and adaptation of services in ways that improve the MCH of minority communities, by modelling improved service management and funding strategies, by stimulating increased participation of minorities in the health sector, and also by modelling how to effect behaviour change and improved household practices that impact on MCH, this output will impact on the local adaptation and implementation of policies that directly impact the livelihood and ability of beneficiaries to participate in the broader project activities. Involvement of provincial counterparts will enable expansion of these experiences across minority

communities in all four project provinces, and feedback of project experiences to national level may result in expansion to other provinces.

In this output, using the essential package of maternal-and-child-focused health interventions already being utilized in 50 poor, rural counties in 13 provinces in central and western China as a foundation, UNICEF's national and provincial partners will pilot newly created packages, referring to information collected from the ethnic minority communities. Based on the results of this implementation, and assuming that the newly designed packages do not compromise effectiveness of the interventions, these new, evidence-based service-delivery models will be recommended for consideration at higher government levels for policy modification.

To stimulate demand, UNFPA will focus on developing and testing new models for community health education, specifically addressing culture and language issues pertaining to MCH and FP and that currently result in the poor uptake of services by minorities, especially women. If successful, these models can be integrated into health education policy. On the supply side, UNFPA will undertake advocacy with local government and civil society leaders, in order to increase the priority they give to financing and supporting MCH and FP services for ethnic minorities, and to increase the participation of minorities as promoters or service providers.

WHO will focus on: (i) strengthening the health system; and (ii) designing and testing models to ensure universal access to essential MCH services for ethnic minorities. As part of this work WHO will support national agencies in efforts to improve the quality of routine administrative data pertaining to MCH and in the development of a monitoring and evaluation framework to enable ongoing evaluation of the cost-effectiveness and quality of MCH services for ethnic minorities

Although this project is a pilot, the collective impact of this work will go far beyond the minority communities resident in the pilot counties. If successful, it could have impact on all counties in provinces where China's 106 million-strong minority groups are found. The models developed in this project also potentially specifically benefit women and children, those most affected by poverty and often most lacking in the knowledge and opportunities to improve their situation.

Specific activities include the following (responsible agencies in brackets):

1. Baseline and endline surveys to provide ethnicity-specific information on MCH status, uptake of services and perceived and real barriers to this, the human resources providing these services and the participation of minorities therein, the participation of ethnic minorities in related decision-making and planning processes, and other information that will be used for subsequent local adaptation of or input towards improvement of national policy, and project evaluation. The surveys will also include a "cultural audit" which will look at and assess traditional beliefs and practices regarding health. They will also evaluate not only what people do, but why they do it. This information can be used to determine how culture can be used as a mechanism, not an obstacle, to facilitate improved access to and utilization of health services. (UNICEF and UNFPA).
2. Assessment of local MCH service standards and practices and any locally adopted standards, preparation and introduction of culturally appropriate adaptations of existing national guidelines for training MCH/FP service providers and reference materials for these providers, and of materials for counselling on MCH/FP choices. This will be done in consultation with local communities. (UNICEF and UNFPA)

3. Participatory appraisal of drafts of these materials and community approaches with providers and beneficiaries. Documentation of these processes and related outcomes will be fed back to provincial and national authorities to facilitate roll out beyond project locations. Results of these appraisals will be used to modify and improve policy. (UNICEF and UNFPA)
4. A series of culturally adapted cascade trainings of service providers on MCH-FP guidelines and health communication materials and strategies, and demonstration of the uptake and value of relevant MCH and FP supplies and commodities. Documentation of these processes and related outcomes will, again, be fed back to provincial and national authorities to facilitate roll out beyond project locations. Results of these piloted trainings will be used to modify current training strategies. (UNICEF and UNFPA)
5. Advocacy with local government and local leaders to stimulate increased resources to enable provision of quality MCH services for ethnic minorities, and affirmative action in the training and promotion of ethnic minorities to encourage their participation in provision of MCH and FP services (UNFPA).
6. Culturally appropriate MCH client education activities at township and village level, using culturally and linguistically adapted materials and traditional, local and mass media, focusing on and where appropriate conducted by ethnic minorities. Documentation of these processes and related outcomes for provincial and national authorities to utilise in rolling them out beyond project locations and for modifying health education policies. (UNFPA)
7. Financial studies to estimate the cost of providing a basic package of MCH-FP services in ethnic minority areas, providing tools for integrating services for ethnic minorities into the current national review and policy formation process on health financing and service delivery in rural China (WHO)
8. Strengthening the skills and capabilities of community-level MCH workers and local managers in minority areas on activity reporting, data collection and utilization, supportive supervision and service monitoring, providing a model for improving this generally weak aspect of MCH services across all counties in central and western China. (WHO)
9. Culturally adapted and sensitive capacity building activities to strengthen effectively the management and organization of MCH service delivery. (WHO)

The primary indicator of successful implementation of this output is the creation of revised MCH and FP policies modified to reflect the concerns and priorities of ethnic minorities, and which take into account their linguistic and cultural needs.

Because the output also addresses the need to improve provision of health services, indicators include at least the following. In each case, it is the intent of this output for these indicators to improve throughout minority-dominant counties in China.

- ◆ Increased percentage of service providers having knowledge on essential MCH services
- ◆ MCH guidelines translated into Chinese and local languages and adapted to local context
- ◆ Increased percentage of pregnant women in project counties receiving antenatal care; including those of minority ethnicity;
- ◆ Increased percentage in number of township clinics in project counties providing Basic Emergency Obstetric and Newborn Care, and increased proportion of local minority women utilising these services;
- ◆ Increased percentage of hospital deliveries in project provinces

- ◆ Decrease in anaemia among pregnant women and children under 5 years; including those of minority ethnicity;
- ◆ Increased percentage of women and caregivers in the general population aware of 3 danger signs during pregnancy; including those of minority ethnicity;
- ◆ Increased percentage of ethnic minority women initiating breastfeeding within one hour after delivery, and breastfeeding exclusively for six months.
- ◆ Increased percentage of ethnic minority persons engaged in service provision
- ◆ Revised service benefit package of RCMS with added MCH care
- ◆ Local staff trained on MCH management system using culturally appropriate methods
- ◆ Quality data collected, and disaggregated according to ethnicity

Note: As available data are scant, Table 1 provides relative changes in these indicators only. The planned baseline survey and initial assessment activities will determine the exact percentage improvements sought.

Gender Implications

In general, MCH outcomes are strongly influenced by socio-cultural traditions and community structures, including those related to gender. The project will, of necessity, work with local MCH structures, including those currently influencing existing community decision-making mechanisms and awareness raising. Culturally and gender-appropriate social mobilisation strategies will target those traditions within local culture which contribute to MCH outcomes. It will also mobilise (with appropriate orientation and explanation) other traditional structures and relationships, such as village and religious groups, to serve as mechanisms both to address those traditions which may compromise good health, and to promote the adoption of good health practices by women.

One of the key messages of safe motherhood is that a healthy pregnancy is the responsibility of all. The project will target interventions supporting this message by strengthening the capacity of individuals within the community who impact on behaviour of individuals, and groups, such as the household and village. These individuals will differ in different ethnic minority communities. The cultural audit will help to identify which people to target. The role of the mother-in-law in influencing decision-making among pregnant women is just one possibility to explore, as well as the option of using social mobilisation targeted at raising this awareness of positive health seeking behaviours. Providing women with the knowledge and tools to make positive decisions about their own and their child's health will also be a core area of focus, with significant support directed toward education and awareness-raising.

An important result from using this approach is that it provides authorities with the ability to make evidence-based, revised MCH policies.

Phasing of work:

During the first nine months, the three agencies and local counterparts will focus on development of detailed joint operational plans with community groups and local health programme managers and leaders. Appropriate media and community groups to conduct local education and advocacy activities will be identified. Baseline surveys, and development and adaptation of culturally sensitive MCH guidelines and education materials will be undertaken. From the 10th month onwards, activities will focus on technical training, advocacy with local policy-makers and leaders and community education, with specific topics for each year. A draft "integrating MCH service model for rural areas" will be developed, and essential MCH/FP packages identified. WHO

guidelines will be adapted based on the local situation. The final 6 months will focus on the project endline survey, evaluation, documentation and dissemination.

Output indicators will include the:

- (i) proportion of pregnant women receiving antenatal care according to the national standards;
- (ii) proportion of newborns receiving three appropriate health checks;
- (iii) the proportion of children under five immunized against measles during routine expanded programme on immunisation;
- (iv) the proportion of births delivered by skilled attendants; and
- (v) the proportion of ethnic minority participation in service provision.

The activities will improve the health status of women and children in the pilot areas, as indicated by reduced rates of acute respiratory infection and diarrhoea amongst under-fives, decreased anaemia rates and improved urinary iodine and markers of vitamin A sufficiency. Finally, service uptake will be measured as a proxy for the affordability (as well as the quality) of the MCH care available. Minority participation in service provision will be a specific indicator of project success or failure.

It is expected that this output will result in sustained, improved access to and uptake of quality MCH services for minority communities, whose poor health status impedes their social and economic development and hence the preservation of their cultures. It will also improve the priority given to MCH by local administrators and financial planners, and the participation of minorities in provision of MCH services.

Output 3, thus, contributes to the first project outcome on the level of inclusion of minorities and improvement of services. It will also serve as a model for contributing to the achievement of the MDG 1, 4 and 5 indicators on prevalence of child underweight, under-five infant and maternal mortality in China.

Outcome 1 – Output 4: Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination.

The ILO will take the lead for this output, supported by UNESCO.

This output will begin by conducting research on the employment situation of ethnic minorities and the challenges they face in the labour market in the pilot areas. With a clearer understanding of their circumstances, a strategy will be designed to address the challenges from a supply (i.e. limited human capital) and demand (i.e. discrimination) perspective. It is intended that this strategy will address the perceived capacity gap of labour officials, lawyers and other judicial authorities, employers and workers with regards to recognizing and addressing employment discrimination. At the same time, awareness-raising will be carried out among key stakeholders and the wider community in the pilot areas.

There are four complementary components to this output:

1. Research and analysis will address the dearth of data on ethnic minorities in the world of work. It will also target the issue of unsafe migration for work opportunities among ethnic minority women and children. This will provide the evidence required for action, and direction for the development of an effective strategy.

2. Research will also be carried out on the language and cultural barriers that ethnic minorities might face at the workplace. The research will target both employers and potential employees.
3. Institutional capacity building, advocacy, knowledge-sharing and training on the concepts and issues surrounding employment discrimination to labour officials, lawyers and other judicial authorities, employers and the ethnic minority workforce.
4. Recommendation of mechanisms for improving implementation of legislation. Strengthen the technical capacity and deliver policy guidance to improve the practical application of Convention 111 and the Employment Promotion Law (EPL).

Trainings promoting non-discrimination and equality in employment will assist in the application of EPL; complimenting EPL as well as feeding the lessons learnt, back into policy framework. As noted earlier in this document under Section 3, this new employment law, which came into effect on 1 January 2008, not only prohibits employment discrimination based on ethnicity, but also promotes affirmative action. International good practice has highlighted the importance of linking the quality of employment with quantity, through improvement in the conditions of work, which is aimed at, through this component.

By making these initial steps to eliminate employment discrimination and promote equality through better human resource management practices, labour relations, labour inspection, and monitoring and enforcement of relevant legislation for ethnic minorities, this output will promote progress towards achieving MDG Goal 1 – eradicating extreme poverty and hunger.

Because the output ultimately aims to strengthen institutional capacity at local and national levels, and improve implementation of legislation, the output will have impact beyond the pilot sites.

Some specific planned outcomes include:

- ◆ The collection of quality data on the situation of ethnic minorities, and especially ethnic minority women and children, in the labour market.
- ◆ Increased number of labour officials with raised awareness and understanding of ethnic minority issues and non-discrimination.
- ◆ Improved access of the ethnic minority workforce to employment and the labour market

Phasing of Work

Year 1

The first six months will be dedicated to designing and carrying out quality research on the situation of ethnic minorities in the labour market – and the discrimination they face in finding work, and once they are employed. It will also set the baseline against which to measure progress. Part of this research will involve focus groups with the ethnic minority workforce itself in order to guarantee their voice is heard. Capacity building, training and advocacy materials will be based on the needs identified from the studies.

Years 2 & 3

For the remainder of the project, the activities will revolve around delivering training and awareness-raising to labour authorities, employers and workers. In the second half of the project, sufficient time will have passed to gauge the extent to which the

new legislation has been applied, and a strategy addressing the shortcomings in implementation will be designed and piloted.

The Employment Promotion Law naturally links this output with Output 2.4. The information gathered on the employment situation, and the advocacy and training efforts will be beneficial in the development of employment opportunities.

There is no budget for training in the fourth activity of this output because the researchers who will undertake the research will participate and contribute to the workshop organized under Outcome 1, Output 1, Activity 3.

JOINT PROGRAMME OUTCOME 2

Whereas the outputs in Outcome 1 concentrated on formulating, implementing and monitoring socially- and culturally-inclusive public policies, the outputs in Outcome 2 shift their focus to the specific economic and social potential of the cultural sector. It also draws attention to the need to acknowledge and embrace the diversity of cultures. China's 55 ethnic minorities and their cultures constitute a huge reservoir of resources. Sadly, rapid, but needed, economic development often challenges the preservation of these resources. Even tourism, widely believed to be one of the few development strategies which preserve culture and environment, often does not. Cultures and traditions become overwhelmed by development, and, in the end, weaken. In the process, the quality of craft traditions is reduced to the lowest common denominator. The four outputs below address these cultural issues, and offer recommendations to ameliorate current development models.

Outcome 2 – Output 1: Improved approaches and capacity of ethnic minorities in understanding and protecting cultural (tangible and intangible) capital and ethnic awareness of cultural diversity.

UNESCO will take lead for this output, supported by FAO.

The primary component of this programme is: 1) cultural mapping, which UNESCO considers a vital tool in efforts to: (i) encourage efforts to stabilize and revitalize cultural identities of minority communities; (ii) revive intergenerational cooperation and cohesion; and (iii) assist in the free transmittal of knowledge to future generations that are the crucial aspects to sustainable intellectual, spiritual, social and economic development.

In tandem with the cultural mapping activity are two additional activities that encourage the preservation and dissemination of ethnic minority traditional culture and indigenous knowledge:

2) Agro-cultural preservation and the safeguarding of traditional agricultural knowledge methods through a local master plan for development, and the tapping of agricultural heritage for substitute industry economic developments. This activity will not limit itself to agricultural knowledge only, but will include other kinds of economic activities carried out in the pilot areas. For example, in both the Qinghai and Tibetan pilot sites, herding and grazing are also practiced. Fish pond technology and fishing are important traditional activities among the Dong in Guizhou and the Dai in Yunnan. This activity will include collecting the knowledge, and in this regard, it is a

component of the cultural mapping activity. It is noted that special efforts will be made to gather the indigenous knowledge on these livelihood systems held by women.

3) A museums enhancement program designed to improve management and promotion of tangible and intangible cultural resources of ethnic minorities; foster intercultural dialogue; and enhance the capacities of museums and museums staff to accomplish the previous two objectives;

In order to implement this programme and fulfil the objectives of museum enhancement, this output must take place in counties or townships with museums.

The mapping of minority cultural resources carried out by indigenous communities is a crucial step toward demonstrating that cultural diversity is a means of enrichment for society, and is already being piloted among ethnic communities in Yunnan. Increased knowledge of cultural heritage and cultural resources and enhancement of museums that protect and preserve this knowledge empower local communities to participate better in decision-making about the development of their community.

By implementing cultural mapping on a local level by the members of the community themselves, this project will achieve the goals of improving “the approaches and capacity of ethnic minorities in understanding and protecting cultural (tangible and intangible) capital”: {OP1 aim}.

Outputs include the following:

- ◆ In the mapping exercise, ethnic minority communities will: 1) receive cultural mapping awareness-raising; 2) undertake cultural mapping to identify and recognize local intangible and tangible cultural heritage; 3) create maps and publications documenting their cultural heritage in text, pictures and photos in the ethnic minority languages and Chinese;
- ◆ The results of the mapping exercise will provide the necessary traditional agricultural knowledge for the agro-cultural preservation; this information will influence the design of the local master plan for agriculture.
- ◆ Skills and capacity for the interpretation and management of cultural diversity at museums will be acquired. New museum exhibitions will be designed based on the mapping.

It is important to point out that both local men and women will participate in these training activities and mapping exercises.

Measurable outputs include:

- 1) Ethnic minority communities “trained” regarding cultural mapping and its implementation;
- 2) Photos and written documentation, in the ethnic minority language, of local cultural heritage including agricultural heritage/biodiversity;
- 3) Publications/repositories (one for each pilot site) regarding local cultural heritage, ethnic minority language version and Chinese version;
- 4) Cultural (geographic) maps for each pilot site prepared by the community;
- 5) Museum enhancement – new exhibitions, improved capacity; and
- 6) Recommendations for a Master Plan for preservation of traditional agricultural knowledge and livelihood development

Phasing of Work

Year 1

All sub-components will carry out preparation and coordination activities, followed by training for all partners working together on the output. Training priorities will be identified, and exchange visits between museums and participating communities/villages will be arranged for the museum sub-component. Fieldwork will begin for the agro-cultural knowledge sub-component, some preliminary cultural mapping starts.

Year 2

The field survey results on agro-cultural knowledge will be published, and this sub-component will move into a second round of workshop aimed at advocacy for preservation of traditional systems. Cultural Mapping will begin in earnest, followed by an analysis of the results. The museum sub-component will concentrate on continued training, together with developing museum exhibition designs.

Year 3

All sub-components will carry out a phase of monitoring and progress evaluation followed by refinement of master plans, and training needs. Publications will be produced. Museum exhibits will open.

During the course of this work:

- ◆ Cultural mapping output feeds into the re-design of museum exhibitions;
- ◆ Cultural mapping and museums together create new exhibitions catalogues
- ◆ FAO agro-cultural documentation links to cultural mapping, and
- ◆ FAO agro-cultural documentation enhances museum representation of ethnic minority agricultural heritage.

Outcome 2 – Output 2: Capacity built and examples piloted on using participatory processes in managing minority community resources, and sustainability leveraging tourism for local livelihoods.

UNDP will take lead for this output, supported by UNESCO.

The proposed activities are directly designed to address the identified weakness of cultural industries by policy and planning work at the grassroots level and the demonstration of responsible forms of tourism. It will advocate for the collective management of cultural resources and pilot mechanisms to achieve this.

This component will also promote the use of small-scale strategies for combating climate change and fostering environmental preservation. This kind of small-scale community-based ecotourism creates incentives for environmental preservation by placing an economic value to the environment and its biodiversity. Ecotourism practitioners also pilot and promote environmentally friendly technologies for use by the communities and their guests. Simple innovations, such as the use of bio-gas, solar energy to heat bath water, and the prohibition of plastic bags and other non-biodegradable materials, not only foster a better environment, but also educate the eco-tourist him or herself.

◆ Specific Activities

Joint initial assessments carried out in consultation with local communities will identify local cultural and natural resources along with the potential community interest for developing cultural tourism as a means to create livelihoods and sustain cultural assets. This work can use the community culture mapping exercise developed in Outcome 2 Output 1.

- ◆ Participatory methods will be piloted for the collective management of minority cultural resources and revenues generated from them at the village, township and county levels.
- ◆ Pilot community-based tourism in selected ethnic minority villages; develop and test culture-nature tourism trails and carry out capacity building training using, but not limited to, the UNESCO Community-Based Tourism Capacity Building Handbook, to demonstrate and advocate responsible forms of tourism centred around intangible as well as tangible cultural heritage, strong community ownership and local socioeconomic impact.
- ◆ Local cultural tourism management plans and development strategies will be developed in consultation with the communities based on extant resources, local interest and the outcomes of the pilot initiatives.
- ◆ Experiences will be shared across pilot areas within and across provinces. Emphasis will be placed on the safeguarding of local cultural assets and expressions, livelihoods creation and the fair distribution of incomes generated.

Because of its extensive experience developing "Community Based Tourism", UNESCO will participate in and offer technical assistance for setting up the pilot community-based tourism activities. Pilots may be undertaken separately or jointly. UNDP will focus on socio-economic aspects (including employment creation and tourism income distribution), while UNESCO will focus on heritage protection dimensions (including prevention of heritage loss from tourism development and models for reinvestment in preservation) as well as on cultural values and cultural diversity.

Special attention will be paid to the inclusion of ethnic minority women in the targeted communities. Women, and especially ethnic minority women, are frequently more vulnerable to the negative impacts of tourism, and are at risk of being excluded from its benefits.

As part of this work, (i) joint needs assessment and preparation will be carried out and (ii) introductory trainings on concepts, strategies and models for community based cultural tourism will be jointly organised.

Joint exchanges between pilot communities within and across project provinces will be undertaken to share experiences before, during and after implementation.

The primary outputs will aim to contribute towards results in the following points of interest:

- ◆ Pilot community-based tourism, employment creation and income distribution;
- ◆ Develop cultural-natural tourism trails;
- ◆ Build capacity designed to improve the management of tourism related cultural assets; and the awareness on the importance of the preservation of cultural practices;
- ◆ Develop tourism development strategy and management plans which emphasise environmental conservation;

- ◆ Support the preservation of physical and non-physical heritage and promote its social value (insofar as it will advocate and test out models for its collective management) and recognize its contribution to economic development. This activity will be closely coordinated with the activities of Outcome 2 Output 1.

The activities outlined in this output will address MDGs 1 and 3.

Specifically, the component will result in the following outputs which can serve as indicators for progress made towards MDGs 1 and 3:

- ◆ **120** local government officials, community leaders and civil society representatives trained.
- ◆ UNESCO Community-Based Tourism Capacity Building Handbook translated and applied for consultations and trainings.
- ◆ Collective resources management fora established.
- ◆ Provincial and local tourism strategies will be adopted and/or revised based on participatory planning processes to reflect the views of the concerned ethnic minority population.
- ◆ Responsible cultural tourism models at village and cross-village trail will be piloted by local tourism administrations with strong participation from local minority communities.
- ◆ Local cultural tourism development strategies developed. Increase in community tourism arrivals and incomes in pilot areas over next five years: 50%.

Phasing of the work

Year 1

Preparation work will be carried out and coordination mechanisms set up. Partnerships will be identified and established. Needs assessments and market studies will be carried out. Planning frameworks set up for pilots, and training and awareness raising activities to be implemented. Results of training is analysed to create models for pilot sites.

Year 2

Implementation of pilot initiatives begins with preparation of local institutions and intensive community consultation sessions. Community tourism pilots begin.

Year 3

Tourism pilots continually promoted; new resource management guidance drafted for relevant local development and heritage protection plans. Recommendations and technical inputs for local and provincial development plans; Programme evaluation and lessons learned.

The output will have impact on other components of the project by interacting with and contributing to the results of Outputs 2.1 and 2.3 in that it will raise awareness on the need for and provide models to explore the sustainable management of heritage resources and the potential for local employment creation inherent in cultural industries. Training and awareness activities in this regard can be held in synergy to the joint benefit of these Outputs. Pilot components will invite the expertise of partner agencies to ensure the most beneficial output. In particular, UNESCO internal and external expertise will be included as a valuable resource, notably in design and evaluation activities but where practical also in implementation.

Outcome 2 – Output 3: Culture Based Local Economic Development (LED) and livelihood creation through: (i) provision of entrepreneurship and business development services, and (ii) strengthening policy and institutional environment for ethnic minority arts and crafts sector.

ILO will take the lead for this output, supported by UNDP, UNESCO and UNIDO.

Based on the experiences and lessons learned through the implementation of previous projects, the following six key challenges will be addressed under this project:

1. Lack of support and understanding from local government;
2. Lack of local initiatives in craft industry development;
3. Insufficient information on the situation of local crafts and artisans;
4. Lack of understanding of culture and cultural traditions as a means to economic development;
5. Lack of market information/assistance on crafts industry for the ethnic minorities; and
6. Lack of capacity among stakeholders, including local government institutions, on economic and business development.

Responding to the identified challenges above, this component will aim to achieve the following results:

1. Development of support mechanisms to facilitate local institutional structures;
2. Improved local initiatives of ethnic minorities in craft industry development through support and creation of networks for local, regional and international crafts associations;
3. A publication of a detailed craft survey as reference for local stakeholders in future culture-based economic development;
4. Enhanced role of culture in economic development, and improved understanding among local minority towards the role of culture in economic development;
5. Increased capacity of ethnic minorities to develop and implement local strategies for economic and enterprise development;
6. Improved capacity of ethnic minorities to provide business development services.

Activity Summary

This output will be implemented by four UN agencies: ILO, UNESCO, UNIDO and UNDP, who will have complementary roles in the implementation. The agencies aim to work in an integrated fashion, by drawing on each other's core expertise. They will undertake joint needs assessments and planning exercises as well as coordinate and co-organize activities to the extent possible. In this way, an integrated and phased approach for cultural-based economic activities will be developed.

UNIDO will carry out needs identification, consultations and market analysis for the arts and crafts sector with particular focus on micro and small enterprises (MSEs). Resulting from the Market Analysis specific focused interventions will be designed. UNESCO will contribute to this study and investigation by adding a careful analysis of the cultural and ethnic aspects.

UNDP will, in the next stage, aid local governments and artisan networks to build institutional capacity and marketing linkages based on the results of the market analysis conducted by UNIDO. UNESCO will complement UNDP's activity by offering the Seal of Excellence for Handicraft (SEAL) training to raise awareness among local stakeholders on the role of cultural traditions in economic development; and by contributing findings on the situation of local arts and crafts from the participatory craft survey.

ILO will start its SIYB training as the entry point activity. The training will sensitize local stakeholders in business start-up and improvement of management skills. Following the training, the network of small enterprises drawn from the SIYB training will be extended to a wider network of stakeholders in cultural-based industries. Value Chain Analysis (VCA) will be organized in the next step in the potential sub-sectors of cultural industries identified through the local network. UNESCO will contribute to these activities through the SEAL training, which will focus on the cultural dimensions of craft industry. The training also covers aspects of product development and marketing specifically for craft products. UNESCO's participatory craft survey will also provide inputs to ILO's activities. The survey, in addition, will ensure that the assistance is addressing the real needs and demands of ethnic minorities. At the end of the exercise a specific plan of action for local economic development will be formulated.

UNIDO will also contribute to the activity with its business development services and entrepreneurship training, which focus on the business management, marketing and production aspects for the craft industry and traditional production sectors. UNESCO will offer complementary training sessions on SEAL's product improvement and product categories, which addresses particularly the ethnic minorities' arts and crafts products.

After these awareness-raising and training exercises, two testing phases are planned, where SIYBs will be established and tested for the enhancement of their entrepreneurship. UNIDO will continue to provide technical support to local stakeholders and business development service providers to improve the technologies and marketability of products through quality and design upgrading. UNESCO will provide advice to ensure that cultural aspects are respected in the processes. Joint consultation workshops will be organized at the final stage to share experiences and good practices.

Phasing of Work

Year 1

All sub-components will do preparation, including coordination among UN agencies and national partners. Pilot sites will be identified, and work teams formed. This will be followed by a needs assessment and consultations at the county level. A thorough market analysis will be carried out. This includes mapping the (i) technology used; (ii) existing and emerging distribution channels; (iii) potential market opportunities; and (iv) key success factors. The market analysis will be followed by appropriate training, capacity building and awareness raising activities which will include training and consultation on supporting mechanism to the craft industry, and support or creation of non-governmental craft associations and artisan networks. Development of detailed craft surveys will begin; and a specific plan of action for local economic development will be created by the end of the first year, including the development of a project plan for all piloted areas.

Year 2

After an initial assessment and evaluation of progress during the first year, the second year will concentrate on carrying out detailed craft surveys. The topics to be surveyed include income generating crafts, diminishing crafts, the status of local artisans and other issues that arise from the needs assessment conducted by UNIDO. Additional trainings in business management and crafts industries such as SIYB and business development services and entrepreneurship training will be provided by ILO and UNIDO. SIYBs will be established and tested in the 1st testing stage following the trainings. Local artisan networks and crafts associations supported with promotional activities.

Year 3

Continue testing the SIYBs. Publication of survey results together with creation and publication of training materials. Create training packages with translation into ethnic minority languages where feasible and possible. Local artisan networks and crafts associations supported with promotional activities. A consultation workshop will be organized jointly by ILO, UNESCO, UNDP and UNIDO and local stakeholders in all pilot areas will be invited to participate to discuss ideas and exchange experiences. Monitoring, evaluation and assessment will be conducted at the final stage to review process, discuss future improvements and sustainability.

Impacts

By enhancing the livelihoods of ethnic minorities, this output contributes to MDG 1 – the eradication of extreme poverty and hunger. It directly promotes the Culture and Development Window by strengthening and promoting the cultural-based economic development of the ethnic minorities, and by re-invigorating the cultural resources of ethnic minorities within the context of their own cultures and societies.

This component will have an important impact on preserving and promoting traditional industries. The impacts are as follows:

- Continued survival of traditional crafts;
- Establishment of networks between local craft associations and government, as well as to the global market networks;
- Enhanced livelihood of ethnic minorities on the community level;
- The SEAL (as a supportive tool) provides training to craft-workers of ethnic minorities on product development, product categories and marketing, which helps in developing market of their craft products;
- In return, craft products of ethnic minorities will be participating in the SEAL programme, which enrich the diversity of product categories and origins of the SEAL products.

This output can provide mutual support to outputs 1 and 2 under Outcome 2, as well as Output 1 under Outcome 1.

The cultural mapping activity in outcome 2 output 1 will supplement / support the artisan and crafts survey carried out in this activity (output 3) by providing basic information on the situation of local crafts among ethnic minorities.

5. Results Framework

Table 1: Summary of Results framework

UNDAF Outcome: Social and economic policies are developed and improved to be more scientifically-based and human-centered for sustainable and equitable growth								
JP Outcome 1: The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services								
JP Outputs	SMART Outputs and Responsible UN Organizations	Reference to Agency Priority or Country Programme	Implementing Partner	Indicative activities for each Output	Resource allocation and indicative time frame			
					Y1	Y2	Y3	Total
1. Governance processes made more inclusive of ethnic minorities and sensitive to culturally based development strategies. Baseline: Insufficiency of comprehensive understanding and cultural awareness to respond optimally to issues specific to a minority context and take	UNESCO Preparation: work team formed, local stakeholder coordinated.	Draft UNESCO programme & budget 2008-2009 mainline of action 4	State Ethnic Affairs Commission (SEAC)	1.1.1. Assess needs, coordinate stakeholders (meetings), invite and arrange for cultural experts.	10,000	0	0	10,000
	UNESCO Training workshops: 200 (50x4) local stakeholders trained.	Universal Declaration on Cultural Diversity (2001)		1.1.2. Organize 1 training for 4 counties/prefectures (hire trainers and prepare training materials and equipment) for the local stakeholders.	25,000	40,000	28,715	93,715
	UNESCO Toolkit translation: toolkit translated into Chinese and other minority languages as required.	Convention on the Protection and Promotion of the Diversity of Cultural (2005)		1.1.3. Prepare draft translation of the toolkit that will fit into the capacity building training, test and adapt before translation.	10,000	0	0	10,000
				1.1.4. Revise and adapt toolkit to suit local use after consultations with local stakeholders in training workshops.	0	0	5,000	5,000

it into account in development policy.	UNESCO Monitoring and evaluation: report produced.			1.1.5. Meetings between stakeholders, consultations to check activity progress and effectiveness.	7,000	7,000	14,000	28,000
No. of policy recommendations produced	UNDP PMO Setup, training needs identified	UNDP country programme (2006-2010), outcome 1.2,	SEAC	1.1.6. Needs assess; PMO setup; Pilot selection	30,000	0	0	30,000
No. of workshops	UNDP Training: with the emphasis on the participatory approach, the needs based strategy better reflecting the cross sectoral needs of local constituencies designed and implemented towards inclusive development. Training workshops-200 trainees (50x4)	Common Understanding of a Human Rights based Approach to Development Cooperation (2003)		1.1.7. Design; Testing; Revision; Training	16,500	56,750	56,750	130,000
No. of local stakeholders trained = 200								
No. of the trainees with awareness raised on inclusive growth (target: more than 60% satisfied with training; more than 40% women participants)	UNDP Exchange mechanisms: Platforms for exchange on development strategies established. 1 pilot county			1.1.8. Design Testing Revision Consultation	6,500	24,250	24,250	55,000
No. of exchange platform and interactions between minority constituencies and representatives	UNDP Local development planning: legal policies, procedures and regulations drafted and revised to facilitate the inclusion of cultural minorities in public policies and services. 1 pilot county			1.1.9. Consultation Workshops Drafting	0	20,000	25,000	45,000

	UNDP Monitoring and evaluation			1.1.10. Evaluations	0	0	15,000	15,000
2. Policies and institutionalized capacities in implementing culturally-sensitive and quality basic education for ethnic minorities Enhanced	UNICEF Situation and baselines on learning and teaching in targeted pilot areas identified	Focus area 2 and 3 of UNICEF's Mid-term Strategic Plan 06-09 Country programme outcomes 1 and 2	- MOE, -Provincial Education Commissions -Technical Institutions	1.2.1. Set out baseline on learning and teaching status for ethnic minority children and teachers; Conduct field monitoring trips and assessment	20,000	20,000	20,000	60,000
	UNICEF Teaching and Learning Improved in targeted Pilot Areas with exact No. of percent increased against baselines and gender	Education programme outcome 1 and 2		1.2.2. Develop training materials in culturally appropriate languages; Conduct training workshops for teacher trainers and ethnic minority teachers; Promote children's participation in pilot schools; Provide sports, WASH and library books to remote primary schools.	60,000	57,946	40,000	157,946

UNICEF Local curricular guideline and No. of local textbooks developed and applied in No. of pilot schools against baselines.
UNICEF Peer-learning and interactive teacher support mechanism commenced in all pilot areas against No. of targeted pilot areas
UNICEF Best practice models demonstrated and high-level advocacy launched

1.2.3. Develop local curricula guidelines, focusing on user-friendliness, respect for ethnicity and diverse culture and life-skills-oriented; Develop at least 3 kinds of local curricula in culturally appropriate languages, focusing on local arts, safety and emergency preparedness, life skills; Pre-test and evaluate; Print and distribute to pilot schools preparedness, life skills; Pre-test and evaluation; Printing and distribution to pilot schools.	0	50,000	13,000	63,000
1.2.4. Development and implementation of guideline on peer- learning amongst ethnic minority teachers; Regular Workshops on effects of peer-learning and interactive teacher support; Field guidance by provincial teacher trainers.	25,000	25,000	25,000	75,000
1.2.5. Support of field documentation by external resource persons; Workshops on experience exchange; Seminar on policy impact, replication and sustainability at higher level.	0	25,000	25,000	50,000

UNICEF No. of training facilities supported to targeted pilot areas			1.2.6. Mobile training facilities including video projectors and vehicles	15,000	40,000	7,000	62,000
UNESCO Available education policies targeting ethnic minorities reviewed and analyzed	Draft UNESCO programme and budget 2008-09, Major Programme I, Main Line of Action 4	MoE (NatCom)	1.2.7. Documentation and in-depth review and analysis of all existing education policy documents from the perspective of education for ethnic minorities – with particular focus on 2 project sites	40,000	0	0	40,000
UNESCO On-the-ground policy implementation examined and best practices and gaps identified	The Dakar Framework for Action Education for All		1.2.8. Preparing case studies and community-based studies to examine the actual implementation of education policies targeted to minority children, identify any barriers and gaps as well as best practices.	0	99,500	0	99,500
UNESCO Policy recommendations developed and specific actions identified to improve the effectiveness and efficiency of implementation			1.2.9. Analysis of field data vis-a-vis national policies to draw policy recommendations and identify specific actions for effective implementation of education policies for ethnic minority children	0	50,000	0	50,000
UNESCO Capacity of policy makers and practitioners improved in framing and implementing culturally sensitive education policies for ethnic minority children			1.2.10. A national workshop to share the findings, best practices and policy recommendations with policymakers and practitioners.	0	0	80,000	80,000

3. Facilitate local adaptation of national MCH policy to assure improved participation in, quality of, access to and knowledge and uptake of an essential package of MCH and FP services and associated practices in ethnic minority areas, acknowledging culture and traditional beliefs as key influences on service, strategies and uptake,	UNICEF Survey report finalized	UNICEF Global Focus Area 1, Country Programme Outcome 1, Output 1.6	MCH Dept at MoH	1.3.1. Baseline and endline surveys/data mining using quantitative and qualitative methods.	20,000	0	20,000	40,000
	UNFPA Survey report finalized	UNFPA/China 6 th country programme Outcome II	NPFPC	1.3.2. Baseline and endline surveys/data mining using quantitative and qualitative methods.	20,000	0	20,000	40,000
	UNICEF National guidelines for MCH adapted for minorities.	UNICEF Global FA 1, Country Programme Outcome 1, Output 1.6	MCH Dept at MoH	1.3.3. Prepare and introduce culturally appropriate adaptations of national guidelines for training of MCH/FP service providers (UNICEF), and for counselling on MCH/FP	21,000	21,000	0	42,000
	UNFPA National guidelines for FP adapted for minorities	UNFPA/China 6 th country programme Outcome II	NPFPC	1.3.4. Prepare and introduce culturally appropriate adaptations of national guidelines (WHO) for training of MCH/FP service providers (UNFPA), and for counselling on MCH/FP choices.	21,000	21,000	0	42,000

<p>prioritized by local administrators, and incorporating improvements in human and financial resources, health systems management and monitoring and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries.</p>	<p>UNICEF Quality of MCH services improved</p>	<p>UNICEF Global FA 1, Country Programme Outcome 1, Output 1.6</p>	<p>MCH Dept at MOH</p>	<p>1.3.5. Training of provincial, county and township level health providers on MCH and health communication strategies, using community-based traditional leaders and health providers, and rollout an essential package of services (UNICEF) (includes iron, vitamin A, vehicles),and monitoring ans supervision.</p>	<p>227,700</p>	<p>142,970</p>	<p>142,600</p>	<p>513,270</p>
	<p>UNFPA Survey Report on Participation</p>	<p>UNFPA/China 6th country programme Outcome II</p>	<p>MOH NPFPC</p>	<p>1.3.6. Survey on participation of ethnic minorities.</p>	<p>20,000</p>	<p>0</p>	<p>20,000</p>	<p>40,000</p>
	<p>UNFPA Policy on promotion of increasing resources for MCH and FP services</p>	<p>UNFPA/China 6th country programme Outcome II</p>	<p>MOH NPFPC NWCCW</p>	<p>1.3.7. Advocacy workshop for leadership, materials development and production and mass media.</p>	<p>56,000</p>	<p>60,000</p>	<p>33,000</p>	<p>149,000</p>
	<p>UNICEF Household practices improved</p>	<p>UNICEF Global FA 1, Country Programme Outcome 1, Output 1.6</p>	<p>MCH Dept at MOH</p>	<p>1.3.8. Culturally appropriate MCH client education activities at provincial and local level using traditional, local and mass media, focusing on and where appropriate conducted by ethnic minorities.</p>	<p>32,334</p>	<p>32,334</p>	<p>26,332</p>	<p>91,000</p>

UNFPA Household practices improved	UNFPA/China 6 th country programme Outcome II	UNFPA, NPFPC, Women Federation	1.3.9. Culturally appropriate client education activities at provincial and local level using traditional, local and mass media, focusing on and where appropriate conducted by ethnic minorities and monitoring and supervision	56,000	72,400	63,200	191,600
UNFPA Technical assistance provided by UNFPA CST		UNFPA CST based in Bangkok	1.3.10. Backstopping advices by the CST adviser.	5,000	0	0	5,000
WHO The standard estimated cost of MCH/FP essential package.	Maternal and child survival package identified by WHO/UNICEF Regional Child survival Strategy and WHO Making Pregnancy Safer Regional Strategy WHO strategy on health financing	MOH	1.3.11. Financing studies on Costing of basic MCH/FP services, devise with national and local government the best financing options for MCH/FP services for ethnic minority communities.	43,500	30,000	30,000	103,500
WHO Integrating MCH service model in rural areas.			1.3.12. Integrating MCH into China's health financing and public health reforms, especially in New Rural Cooperation Medical Scheme and community health system initiatives.	44,000	40,000	30,000	114,000

	WHO Quality of data improved	WHO strategy on human resource WHO/MOH 2008-2009 programme WHO/MOH country cooperation strategy		1.3.13. Train MCH workers on culturally sensitive data collection, M &E, including mortality audit, data analysis, reporting and utilization, including workshop on the impact of data on management, policy and practice. Quality control on data collection and management will be conducted.	65,500	44,500	25,000	135,000
	WHO M&E framework for MCH service is available			1.3.14. Review existing MCH planning, financial and HR management practices, compare with suggested best practices (WHO) and build capacity in these areas at county and township level.	44,000	30,000	37,500	111,500
4. Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination.	ILO - Research and analysis carried out on employment situation of ethnic minorities - Gaps identified with regards to capacity of labour authorities, lawyers and judicial authorities, employers' and workers' organizations	Decent Work Country Programme 2006-2010 - Priority 1: Promoting employment and reducing inequality and poverty with particular emphasis on facilitating and supporting rural-urban migrants	MOLSS, SEAC	1.4.1. Build up the knowledge base on the employment situation of ethnic minorities in selected pilot sites.	35,000	0	0	35,000

<p>ILO</p> <ul style="list-style-type: none"> - Strategies designed to addressed the aforementioned gaps - Training materials developed according these needs - Training conducted among relevant stakeholders - Awareness raising and legal protection materials designed and distributed - Mechanism designed and piloted to implement legislation in a more effective and sustainable way - Good practices identified for replication in non-pilot sites. 		MOLSS, SEAC	1.4.2. Capacity building for key stakeholders to better implement legislation.	10,000	32,000	32,000	74,000
<p>UNESCO</p> <p>Needs assessed, relevant policies and literature reviewed; pilot sites selected</p>	<p>Draft UNESCO programme and budget 2008-09, Main line of action II</p> <p>International Covenant on Social,</p>	CASS / Renmin University	1.4.3. Assess needs; review and analyse policies and literature on language barriers in China; select pilot sites; first-round consultative meetings, design overall strategies, build project task force and partnership with local governments.	10,500	8,500	0	19,000

	UNESCO -Social science research conducted in pilot sites; -foster dialogues to facilitate communicative channels among governments, CSOs and individuals; -organize trainings/workshops in pilot sites; -identify good practices in non-pilot-sites for replication. -produce policy recommendations.	Cultural and Economic Right UNESCO Universal Declaration on Cultural Diversity (2001)		1.4.4. Qualitative research conducted on language and cultural barriers facing ethnic minorities in the workplace; analyse field data; produce policy recommendations; foster dialogues among governments and CSOs and individuals.	0	57,500	14,000	71,500
	UNESCO Monitoring/evaluation/reporting			1.4.5. Produce final publication/tool kits; Provide technical support for knowledge base on the employment situation of ethnic minorities in selected pilot sites.	0	0	9,500	9,500
JP Outcome 2: Ethnic minorities empowered in management of cultural resources and benefiting from cultural-based economic development								
1. Improved approaches and capacity of ethnic minorities in understanding	UNESCO Preparation Phase Preparation made for implementation of below outputs.	UNESCO Draft programme & budget 2008-2009 main line of action 6	SACH, Beijing Cultural Heritage Protection Center	2.1.1. Preparation phase: Research and planning; partnership building with local government/stakeholders.	48,000	0	0	48,000

and protecting cultural (tangible and intangible) capital and ethnic awareness of cultural diversity through a) cultural mapping; b) enhancement of local museums	UNESCO Cultural Mapping: Cultural maps produced; Museum exhibit created; Museum catalogue produced (joint with museum output below).	Universal Declaration on Cultural Diversity (2001)	UNESCO, National Museum of Ethnology	2.1.2. Ethnic minority communities production of own cultural maps; Creation of new exhibit incorporating results of community-based mapping; Production of museum catalogue.	16,000	50,000	18,000	84,000
	UNESCO Museum training and exhibition development Trainings implemented; Knowledge-sharing meetings organized and attended; New exhibit created; Museum catalogue produced.	Convention on the Protection and Promotion of the Diversity of Cultural (2005)		2.1.3. Training/capacity-building of museum staff; Knowledge sharing between museum staff and ethnic minority community; Creation of new exhibit incorporating results of community-based mapping, knowledge-sharing and training; Production of museum catalogue.	8,000	12,000	24,000	44,000
	UNESCO Monitoring and Reporting			2.1.4. Monitoring and Reporting	0	12,000	19,000	31,000
c) One Master Plan developed on the dynamic conservation of agricultural heritage systems (GIAHS) and alternative industries development in Congjiang	FAO Technical assistance: Capacity building of ethnic minorities to protect their traditional knowledge systems within agricultural heritage systems (GIAHS). The system will be expanded when necessary to include	The Global Plan of Action for the Conservation and Sustainable Use of Plant Genetic Resources for Food and Agriculture	MOA, IGSNRR	2.1.5. Master Plan development on the 1) dynamic conservation of agricultural heritage systems (GIAHS) and 2) alternative industries development.	65,000	45,000	0	110,000
				2.1.6. Local workshop on dynamic conservation and development and the stakeholder training.	20,000	20,000	20,000	60,000

country of Guizhou Province. d) One workshop per year conducted on dynamic conservation and development at the national level and at least one stakeholder training per year conducted in Congjiang County with participants from other project sites. e) Publication on agricultural systems produced including the master plan, the preliminary plan, proceedings of the workshops and training manuals.	broader indigenous knowledge systems, including husbandry, grazing and fishing.	(FAO, 1996) The International Treaty on Plant Genetic Resources for Food and Agriculture - article 5 and 9 The State of the World's Animal Genetic Resources The Convention on Biological Diversity (CBD) The implementation of Agenda 21 and the Conventions on Desertification and Climate Change (UNCCD and UNFCCC). The Millenium Declaration and Millenium Development	2.1.7. Publication and propaganda on agricultural systems, such as media publication, information exchange, etc.	15,000	10,000	10,000	35,000
			2.1.8. Workshop and training on the conservation of agriculture heritage in Beijing	20,000	0	0	20,000

		Goals. *8						
2. Capacity built and examples piloted on using participatory processes in managing minority community resources and sustainability leveraging tourism for local livelihoods Baseline: lack of the capacity of ethnic minorities to manage their tangible and intangible cultural resources for improved livelihoods.	UNESCO Preparatory phase: work team formed, local stakeholders coordinated	UNESCO Draft programme & budget 2008-2009 main line of action 6	State Ethnic Affairs Commission (SEAC) MOLSS	2.2.1. Coordinate with local stakeholders	11,000	0	0	11,000
	UNESCO Survey and needs assessment: needs assessed	Universal Declaration on Cultural Diversity (2001) Convention on the Protection and Promotion of the Diversity of Cultural (2005)		2.2.2. Assess needs of local ethnic minority communities and survey the cultural resources that can be utilized.	8,000	0	0	8,000

⁸ There is no specific FAO country programme for China.

No. of local stakeholders trained = 120		
	UNESCO Training -Handbook translation: handbook translated into Chinese and minority languages as required	
	UNESCO consultation workshop: 1 workshop (for 2 counties/prefectures) conducted	
	UNESCO Monitoring, Evaluation and Reporting: report produced	
	UNDP PMO Setup, pilots selected, training needs identified	UNDP country programme(2006-2010)
No. of trainees with awareness raised on community through cultural resource management (target: more than 60% satisfied with the training, more than 40% of women participants).	UNDP Training: capacity building on tourism development and resource management. Training workshops: 120 trainees (60x2)	

2.2.3. Translate the Community-Based Tourism Capacity Building Handbook for the training workshops.	39,000	47,000	26,000	112,000
2.2.4. Discuss with local stakeholders their concerns and development plans.	0	0	31,000	31,000
2.2.5. Monitoring and Evaluation	7,000	7,000	14,000	28,000
2.2.6. Needs assessment; Market study; PMO setup; Pilot selection	30,000	0	0	30,000
2.2.7. Design; Training	9,000	40,500	40,500	90,000

No of responsible and participatory cultural tourism models at village and cross-village trail piloted (target: more than 2 models piloted)	UNDP Local tourism planning: provincial an local tourism strategies adopted or revised based on the participatory planning processes to reflect the views of the concerned ethnic minority population 2 counties	UNDP country programme (2006-2010) Decent Work Country Programme Priority 1: Promoting employment and reducing inequality and poverty with particular emphasis on facilitating and supporting rural-urban migrants		2.2.8. Consultation; Workshops; Drafting	18,000	26,000	26,000	70,000
	UNDP Responsible cultural tourism models at village and cross-village trail piloted with strong participation from local minority communities 2 counties			2.2.9. Consultation Design Implementation; Hospitality training Marketing	13,000	66,000	66,000	145,000
	UNDP Monitoring & Evaluation			2.2.10. Community evaluations	0	0	15,000	15,000
3. Culture Based Local Economic Development (LED) and livelihood creation through: (i) provision of entrepreneurship and business development services, and (ii) strengthening policy and institutional	ILO Action plans developed for VCD on creative and traditional products	Decent Work Country Programme Priority 1: Promoting employment and reducing inequality and poverty with particular emphasis on facilitating and supporting rural-urban migrants	MOLSS, SEAC	2.3.1. Adaptation of training materials	30,000	0	10,000	40,000
				2.3.2. Training of trainers	25,000	25,000	0	50,000
				2.3.3. Training of entrepreneurs	25,000	25,000	0	50,000
	2.3.4. Adaptation of VCD handbook	10,000		0	10,000	20,000		
	2.3.5. Training of VCD facilitators	20,000		20,000	0	40,000		
	2.3.6. Pilot VCD in the selected localities	40,000		40,000	0	80,000		
ILO Local capacity for economic development strengthened								

environment for ethnic minority arts and crafts sector	ILO			2.3.7. Review of local business environment	0	19,720	0	19,720	
	Local capacity for economic development strengthened			2.3.8. LED policy dialogues	0	0	30,000	30,000	
	Output related indicators: No. of local stakeholders trained + 150			2.3.9. Monitoring & Evaluation	0	5,000	10,000	15,000	
	Baseline: No of local stakeholders who received related training = 0	UNDP	UNDP country programme (2006-2010), outcome 1.2	SEAC	2.3.10. Needs assessment; PMO setup; Pilot selection	30,000	0	0	30,000
		UNDP	Aid local govt. in building institutional capacities to support minority crafts. Provincial level		2.3.11. Design Training	15,000	37,500	37,500	90,000
		UNDP	Support/create non-governmental minority craft associations and artisan networks. Provincial level		2.3.12. Design & Training(non-governmental minority craft associations and artisan networks)	15,000	37,500	37,500	90,000
		UNDP	Promotion and marketing support for local minority crafts		2.3.13. Market Study Marketing materials Promoting events	0	30,000	35,803	65,803
		UNDP	Monitoring and Evaluation		2.3.14. Monitoring and Evaluation	0	0	15,000	15,000
		UNESCO	UNESCO Draft programme & budget 2008-2009 main line of action	SEAC CA&CA	2.3.15. Coordinate with local stakeholders, form work team.	18,000	0	0	18,000
		Preparatory phase: work team formed, local stakeholders coordinated							

UNESCO Expert for market analysis of UNIDO: market analysis results conducted/produced with assistance of cultural expert	6 UNESCO medium term 2005-2013 strategic programme Objective 9
UNESCO Expert for needs assessment in SMEs: needs assessment results conducted/produced with assistance of cultural expert	Universal Declaration on Cultural Diversity (2001)
UNESCO SEAL of Excellence workshops: SEAL programme introduced through 1 training	Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005)
UNESCO Participatory crafts survey: 1 training workshop organized (for 3 counties/prefectures), survey conducted and results published	
UNESCO Consultation workshop: workshop conducted (cost sharing with UNDP)	

2.3.16. Provide cultural expert to assist in producing the Baseline study results.	10,000	0	0	10,000
2.3.17. Provide cultural expert to assist in producing the Market assessment results.	12,000	0	0	12,000
2.3.18. Organize 1 training workshop (for 3 counties/prefectures) to introduce the SEAL programme.	30,000	23,000	23,000	76,000
2.3.19. Organize 1 training workshop for local stakeholders (from 3 counties/prefectures) on Participatory crafts survey Training.	22,000	30,000	0	52,000
2.3.20. Publish survey results.	10,000	10,000	10,000	30,000
2.3.21. Organize 1 consultation workshop to discuss plans, progress and concerns.	0	15,000	15,000	30,000

UNESCO Testing stage for SMEs: testing carried out with assistance of cultural expert			2.3.22. Provide cultural expert to assist in the testing	0	12,000	12,000	24,000
UNESCO Evaluation and reporting monitoring report produced			2.3.23. Discuss among stakeholders on the progress and effectiveness of the activities, produce report.	14,000	14,000	20,000	48,000
UNIDO Coordinate with other UN and national, local partners; Identify target pilot areas; Form work team	UNIDO Country programme for China 2008-2010, Section 3.4.2	State Ethnic Affairs Commission (SEAC), CICETE	2.3.24. Preparatory phase	8,000	0	0	8,000
UNIDO identification of needs and consultations	Pipeline Productivity, Technology and Competitiveness		2.3.25. Needs assessment; and consultations at county level	18,000	18,000	0	36,000
UNIDO Design and local adaptation including translation; ToT; Conduct analysis; review and finalization; dissemination	ss Enhancement Projects Activities 2008-2010		2.3.26. Market and Product analysis conducted and disseminated	90,000	30,000	0	120,000
UNIDO Entrepreneurship and Business Development Services provided			2.3.27. Design and local adaptation including translation	0	80,000	0	80,000
			2.3.28. Training of trainers	0	40,000	0	40,000

			2.3.29. Capacity building for business support services	20,000	30,000	30,000	80,000
			2.3.30. Dissemination of results	0	0	20,000	20,000
	Monitoring and evaluation		2.3.31. Monitoring and evaluation	5,000	10,000	10,000	25,000
Project preparation/formulation (Funds administered by UNFPA)				19,580	0	0	19,580
Programme evaluation (Funds to be administered by UNDP on behalf of UNRCO)				0	0	50,000	50,000
International Programme Coordinator (Funds to be administered by UNDP on behalf of UNRCO)				65,343	85,000	85,000	235,343
Total without management fee				1,875,457	2,079,870	1,652,150	5,607,477
Management fee for MDG-F (7%)				131,282	145,591	115,650	392,523
Grand-Total				2,006,739	2,225,461	1,767,800	6,000,000

Budget allocation to Participating UN Organizations (POs) including 7% management fee:	Y 1	Y2	Y3	Total
FAO	128,400	80,250	32,100	240,750
ILO	208,650	178,390	98,440	485,480
UNDP	265,727	453,145	566,354	1,285,226
UNESCO	380,385	529,115	388,640	1,298,140

UNFPA	211,411⁹	164,138	145,734	521,283
UNICEF	450,506	443,248	341,257	1,235,011
UNIDO	150,870	222,560	64,200	437,630
WHO	210,790	154,615	131,075	496,480
Grand-Total	2,006,739₁₀	2,225,461	1,767,800	6,000,000

⁹ Includes \$20,000 already advanced for programme formulation

¹⁰ Includes \$20,000 already advanced for programme formulation

6. Management and Coordination Arrangements

This programme will be implemented by participating UN Agencies in cooperation with participating national partners. MOFCOM, which serves as the national focal point of the UN System in China, is responsible for overall coordination of the Programme and is ultimately responsible for achieving its objectives. SEAC takes the lead role on implementation of technical aspects of the Programme. The UN Resident Coordinator reports to UNDP/Spanish MDG Achievement Fund Office on behalf of the Programme. He takes overall responsibility for facilitating collaboration between participating UN Organizations to ensure that the programme is on track and that promised results are being delivered.

A national MDG Fund Steering Committee (NSC) has already been established in China, to oversee this programme. It comprises: a) the UN Resident Coordinator, b) senior representatives from MOFCOM, NDRC and SEAC and c) a representative from the Government of Spain. The Co-chairs are the UN Resident Coordinator and the senior representative from the Government of China. Other representatives and observers will be invited by the co-chairs as appropriate. The NSC's role is to provide oversight and strategic guidance to the programme. The NSC will normally meet semi-annually and will make decisions by consensus. The specific responsibilities of the NSC will include:

- a. Reviewing and adopting the Terms of Reference and Rules of Procedures of the NSC and/or modifying them, as necessary (Generic Terms of Reference can be found on the MDTF website);
- b. Approving the Joint Programme Document before submission to the Fund Steering Committee. Minutes of meeting to be sent to MDG-F Secretariat with final programme submission;
- c. Approving the strategic direction for the implementation of the Joint Programme within the operational framework authorized by the MDG-F Steering Committee;
- d. Approving the documented arrangements for management and coordination;
- e. Establishing programme baselines to enable sound monitoring and evaluation;
- f. Approving the annual work plans and budgets as well as making necessary adjustments to attain the anticipated outcomes;
- g. Reviewing the Consolidated Joint Programme Report from the Administrative Agent, providing strategic comments and decisions and communicating this to the Participating UN Organizations;
- h. Suggesting corrective action to emerging strategic and implementation problems;

- i. Creating synergies and seeking agreement on similar programmes and projects by other donors;
- j. Approving the communication and public information plans prepared by the PMC.

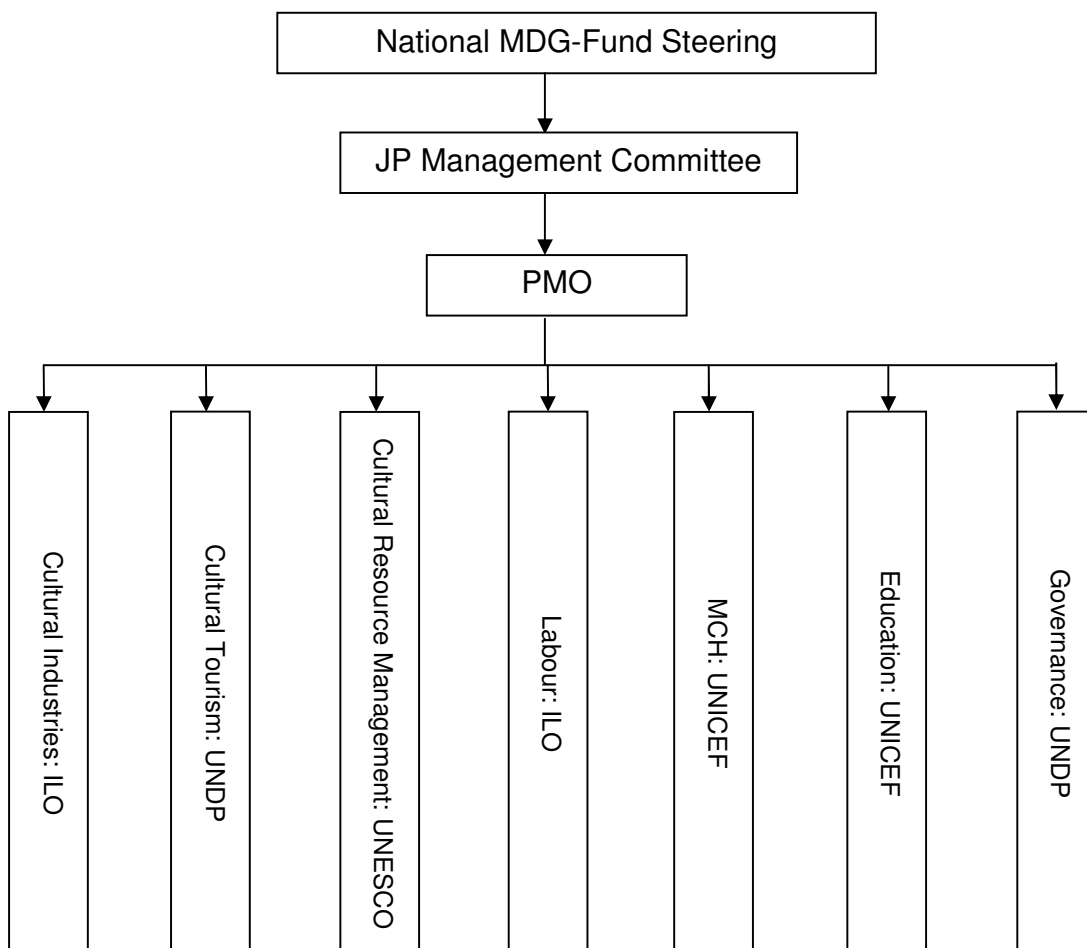
The national and international organizations directly involved, including appropriate civil society organizations, in implementing this joint programme will form the Programme Management Committee (PMC), co-chaired by the UNRC or his designate and SEAC. The PMC will be an operational sub-entity of the existing UN Theme Group on Poverty and Inequality, which has responsibility inter alia for overseeing the UN's broader work in the culture and development field. The Joint Programme Coordinator and experts will be invited to the PMC meetings as needed. The PMC will normally meet quarterly, but may meet more often depending on the need to address issues related directly to management and implementation of the programme. The specific responsibilities of the PMC will include:

- a. Ensuring operational coordination;
- b. Appointing the Programme Coordinator;
- c. Managing programme resources to achieve the outcomes and output defined in the programme;
- d. Aligning MDG-F funded activities with the UN Strategic Framework or UNDAF approved strategic priorities;
- e. Establishing adequate reporting mechanisms in the programme;
- f. Integrating work plans, budgets, reports and other programme related documents; and ensuring that budget overlaps or gaps are addressed;
- g. Providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan;
- h. Agreeing on re-allocations and budget revisions and making recommendations to the NSC as appropriate;
- i. Addressing management and implementation problems;
- j. Identifying emerging lessons learned; and
- k. Establishing communication and public information plans.

An effective coordination system between the national programme partners and the participating UN agencies during the programme implementation is established. A Project Management Office (PMO) is established in SEAC's premises and is responsible for daily management of the joint programme. A UN Programme Coordinator, recruited by the RC Office, and working under the guidance and direct supervision of the UN Resident Coordinator, will work in the PMO and will coordinate the UN Agencies' activities on a day to day basis. Alongside him / her, a national programme coordinator (NPC) and an assistant to NPC are recruited and funded by

Government. They work under the guidance and direct supervision of the Co-Chair of the Programme Management Committee nominated by SEAC. They are responsible for the project management and coordination among ministries, agencies, and project implementing partners. The PMO as a whole will prepare all the documentation required by the PMC and will service its meetings. The PMO also provides administrative and management services to UN agencies, Ministries, agencies, and partners as required.

At implementing level, one participating national partner and the respective UN agency take overall responsibility and accountability for each output, as detailed below. They report to the Programme Coordinator.



Management and Coordination Arrangements for Each Output

The programme is cross-sectoral, and covers a wide-range of components. To ensure effective implementation, each component is linked to one UN Agency, which is technically responsible for coordinating implementation. To strengthen synergies and complementarity, each agency works in close cooperation with other key UN agencies and national partners which have significant experience in the given or related components. This is to ensure the maximum degree of results and information dissemination and usage. The key linkages are provided in the paragraphs below.

UNDP (component 1.1 and 2.2) UNDP assumes the leadership role in both outputs 1.1 and 2.2 which is coordinated closely with input from UNESCO. UNDP will further coordinate and work closely with CICETE and SEAC as national partners.

UNICEF (component 1.3) UNICEF takes the lead for output 1.3, supported by UNFPA and WHO. The three agencies will work on this component in discussion with MOH and NPFPC as primary partners.

UNICEF (component 1.2) UNICEF also takes the lead for output 1.2, supported by UNESCO.

ILO (components 1.4 and 2.3) ILO assumes leadership for the results in component 1.4, with coordination with UNESCO. It takes the lead in output 2.3, and will work closely with UNESCO, UNIDO and UNDP.

UNESCO (component 2.1) UNESCO takes the lead for this work in close cooperation with FAO. UNESCO will work closely with SACH for the cultural mapping and CNME for the museum outputs, whereas FAO will collaborate with MOA with technical support from IGSNRR.

7. Fund Management Arrangements

The administration of the programme follows the "Pass-Through" fund management option, in accordance with the planning and financial procedures as explained in the UNDG Guidance Note on Joint Programming.

UNDP will act as Administrative Agent in accordance with the policy of 26 June 2007 on "Accountability when UNDP is acting as Administrative Agent in UNDP Multi-Donor Trust Funds and/or UN Joint Programmes". (<http://www.undp.org/mdtf/docs/UNDP-AA-guidelines.pdf>). As per this policy, accountability for UNDP's Administrative Agent function rests with the Executive Coordinator of the MDTF Office.

Each Participating UN Organization (PO) assumes complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent (AA) and can decide on the execution process with its partners and counterparts following the organization's own applicable rules and regulations.

Each PO establishes a separate ledger account for the receipt and administration of the funds disbursed to it by the AA. POs are requested to provide certified financial reporting according to the budget template provided in the MDG-F Operational

Guidance Note issued by the MDTF Office and are entitled to deduct their indirect costs on contributions received not exceeding 7 per cent of the Joint Programme budget in accordance with the provisions of the MDG-F MOU signed between the AA and the POs.

Subsequent instalments will be released in accordance with Annual Work Plans approved by the National Steering Committee, NSC. The release of Funds is subject to meeting a **minimum commitment threshold** (legally binding contracts signed, including multi-year commitments which may be disbursed in future years) of 70% of the previous fund release to the POs combined. If the 70% threshold is not met for the programme as a whole, funds cannot be released to any organization, regardless of the individual organization's performance.

On the other hand, the following year's advance can be requested at any point after the combined commitment against the current advance has exceeded 70% and the work plan requirements have been met. If the overall commitment of the programme reaches 70% before the end of the twelve-month period, the POs may after endorsement by the NSC request the MDTF Office, through the RC to release the next instalment ahead of schedule. The RC will make the request to the MDTF Office on the NSC's behalf.

Any fund transfer is subject to submission of an approved Annual Work Plan and Budget to the MDTF Office.

Below are the specific cash transfer modality arrangements of the UN agencies involved:

FAO: FAO-China will transfer funds to the relevant national partners on reimbursement basis.

ILO: Funds will be managed according to ILO financial rules and regulations. The funds will be transferred to ILO HQ in Geneva. The ILO Beijing Office will manage the funds, and will apply advancing and reimbursement modality to national partners.

UNDP: Direct cash transfers from UNDP to CICETE according to the UN Harmonized Approach to Cash Transfers and from CICETE to cooperating agencies as noted above, in line with UNDP National Execution modality.

UNESCO: Funds will be transferred to UNESCO HQ and then to UNESCO Office Beijing. Funds are administrated as per the rules and regulations of UNESCO. UNESCO Office Beijing will transfer funds to the relevant national and local partners under contracts. The first advance payment will be released upon the submission of a workplan with budget estimate. Successive payments will be released upon the submission of progress reports, and the final payment upon the completion of the project activities covered under the contract and the submission of a final report with certified financial statement.

UNFPA: Funds will be transferred to UNFPA HQ, and then to UNFPA-China. Utilization of the funds will be subject to the Harmonized Approach to Cash Transfers applicable for the UN Agencies. The Funds will be transferred with the Direct Cash Transfer modality. Funds will be managed according to UNFPA financial rules and regulations. The Country Programme Action Plan (CPAP) provides strategies to

implement the outputs of the country programmes. The funds are allocated accordingly.

UNICEF: Funds will be transferred to UNICEF HQ and then to UNICEF-China. Fund utilization will be according to the UN Harmonized Approach to Cash Transfers, and UNICEF's normal financial rules and regulations. The payment will take the form of "direct cash transfer", "direct payment" or "reimbursement".

UNIDO: For national contracts UNIDO normally does a sub-contract in which we issue one advance payment, and then afterwards, issue payment against progress reports.

WHO: The reimbursement of expenditure will be managed according to WHO's financial rules and regulations for the Government Cooperative Programme, and payment on Agreement for Performance of Work (APW) and Direct Financial Cooperation (DFC) in delivery of products. The funds will be transferred to WHO HQ, which will on-transfer the funds to WHO-China.

8. Feasibility, Risk Management and Sustainability of Results

8.1 General Assessment of Feasibility

This joint programme for China for the Culture and Development Partnership Framework, including all its expected outcomes and outputs, will have high feasibility and sustainability. This is because the programme is:

- ◆ Constructed within the framework of UNDAF and the Millennium Development Goals, and,
- ◆ Linked closely with the highest priorities of the Government of China in its pursuit of a sustainable and harmonious "Xiao Kang Society".
- ◆ Implementing this output is economically feasible. The average input of this Output in one pilot city/county is around \$60,000 per year. It is likely that the level of direct cash transfer to a locality will be around \$40,000 per year. In China, this is well within the local government's capacity to absorb and deliver the services.

The overall level of risk of the programme will be low as all components will receive the highest-level of strong support from Government.

All of the agencies involved in the Joint Programme have long established relationships with their national partners, and have developed high levels of mutual trust. The track record of these national partners is strong. Please see #14, Annex C for a complete list of these national partners.

8.2 Assessment of Specific Risks and Risk Management

Although the overall assessment of risk is low, some risks were identified, together with measures and strategies to address and resolve them.

General Risks Linked with Implementation & Coordination

The project specifically targets ethnic minority populations living in remote regions of China, and seeks to achieve a new objective less familiar to people working in the development field, that is integrating culture and development. Consequently, despite the over-all low level of risk assigned to the entire project, different components have specific risks which are outlined below. None of the identified risks, however, pose serious obstacles for successful implementation, and all have been addressed.

Remoteness Issue

- ◆ Coordination difficulties among the stakeholders at the national and local levels. The risk is medium. Measures to address it include: 1) establishment of an effective coordination mechanism; and 2) strong consultation at the local level to ensure technologies and initiatives are adjusted to meet local conditions.
- ◆ Communication and coordination challenges due to the remoteness and relatively low level of development in the pilot areas. The risk is high, and will result in more difficulty in implementation and potentially higher cost. However, there are no fundamental obstacles. The risk can be addressed through close monitoring together with hiring good local coordinators.

Local Level Buy-In

- ◆ Local implementation of the project will depend on the willingness of local governments to adopt the strategies. The risk of refusal here is low. Nonetheless, recruiting local minority staff will serve to strengthen local level buy-in. It is noted that the adaptability and flexibility of social, cultural and technical conditions at the local-level must also be considered.
- ◆ Local government does not fully understand the project, and is reluctant to cooperate fully. This risk is low, but would have high impact. Careful coordination and consultation will be required at the local level. By explaining the programme in detail, local partners will understand the aims and importance of the programme.
- ◆ Assumptions on which success of implementation of the programme depend on the willingness of local governments and the private sector to adopt new technologies as well as the suitability of social and technical conditions at the local-level (1.4).
- ◆ Activities that are not driven by the will of the community, and do not represent the different interests of the community, may end up being an extractive exercise that abuses people's trust. The risk is medium, and would have a medium impact. It can be substantially addressed in the preparatory, coordination and training stages.

Government Capacity

- ◆ The capacity of local government and non-government counterparts could be strengthened. High probability (indeed this is a major rationale for the output itself). Will result in higher difficulty in implementation. The risk will partially be addressed through training activities under the output.
- ◆ Low awareness of participatory approaches among local government and non-government counterparts. High probability (indeed this is a major rationale for the project itself). It will result in higher difficulty in implementation. The risk will be substantially addressed through training activities under the output.

Cultural Restraints/Issues

- ◆ Ethnic minority groups reluctant to cooperate. The risk is low, but should it occur, it would have high impact. To address this risk, the project coordinators need to explain the programme, its aims and benefits, in detail
- ◆ Potential sensitivities related to working with governance issues in minority areas. The risk is high, and if realized will result in a more difficult acceptance of the proposed ideas and higher difficulty in implementation. The risk will be addressed directly by initial consultation with local governments to guarantee programme objectives match their goals and needs.
- ◆ The low priority given to cultural values and issues related to economic growth, particularly at local levels of government. This risk has a high probability, and will result in more difficult acceptance of proposed ideas and higher difficulty in implementation. The risk will be addressed directly by awareness activities and lending support to those people and offices in local governments who are directly involved with promoting and preserving culture.

Legal Risks and Restraints

- ◆ Legal and regulatory obstacles to setting up new types of institutional entities (such as village committees or local artisan associations). Medium probability. Will be assessed carefully in the baseline exercise in the inception phase. May result in difficulty obtaining approval for entities; however even obstacles will provide valuable feedback to local, provincial and national government via the project evaluation and therefore have clear advocacy uses.

Economic Risks and Restraints

- ◆ Insufficient financial resources. The risk is low, but would have high impact. All agencies must prepare budget carefully, and local resources should be used as much as possible.
- ◆ Compartmentalized resource allocations in line departments at the local government will impact on the effective use of public resources for conducting interventions. The probability of this risk is low, and the impact would also be low. To address this risk, the programme will focus on the win-win strategy of the benefits for all stakeholders by participating in this programme. To do this, it will be important to identify and involve key local decision-makers in the programme activities.
- ◆ Mapping and agro-cultural projects may raise expectations about new resources and income which, if not fulfilled, may lead to disappointment. The risk is medium, and can be substantially addressed through training activities under the output.

Other

- ◆ Insufficient good quality data. This is likely at the outset, but is part of the rationale of the project. It can be addressed by baseline survey and data gathering capacity building and involving a broader base of stakeholders for data collection.
- ◆ People from the outside – and this includes both non-minority local people, and non-minority people moving into the area from other provinces – will capture the economic opportunities created by the programme. The risk of this happening is medium, and it would have a medium impact. To address this risk, during the preparatory phase, the programme will build consensus among all stakeholders about the importance of the affirmative actions of the programme for ethnic minorities.

8.3 National Capacity Building

All components of the Joint Programme involve national capacity building, and this activity lies at the core of nearly all of them. A review of the Joint Programme Outputs in Section 4.5 shows that all components in the programme include training and capacity building workshops at a range of different levels, targeting: (i) officials at national, provincial and local levels, (ii) people from different newly formed civil society organizations; and (iii) people from the local communities.

In addition, all components include the production of training and capacity building materials. Because part of these capacity building exercises will take place in ethnic minority areas with ethnic minority populations, these components will be provided in the language of the local ethnic minorities. We cannot repeat too often that an important aim of this Joint Programme is “culture and development”, and as such, it means including ethnic minorities within the development process while recognizing their ethnic differences, and using these differences to support development.

Attempts will be made not simply to translate the training materials and information packages from the national language into the ethnic minority language. The materials will be customized in consultation with the local people themselves. In this way, the materials will be embedded within the local traditional culture, making them more acceptable and understandable to them.

Some specific examples of capacity building are:

- ◆ UNICEF, for example, will introduce international standards and best practice to technologically strong national counterparts, who will then transmit this capacity building to the local level. In the process, materials, will be customized and locally adapted together with the local communities.
- ◆ UNFPA, together with UNICEF and WHO, will advocate with local policy makers on the importance of the provision of culturally sensitive MCH/FP services with a client-centred approach. The raised awareness is expected to contribute to the capacity in policy making in terms of resource allocation and planning.
- ◆ This cultural heritage programme puts ethnic minorities in charge of safeguarding material and intangible culture at the same time as it reminds the government and local institutions that the needs of ethnic minority communities are best understood by members of the community.

8.4 Sustainability

Overarching Sustainability

Sustainability and local buy-in is important if the projects piloted during the Joint Programme are to be not only continued but expanded after the immediate three-year project is finished.

In this regard, a number of the components intend to use awareness raising activities to increase buy-in both among officials and the communities. For example, awareness of the relevance of inclusiveness in governance, and basic methodology to ensure it, once raised among community leaders and government officials at the local as well as provincial levels, will not vanish. Piloting concrete mechanisms for

consultation and participatory planning will create useful precedents which can either be maintained or used as reference for future alternatives. Revisions of local and provincial development plans will, if adopted, have a lasting effect on local development. The great emphasis on capacity building overall will ensure sustainability of impact, particularly since it will be directed towards government as well as non-government and community representatives.

Very important for all the components is to raise awareness of the intrinsic as well as economic value of cultural heritage among community leaders and government officials at the local as well as provincial levels. Once raised, it is expected that this awareness will not vanish. Piloting concrete mechanisms for community resource management and responsible tourism will create useful precedents which can either be maintained or used as reference for future alternatives. Revisions of local and provincial development and protection plans will, if adopted, have a lasting effect on local development. The great emphasis on capacity building overall will ensure sustainability of impact, particularly since it will be directed towards government as well as non-government and community representatives.

Finally, in all components of the project a mechanism is included which is reflected in the monitoring element. It ensures that throughout implementation all participants and stakeholders consider, discuss and elaborate how the results and processes established during the project can continue to be delivered after completion of the project.

Specific Sustainable Strategies which are linked to Specific Components

- ◆ Sustainability in the training for the MCH component will be ensured by incorporating the content into the regular in-service training curriculum of the county and township level health services, as well as by basing the syllabus on the national guidelines after appropriate adaptation. Sustainability of new techniques and equipment will be ensured through use of low-cost and cost-effective best practice methods. Service quality levels will be maintained through application of the quality control system intrinsic in the package of training and supervision to be introduced. The general economic and administrative improvement and increased uptake of services should also sustain local support for the enhanced services.
- ◆ Further sustainability for the MCH component will be ensured through the advocacy on policy makers with support of the Joint Programme. A mechanism for increasing funding on a regular basis for MCH is expected to be established, and the participation of minorities in service provision to be improved.
- ◆ The museum and cultural mapping activities will continue to run under government funding as they always have. However, because this is a pilot program, lessons learned from training and new-exhibition design can be exchanged among provincial museums.
- ◆ Cultural mapping will raise pride and encourage ethnic minorities to play a more active role in the safeguarding of their heritage.
- ◆ With regard to the sustainability of the cultural industries, the component will seek to establish sustainable partnership between the local craft associations/artisans and governmental institutions.

- The coordination of different institutions and associations established under the project.
 - Regional and international networks created through the SEAL programme will maintain the flow of information and ideas between local craft-workers in global level.
-
- ◆ With further regard to the sustainability of cultural industries, the key is people being involved in VCD. VCD is a common platform for local resource mobilization. With the successful VCD teams developed during the programme period, it is more likely that decision-makers in the locality support the replication of VCD and apply the same approach to other potential sectors. The tools like training materials and guidebooks produced by the programme will contribute to the sustainability of the programme.
 - ◆ With regard to labour and employment, mechanisms will be developed and piloted for officials on the national and local levels to facilitate information exchange and training on anti-discrimination – with specific regard to ethnic minorities. They will also build in awareness raising strategy to change attitudes about ethnic minorities and their rights to equal opportunities.

9. Accountability, Monitoring, Evaluation and Reporting

On an annual basis, the lead UN Organizations for each output are required to provide narrative reports on results achieved, lessons learned and the contributions made to the Joint Programme.

The reporting mechanism will be anchored in the common Results Framework (for format refer to UNDG Guidance Note on Joint Programming). The agencies will channel their report contributions directly into an integrated reporting system.

Budget provisions have been made to cover the operating costs of joint monitoring and reporting (within the PMO). The monitoring system will track the Participating UN Organizations' individual contributions to the programme outputs.

The MDTF Office is responsible for the annual Consolidated Joint Programme Progress Report, which will consist of three parts:

- a. AA Management Brief. The Management brief consists of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.
- b. Narrative Joint Programme Progress Report. This report is produced through an integrated Joint Programme reporting arrangement. The report will be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 28 February of each year.
- c. Financial Progress Report. Each Participating UN organization will submit to the MDTF Office a financial report stating expenditures incurred by each programme during the reporting period. The dead-line for this report is 31 March.

In addition to the required annual reports participating UN organizations will provide quarterly updates to ensure an open flow of information to the donor. The joint programme will have a final evaluation and mid term review. The mid term review will be organized by the MDG-F Secretariat.

An Overview of the MDGs Addressed by this Joint Programme and Indicators of their Achievement

This Joint Programme addresses 6 of the MDGs, namely goals 0, 1, 2, 3, 4, and 5. These are:

Goal 0: To further the Millennium Declaration which calls for an enabling environment (human rights, democracy and good governance);

Goal 1: Eradicate Extreme Poverty and Hunger;

Goal 2: Achieve Universal Primary Education;

Goal 3: Promote Gender Equality and Empower Women;

Goal 4: Reduce Child Mortality; and

Goal 5: Improve Maternal Health

Although specific Indicators are listed below in the Program Monitoring Framework under each specific Outcome and Output, it is useful to provide here an overview of the indicators which will be used to assess the overall achievement of these 6 goals. Many of these goals, "promoting gender equality" for example, are sought under all programme Outcomes and Outputs. Because these goals are specifically targeting ethnic minority populations in Tibet, Qinghai, Yunnan and Guizhou, it is to be understood that the indicators below refer to these targeted ethnic minority populations. The goal of this Joint Programme is not to address the MDG for the entire population of China. Nonetheless, the achievement of these goals within the targeted ethnic minority communities will contribute to the over-all successful achievement of the MDGs on a national level.

Goal 0: The indicators for this goal will be seen at the conclusion of the project when it is expected that sensitivity to cultural diversity and a broader inclusion of civil society will be seen.

Goal 1: The indicators include: (i) reducing the proportion of the population living below \$1 (PPP) per day; (ii) reducing the poverty gap ratio (incidence x depth of poverty); (iii) increasing the share of the poorest quintile in national consumption; and (iv) reducing the unemployment rate of young people aged 15-24 years.

Goal 2: The indicators include: (i) increasing the new enrolment ration in primary education; (ii) increasing the proportion of pupils starting grade 1 who reach grade 5; (iii) improving the literacy rate of 15-24 year-olds; (iv) balancing the rations of girls to boys in primary, secondary and tertiary education; and (v) improving the ratio of literate women to men.

Goal 3: These indicators include: (i) increasing the share of women in wage employment in the non-agricultural sector

Goal 4: These indicators include: (i) reducing infant mortality rate; (ii) reducing the under-five mortality rate; (iii) increasing the proportion of 1 year-olds immunised against measles; and (iv) decreasing the prevalence of underweight children under-five years of age.

Goal 5: These indicators include: (i) decreasing the maternal mortality ratio; and (ii) increasing the proportion of births attended by skilled health personnel.

Table 2: Program Monitoring Framework

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks and assumptions
<p>MDG Goals & indicators relevant to the programme:</p> <p><u>Goal 1: Eradicate Extreme Poverty</u> Indicator 1. Proportion of population below \$1 (PPP) per day Indicator 2. Poverty gap ratio [incidence x depth of poverty] Indicator 3. Share of poorest quintile in national consumption Indicator 4. Prevalence of underweight children under-five years of age</p> <p><u>Goal 2: Universal Primary Education</u> Indicator 6. Net enrolment ratio in primary education Indicator 7. Proportion of pupils starting grade 1 who reach grade 5 Indicator 8. Literacy rate of 15-24 year-olds</p> <p><u>Goal 3: Gender Equality</u> Indicator 9. Ratios of girls to boys in primary, secondary and tertiary education Indicator 10. Ratio of literate women to men, 15-24 years old Indicator 11. Share of women in wage employment in the non-agricultural sector</p> <p><u>Goal 4: Reduce Child Mortality</u> Indicator 13. Under-five mortality rate Indicator 14. Infant mortality rate Indicator 15. Proportion of 1 year-old children immunised against measles</p> <p><u>Goal 5: Improve Maternal Health</u> Indicator 16. Maternal mortality ratio Indicator 17. Proportion of births attended by skilled health personnel</p>					
<p>JP Outcome 1: The inclusion of ethnic minorities in cultural, socio-economic and political life strengthened through improved public policies and services. All of the outputs of Outcome 1 address all the MDGs targeted in this Joint Programme.</p>					
<p>1. Governance processes made more inclusive of ethnic minorities and sensitive to culturally based</p>	<p>-No. of local government officials, local People’s Congress or CPPCC officials, community leaders and civil society representatives trained</p>	<p>Outcome reports Training material</p>	<p>Questionnaires, collection of documents, training workshops</p>	<p>UNDP and SEAC</p>	<p>Low awareness of participatory approaches, Potential sensitivities related to working with governance issues in minority areas.</p>

<p>development strategies.</p> <p>This component specifically targets MDG 0. Indicators are the number of successful trainings developed and provided.</p>	-UNESCO Cultural Diversity Programming Lens Toolkit translated, adapted to the local context, tested and disseminated	Publication and dissemination of diversity lens toolkit in Chinese / minority languages as required.	Training workshops	UNESCO	Uncertain level of understanding of local stakeholders on cultural diversity; potential sensitivities related to planning and decision making processes.
	-Platforms for exchange on development strategies established	Recorded documents	Regular project progress report	UNDP, SEAC	Legal and regulatory obstacles to setting up new types of institutional entities.
	-No. of interactions of minority constituencies, community leaders and CSOs with local government or NPC/CPPCC representatives	Consultation, recorded documents, and reports	Workshops and consultation meeting	UNDP,SEAC	Low priority given to cultural values, Low awareness of participatory approaches
	No. of social scientist trained, no. of research projects conducted and no. of policy recommendations produced. Platforms for exchange between policy makers and researchers provided	Training reports, research papers and policy recommendations Recorded documents	Training workshop, consultative (advisory) meetings	UNESCO, Renmin University	Low interest of social scientist to participate in policy dialogue due to potential sensitivities related to policy issues in ethnic minority areas; policy recommendations are not applicable
	-The importance of minority inclusion and culturally sensitive development reflected in local governance processes and planning frameworks	Baseline and end line survey, and draft Culture based development plan	Regular project progress report	UNDP, SEAC	Insufficient good quality data,
<p>2. Strengthened policy and institutional capacity in developing and implementing culturally sensitive and quality basic education for ethnic minority children.</p>	-No. of Key indicators on the status of ethnic minority children's learning and ethnic minority teachers' teaching identified	Baseline, MRT, end-line survey	Questionnaires and filed study, interviews	UNICEF and Ministry of Education	Quality of survey/monitoring design: Stakeholders participation and support
	-Increased % of 5-year primary school net enrolment and completion rates; -increased % of net enrolment rates in junior high schools for ethnic minority children	Regular reviews and reports, filed monitoring reports	Monitoring tools	UNICEF and Ministry of Education	Quality of survey/monitoring designs: Quality data with disaggregated by gender, age, geographical areas ; Stakeholders participation and support

This component addresses MDG 2 and 3. The cited indicators specify how these goals will be achieved.	-Guideline developed and applied - No. of local curricula developed and applied	Documents	Collection of documents	UNICEF and Ministry of Education	Quality of survey/monitoring designs; Quality data with disaggregated by gender, age, geographical areas ; Stakeholders participation and support
	-No. of ethnic minority teachers trained Increased % of the required academic degree for ethnic minority teachers - Increased level of subject learning performance by ethnic minority children	Baseline, MTR, and end-line survey	Questionnaires Monitoring tools	UNICEF and Ministry of Education	Quality of survey/monitoring designs; Quality data with disaggregated by gender, age, geographical areas ; Stakeholders participation and support
	-Models of best practice replicated - Coverage of replication -No. of beneficiaries covered by replication	Baseline, MTR, and end-line survey ; Reports and publications	Questionnaires; Collection of documents; Workshops	UNICEF and Ministry of Education	Quality of survey/monitoring designs; Quality data with disaggregated by gender, age, geographical areas; Stakeholders participation and support
	-No. of supplies provided and applied	Utilization reports	Management of system of UNICEF; Management of Records by End-users	UNICEF and Ministry of Education	Quality of survey/monitoring designs; Quality data with disaggregated by gender, age, geographical areas; Stakeholders participation and support
	- 90% of available policies reviewed and analyzed	Documents	Desk review	UNESCO MoE (NatCom)	All policy documents not available in time
	- At least 12 case studies (3 per county) conducted involving both schools and communities	Onsite verification	Field work	UNESCO MoE (NatCom)	Quality data is not available in the field
	-Local government and practitioners enabled to use UNESCO's policy recommendations and best practices and gaps identified to improve effective	Documents	Desk review	UNESCO MoE (NatCom)	Recommendation are not politically acceptable

	implementation				
	-Policy makers at central and local government levels as well as local practitioners have been provided with opportunities to build capacity on framing and implementing culturally sensitive education policies for ethnic minority children by the end of year 3.	Documents	Checklist	UNESCO MoE (NatCom)	Participants do not use the training knowledge
3. Facilitate local adaptation of national MCH policy to assure improved participation in quality of, access to and knowledge and uptake of an essential package of evidence-based MCH and FP services and associated practices in ethnic minority areas, acknowledging culture and traditional beliefs as key influences on service strategies and uptake prioritized by local administrators, and incorporating improvements in human and	-At least 60% of service providers have the knowledge on essential MCH services.	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	strengthening the existing capacity of local govt -government counterparts
	-Adapted local MCH guidelines and materials	Consultation and printed documents	Regular project progress reports	UNICEF UNFPA WHO	National and provincial counterpart financial and management support and intersectional cooperation
	-At least 20% increase in proportion of pregnant women in project counties receiving quality ANC	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 60% or 30% increase in proportion of pregnant women in project counties who receive antenatal care at least 5 times.	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 50% of township clinics providing Basic Emergency Obstetric and Newborn Care in the project counties	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 60% or 30% increase in hospital delivery in project provinces	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation

<p>financial resources, health systems and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries.</p> <p>This component addresses MDG 4 & 5. The detailed indicators listed show how this will be measured.</p>	- At least 20% of decrease of anemia among pregnant women and children under 5 years	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 60% of women and caregivers in the general population are aware of: 3 danger signs during pregnancy 3 danger signs of child illness	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 30% of women initiate breastfeeding within one hour after delivery	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 60% of women undertake exclusive breast feeding of their baby for 6 months	Baseline and end line surveys	Questionnaire	UNICEF UNFPA	Local government management support and cooperation
	-At least 80% of women commence appropriate complementary feeding for their baby from the age of 6 months	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-10% increase of ethnic minority in policy making	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-5% increase of ethnic minority in service provision	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-At least 60% of women and caregivers in the general population are aware of 3 danger signs during pregnancy & 3 danger signs of child illness	Baseline and end line surveys	Questionnaire	UNICEF UNFPA WHO	Local government management support and cooperation
	-Estimated costs for essential MCH/FP service package	Consultation and technical reports	Costing analysis, using available methods	WHO UNICEF UNFPA	National and provincial counterpart support
	-Revised service benefit package of RCMS with added MCH care	Agreements of technology transfer and investment Reports of the design, test, deployment, maintenance	Workshops and consultation meetings and field visits	WHO UNICEF UNFPA	National and provincial counterpart support

	-At least 70%MCH information staff trained on MCH information management system	Training materials, reports, Adapted guidelines	Training workshops	WHO UNICEF UNFPA	National and provincial counterpart support	
	-M&E framework with relevant tools and instrument, and impact evaluation	Recommendations to the central government, M&E guidelines including tools and instruments	Literature review, group exercise, and field work	WHO UNICEF UNFPA	National and provincial counterpart support	
<p>4. Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination.</p> <p>By addressing unequal access to employment for ethnic minorities, this component tackles MDG 1 and 3. The success of this component will be indicated by the numbers of ethnic minorities and especially the female population among these communities who are engaged in new venues of employment which can reduce their poverty.</p>	- At least 2 counties are able to institutionalize availability of Quality data on the situation of ethnic minorities in the labour market	Validated research reports	Regular reporting	ILO	National and provincial counterpart support and participation; potential sensitivities related to research in ethnic minority areas	
	- 50 labour officials with increased awareness and understanding	Training attendance			Availability of labour officials	
	- 100 policy-makers, labour officials, advisors, employers and persons involved in the settlement of labour disputes with an in-depth understanding of the concepts of discrimination and equal opportunity	Survey on attitudes and experiences			National and provincial counterpart support and participation	
	- In at least two counties a sustainable mechanism developed and implemented which will facilitate information exchange and training on anti-discrimination	Functioning mechanism	Regular reporting		National and provincial counterpart support and participation; capacity of local officials and level of ownership	
	- 10 non-pilot sites that are using the training materials	Field visits	Regular reporting		National and provincial counterpart support and participation; Level of ownership	
	No. of research papers published, no. of policy recommendations produced	Research papers and policy recommendations	Consultative (advisory) meetings		UNESCO, Renmin University	Potential sensitivities related to policy issues in ethnic minority areas; policy recommendations are not applicable
	<p>JP Outcome 2: Ethnic minorities empowered in management of cultural resources and benefiting from cultural-based economic development The Outputs in JP Outcome 2 primarily address MDG 0, 1 and 3.</p>					

<p>1. Improved approaches and capacity of ethnic minorities in understanding and protecting cultural (tangible and intangible) capital and ethnic awareness of cultural Diversity</p> <p>This component addresses MDG 0, 1 and 3. The strategy centers on community-based involvement and ownership whose success will lead to improved governance and human rights. The component also targets the inclusion of women. The resulting community museums will bring increased income to the communities.</p>	-Ethnic minority communities production of own cultural maps;	Documents; new exhibition	Monitoring in months 14, 24-25, 33-34	UNESCO	Ability and interest of ethnic minority communities in creating cultural maps; possibility that institutional influence on community mapping will be high; support from local gov't
	-Creation of new exhibit incorporating results of community-based mapping;				
	-Production of museum catalogue				
	-No. of museum staff attending training/capacity-building;	Museum training attendance; knowledge-sharing attendance; New exhibition. Museum catalogue created	Monitoring in months 14, 24-25, 33-34	UNESCO	Quality of training; ability of trainees to successfully utilize training material; support from local gov't
	-No. of participants in knowledge-sharing between museum staff and ethnic minority community;				
	-Creation of new exhibit based on results of incorporating results of community-based mapping, knowledge-sharing and training;				
	-Production of museum catalogue				
	-Master Plan development on the 1)agro-culture dynamic conservation and 2) alternative industries development;	Master plan document; Training/workshop attendance; Publicity/advocacy documents	Monitoring in months 14, 24-25, 33-34	FAO	Ability to create master plan feasible enough for implementation by gov't and stakeholders; support from local gov't
	- No. of people trained at local workshop on conservation and development and stakeholder training;				
-Publication and advocacy of agro-culture, such as media publication, information exchange, etc.					

<p>2.Capacity built and examples piloted on using participatory processes in managing minority community resources and sustainability leveraging tourism for local livelihoods</p> <p>This component also addresses MDG 0, 1 and 3. The process of developing responsible, community-based tourism models will yield improved governance, gender equality and increased community incomes.</p>	-No. of local govt officials, community leaders and civil society representatives trained	Baseline, MTR, end line survey Training material	Questionnaires, collection of documents, Training workshops	UNDP	Low awareness of participatory approaches.
	- UNESCO Community-Based Tourism Capacity Building toolkit translated and applied for consultations and trainings	Publication and dissemination of the toolkit in Chinese / minority languages as required.	Training workshops	UNESCO	Acceptance level of the local stakeholders on the toolkit.
	-Collective resources management established	Onsite verification, Recorded documents	Field visit, Collection of documents	UNDP,SEAC	strengthening the existing capacity of local govt and non-govt counterparts.
	-Provincial and local tourism strategies adopted/revised based on participatory planning processes	Document of adapted tourism strategies, reports	Collection of document, regular progress report	UNDP, UNESCO	strengthening the existing capacity of local govt and non-govt counterparts,
	-Responsible and participatory cultural tourism models at village and cross-village trail piloted	Onsite verification, reports	Field visit, regular progress report	UNDP, UNESCO, SEAC, local tourism administration	Insufficient financial resources, Insufficient good quality data, limited coordination between local stakeholders
	-Availability of Provincial artisan networks and supporting institutions for the minority crafts sector to help connect with local artisans and communities	Baseline and end line survey, consultation	Questionnaire, interview, consultation meeting	UNDP, UNESCO, SEAC, local tourism administration	strengthening the existing capacity of local govt and non-govt counterparts, limited coordination between local stakeholders
	-Local cultural tourism development strategies developed	Documents	Collection of documents	UNDP, UNESCO, SEAC, local tourism administration	strengthening the existing capacity of local govt and non-govt counterparts, limited coordination between local stakeholders
	-Increase in community tourism arrivals and incomes in pilot areas over next five years: 50%.	Baseline and end line survey, consultation	Consultation meetings, terminal review meeting	Tourism administration	strengthening the existing capacity of local govt and non-govt counterparts
3. Culture Based Local Economic Development	-Total economic value created by cultural industries in the pilot areas	County taxation index	Included in the annual report	ILO MOFCOM	Coordination between local stakeholders increased.

(LED) and livelihood creation through: (i) provision of entrepreneurship and business development services, and (ii) strengthening policy and institutional environment for ethnic minority arts and crafts sector

This component addresses MDG 1 and 3. The indicators provided all address the number of jobs and businesses to be reached by the trainings in this component, and how this will improve economic opportunities. Women ethnic minorities will be targeted.

- No. of jobs created by the enterprises supported by the programme	County labour bureau statistics on employment	Included in the annual report	ILO MOFCOM	Coordination between local stakeholders increased.
- Local stakeholders enabled to use UNIDO methodology for conducting sector-specific analyses by end of year 2	Onsite verification, reports	Field visit, Collection of documents	UNIDO	Insufficient and/or quality data available
- Minimum of 2 product categories improved through technologies and marketability, quality and design upgrading.	Onsite verification, reports, survey	Field visit, data collection local staff recruited	UNIDO, UNESCO	Market acceptance of national, regional and international level; technology transfer capacity; overemphasize new technology and approach over traditional production methods.
- Number of businesses which have received Entrepreneurship and Business Development Services (BDS) training by local institutions active in programme catchment area (by means of providing different targeted services) increased by 20%age points by the end of year 3	Onsite verification, reports	Field visit, meeting and interviews with counterparts and entrepreneurs	UNIDO	strengthening the existing capacityof local govt and non-govt counterparts
- Seal of Excellence for Handicraft Programme (SEAL) introduced	Onsite verification, reports, survey	Field visit, data collection local staff recruited	UNESCO, UNIDO	Acceptance level of ethnic minorities on benefits and mechanisms of the SEAL programme; Market acceptance of national, regional and international level.
Improved understanding and appreciation of local traditions and crafts	SEAL training workshops	Consultation, Numbers of participants in training workshop	UNESCO	Efficacy of training workshops; usefulness of study and consultation meetings
Participatory craft survey and database	Publication of participatory craft survey	Survey, questionnaire, interview, secondary data	UNESCO	Ability to cover all artisans and crafts in the studied areas

	<p>-More than 2 Provincial artisan networks and supporting institutions for the minority crafts sector to help connect with local artisans and communities are formulated and strengthened</p>	<p>Baseline and end line survey, consultation</p>	<p>Questionnaire, interview, consultation meeting</p>	<p>UNDP, UNESCO, SEAC</p>	<p>Insufficient financial resources, Insufficient good quality data,</p>
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10. Ex Ante Assessment of Cross-cutting Issues

The joint programme makes special efforts to mainstream gender, human rights, and community participation into its activities and outputs. This is part of ensuring programme success – e.g. ensuring that technologies and strategies are appropriate to local conditions and accepted by local people through a consultative process.

The Joint Programme also recognizes that cultural rights are an important part of human rights. This is especially important in this programme focusing on ethnic minorities.

Human Rights

- ◆ All of the outputs of the joint programme make special efforts to ensure human rights, and especially that the rights of ethnic minorities are integrated into the programme. This includes the policy recommendations in all outputs.
- ◆ The output on education, for example, emphasizes that education is a fundamental human right, and aims to ensure that children from ethnic minorities are able to exercise this right.
- ◆ The health outputs stress respecting, protecting, promoting and fulfilling the rights of the ethnic minorities, in particular their right to life, health and freedom from discrimination. Duty bearers are policy makers and service providers and rights-holders are beneficiaries including women and children.
- ◆ The governance output takes the rights based approach as its starting point. In the processes to design and implement local development strategies, government officials and leaders from the local People's Congress and CPPCC are seen as duty bearers, while the local communities and their representatives are seen as rights bearers.
- ◆ Utilization of cultural resources is a right of ethnic minorities who belong to the culture.
- ◆ Human rights of ethnic minorities will be enhanced through their participation in the planning, design, implementation and monitoring processes together with the output implementation partners.
- ◆ Cultural rights will be enhanced through the strengthening of policy, regulatory and institutional environment for ethnic minority arts and crafts sector.

Gender

- ◆ Women are generally more disadvantaged than men in the general discourse on community planning as well as concrete processes leading to the design or review of specific development plans and initiatives. In certain minorities, this gender bias may be particularly pronounced. Extra care must therefore be taken to not only encourage and ensure women's participation in project activities, but to use those activities as a means to strengthen advocacy on gender equity overall.
- ◆ The health outputs will put special emphasis on women and children. It will also try to promote quality data disaggregated by sex. All local adaptation and community education initiatives will emphasize community participation in the planning and implementation process.
- ◆ Health activities associated with local level policies will prioritize representation of female service providers and policy makers. The beneficiaries of the health component are predominantly reproductive-age women and their children. Duty bearers are policy makers and service providers; rights holders are beneficiaries including women and children.

- ◆ Advocacy and behaviour change will take into consideration of the relations between men and women. Special effort will be made to enhance male involvement in shouldering the responsibilities in MCH and FP.
- ◆ The cultural industries outputs emphasise that equal opportunities should be provided for female and male entrepreneurs to benefit from the activities. For example, gender balance in entrepreneurship and technology upgrading training should be taken into consideration.
- ◆ The Governance Output will ensure that women will make up minimum 40% of all training opportunities, for government as well as non-government groups. Special sessions will be arranged to solicit the frank views of women in the community. Female participants will be given special encouragement as necessary to provide their views in sessions for consultation and discussion.
- ◆ Gender roles within different ethnic minorities are markedly different and these should be considered in all of the activities under this output. Types and experiences of discrimination and equal opportunities will be examined and addressed through a gender lens.

The Environment

- ◆ In the process of rapid growth and development taking place across China, economic expansion is often prioritized over conservation and sustainability, leading to environmental damage, which in turn contributes to climate change. One part of this problem relates to the lack of adequate consultation with and representation of the views and concerns of affected communities in the processes of development planning, particularly at the local levels.
- ◆ The importance of sufficient safeguards is often higher in many minority areas where the natural environment and ecosystems are often both more unique and fragile (e.g. the high altitude flora and fauna on the Tibetan plateau), and where climate change can have more serious impact. In minority areas, concerns about the protection of local natural assets and traditional lifestyles mirror closely the corresponding questions in the cultural heritage domain. Understanding traditional environmental safeguards and supporting them (for example, not developing sacred mountains into resorts) is one way the programme will help to protect the environment. Environmental degradation is further linked with insufficient understanding of traditional land use practices which can serve to preserve rather than destroy.
- ◆ While holding considerable promise, the development of the local tourism industry as a strategy for growth and employment can also precipitate distinct risks for the natural environment and the sustainability of traditional lifestyles dependent on it. By demonstrating the use of participatory methods in local tourism development and collective processes to manage local resources, the tourism output can contribute to the protection of environmental assets and the sustainable development of the local economy based on the needs, hopes and concerns of the affected communities themselves.
- ◆ In promoting local, cultural industries, clear guidelines should be provided to protect the local environment in terms of sustainable use of natural resources, impact on living environment of local residents and minimizing the industrial wastes and industrial pollution. The guidelines should be mainstreamed throughout the programme.

Civil Society and Community participation

- ◆ The Woman's Federation at the local level will be involved in community activities. The network of the family planning association can be utilized in disseminating information.
- ◆ All local adaptation and community education initiatives will emphasize community participation in the planning and implementation process. This will be an important part of ensuring programme success – i.e. ensuring that technologies and strategies are appropriate to local conditions and accepted by local people through a consultative process.
- ◆ Participation by civil society and the community at large is a key objective of the activities proposed under the output and so they will be directly engaged in activities. They will also be invited to review and consultation sessions to evaluate the programme during and after implementation.
- ◆ The very nature of VCD is a methodology to allow all the stakeholders to benefit from and participate in the local economic development. This includes public and private organizations as well as concerned individuals.
- ◆ In the cultural heritage and industries component, the outputs will guarantee that ethnic minorities take part in the needs assessment, meetings and trainings of local institutions. Local craft associations and craft centres will be established according to the needs of ethnic minorities.

11. Legal Context or Basis of Relationship

The cooperation or assistance agreements that each participating agency has with the Government of China will collectively provide the legal context for this programme.

- **FAO:** The Food and Agricultural Organization of the United Nations and the Government of the People's Republic of China signed an agreement for the establishment of the FAO Representation in China, on 25 May 1982.
- **ILO:** Memorandum of Understanding between the Government of China (MOLSS) and the ILO signed in 2001 and the Decent Work Country Programme with tripartite constituents endorsed in August 2007.
- **UNDP:** This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of the People's Republic of China and the United Nations Development Programme, signed by the parties on 29 June 1979. The host country-implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government cooperating agency described in that agreement.
- **UNESCO:** China has established a Permanent Delegation to UNESCO, which undertakes liaison between UNESCO and the Chinese government, at its Headquarters in Paris. Broad consultations are held regularly with the Permanent Delegation regarding UNESCO's programming and activities. The Chinese National Commission for UNESCO, a national cooperating body set up by the Chinese government for the purpose of associating its governmental and non-governmental bodies with the work of UNESCO, works closely with UNESCO Office Beijing, which was established in 1984.

- **UNFPA:** Has a basic agreement with the Government of China which stipulates the roles and responsibilities of the two parties. The Country Programme is coordinated by the Ministry of Commerce, and is implemented by the line ministries and institutions that are defined for each Country Programme and the projects under this.
- **UNIDO:** The UNIDO Beijing office was established in accordance with the Agreement between the Government of the People's Republic of China and MOFCOM. The Office was established in 1979.
- **UNICEF:** has a basic agreement with the Government of China, which stipulates the roles and responsibilities of the two parties. The Country Programme is coordinated by the MOFCOM and is implemented by sector ministries who are defined for each Country Programme and the projects under this.
- **WHO:** The WHO Beijing office was established in accordance with the Agreement between the Government of the People's Republic of China and WHO. The Office was established in 1981.

Annex A – Annual Work Plan and Budget for the First Year of Implementation (2008)

JP output: 1.1 Governance processes made more inclusive of ethnic minorities and sensitive to culturally based development strategies										
Annual targets	Activity	TIME FRAME 2008				UN AGENCY	RESPON-SIBLE PARTY	Planned Budget		
		Q1	Q2	Q3	Q4			Source of Funding	Budget description	Total amount
PMO set up, pilots selected, training needs identified, training of trainers and awareness raising activities conducted, results fed into revision of design, curricula and materials	1.1.1. Preparation	x				UNESCO	SEAC	MGD-F	Personnel	8,000
									Travel	2,000
									Total	10,000
	1.1.2. Training Workshops		x	x	x	UNESCO	SEAC	MGD-F	Contract	9,000
									Train/Con	12,000
									Travel	4,000
									Total	25,000
	1.1.3. Toolkit in Chinese version (& minority language as required)		x	x		UNESCO	SEAC	MGD-F	Contract	10,000
									Total	10,000
	1.1.5. UNESCO Monitoring, evaluation and reporting				x	UNESCO	SEAC	MGD-F	Contract	5,000
									Travel	2,000
									Total	7,000
	1.1.6. Set up: Needs assessment, PMO set up Pilot selection	x	x	x	x	UNDP	SEAC	MGD-F	Personnel I/L	20,000
									Travel	4,000
								Supplies	6,000	
								Total	30,000	
1.1.7. Training: Design Testing		x	x	x	UNDP	SEAC	MGD-F	Contract	9,500	
								Train/Conf	6,000	
								Travel	1,000	
								Total	16,500	
1.1.8. Exchange mechanism: Design Testing		x	x	x	UNDP	SEAC	MGD-F	Personnel I/L	3,000	
								Train/Conf	2,000	
								Travel	1,500	

	Revision Consultation								Total	6,500
JP output: 1.2. Strengthened policy and institutional capacity in developing and implementing culturally sensitive and quality basic education for ethnic										
Baseline indicators on status of learning and teaching in the targeted ethnic minority areas identified	1.2.1. Baseline studies on learning and teaching status for ethnic minority children and teachers - Field monitoring - Mid-term assessment - End-cycle assessment	x	x	x	x	UNICEF	MOE Provincial Education Commissions	MGD-F	Personnel I	8,000
									Contracts L	10,000
									Travel	2,000
									Total	20,000
Teachers trained in the targeted ethnic minority areas and school conditions improved in safety and hygienic environment	1.2.2. Development of teacher training materials in culturally appropriate languages	x	x	x	x	UNICEF	MOE Provincial Education Commissions	MGD-F	Contracts L	40,000
									Train/Conf	10,000
									Supplies	10,000
									Total	60,000
Outlines of guideline/training/teaching/learning materials drafted and consulted amongst UNICEF and implementing partners	1.2.3. Workshops for developing outlines - contracts for technical support by consultants	x	x	x	x	UNICEF	MOE Provincial Education Commissions	MGD-F	Contracts	25,000
	1.2.4. Pre-testing in the field								Total	25,000
Supply provision to facilitate teacher training	1.2.6. Supplies supported	x	x	x	x	UNICEF	MOE, Provincial Education Commissions	MGD-F	Supplies	15,000
									Total	15,000
Review of national and provincial policy on education for ethnic minorities	1.2.7. Collection of national and provincial policy documents -Analysis from the minority perspective - Data processing	x	x	x	x	UNESCO	MoE (NatCom)	MDG-F	Personnel I	10,000
									Travel	8,000
									Contract	22,000
									Total	40,000

JP output: 1.3 Improved access to participation in quality of and knowledge and uptake of an essential package of evidence-based MCH and Family Planning (FP) services and associated practices in ethnic minority areas, acknowledging culture and traditional beliefs as key influences on service strategies and uptake, prioritized by local administrators, and incorporating improvements in human and financial resources, health systems management, and monitoring and evaluation systems that specifically focus on the ethnicity of the providers and beneficiaries										
Baseline survey report drafted	1.3.1. Conduct baseline survey		x	x	x	UNICEF	NCWCH	MDG-F	Contract	20,000
									Total	20,000
Baseline survey report drafted	1.3.2. Conduct baseline survey		x	x	x	UNFPA	China Population Development and Research Centre (CPDRC) & NFFPC	MDG-F	Contract	20,000
									Total	20,000
Prepare and introduce culturally appropriate adaptations of national guidelines for training of MCH/FP service providers (UNFPA), and for counseling on MCH/FP choices National MCH guidelines adapted to local context	1.3.3. Adaptation of national MCH guidelines	x	x	x	x	UNICEF	MCH Dept NCWCH PHB	MDG-F	Contract	18,000
									Supply	3,000
									Total	21,000
National FP guidelines adapted to local context	1.3.4. Adaptation of national FP guidelines	x	x	x	x	UNFPA	RH/FP institution under NPFPC	MDG-F	Contract	18,000
									Supply	3,000
									Total	21,000
Training of provincial, county and township level health providers on MCH and health communication strategies, using community-based traditional leaders and health providers, and rollout an essential	1.3.5. Training service providers Provide vehicle Iron & VitA supplements. Provide computer Provide medical equipment.	x	x	x	x	UNICEF	MCH Dept NCWCH PHB	MDG-F	Training	55,000
									Travel	12,600
									Personnel	33,000
									Transportation	99,000
									Supply	27,100

package of services (UNICEF) (includes iron, vitamin A, basic MCH equipment, vehicles)								Miscell	1,000	
								Total	227,700	
Survey Report on Participation drafted	1.3.6. Together with Baseline survey	x	x	x	x	UNFPA	CPDRC, and NCWCH	MDG-F	Contract	20,000
									Total	20,000
Enhanced policy environment	1.3.7. Workshops	x	x	x	x	UNFPA	NPFPC, NCWCH and Women Federation	MDG-F	Training	56,000
									Total	56,000
Improved household practices	1.3.8. Community education	x	x	x	x	UNICEF	MCH, Dept NCWCH PHB	MDG-F	Training	18,000
									Supply	6,000
									Contract	8,334
									Total	32,334
Improved household practices	1.3.9. IEC materials, media	x	x	x	x	UNFPA	NPFPC and MCH	MDG-F	Training	56,000
									Total	56,000
Technical assistance provided	1.3.10. UNFPA CST visit	x	x	x	x	UNFPA	UNFPA CST in Bangkok	MDG-F	Personnel	5,000
									Total	5,000
Draft integrating MCH service model in rural areas is available	1.3.11.1. Situation analysis and literature review; 1.3.11.2. Local essential medicines list(EML) for children		x	x	x	WHO	MOH	MGD-F	Personnel I	5,000
									Personnel N	4,000
									Contracts L	28,000
									Travel	4,000
									Miscell	2,500
									Total	43,500
MCH/FP essential package defined	1.3.12.1. Literature review 1.3.12.2. A review of local standards and guidelines and comparisons with essential package from National MCH Strategy and current implementation practices.	x	x	x	x	WHO	MOH	MGD-F	Personnel L	4,000
									Contractes L	36,000
									Miscell	4,000

	Workshop to get consensus on local essential package								Total	44,000
Standardizes MCH data collection	1.3.13.1. Adaptation of WHO guideline on data collection at grassroots level 1.3.13.2. The establishment of causes of death at hospital and household levels.		x	x	x	WHO	MOH	MGD-F	Personnel I	5,000
									Personnel N	4,000
									Contracts L	38,000
									Train/Conf	12,000
									Travel	4,000
									Miscell	2,500
Total	65,500									
Draft M&E framework develop	1.3.14.1. Development of the action plan 1.3.14.2. Conduct formative research to identify local barriers to care		x	x	x	WHO	MOH	MGD-F	Personnel I	10,000
									Contractes L	30,000
									Travel	3,000
									Miscell	1,000
Total	44,000									
JP output: 1. 4 Inclusion issues of minorities are better addressed through culture-based economic empowerment and non-discrimination										
Build up the knowledge base on the employment situation of ethnic minorities in selected pilot sites. Identify capacity gaps. Develop training materials.	1.4.1. Research and surveys conducted, and policy and practical recommendations are use to formulate detailed capacity building strategy.	x	x	x	x	ILO	MOLSS	MGD-F	Contracts L	20,000
									Training	10,000
									Travel	5,000
									Total	35,000
	1.4.2. Develop training materials for key stakeholders to better implement legislation		x	x	x	ILO	MOLSS	MGD-F	Contracts L	10,000
									Total	10,000
Action research on language and cultural barriers facing ethnic	1.4.3. Preparatory Phase, Literature and Policy Review Phase; selection of pilot sites,	x	x	x	x	UNESCO	CASS / Renmin University	MGD-F	Contracts L	9,500
									Personnel	1,000

minorities at workplace	baseline study; training workshops, design/test overall strategies; consultative meetings; build project task force and partnership with local governments								Total	10,500
JP output: 2.1. Improved approaches and capacity of ethnic minorities in understanding and protecting cultural (tangible and intangible) capital and ethnic awareness of cultural diversity										
Awareness-raising of Cultural Mapping on a local level; implementation cultural mapping ;Museum enhancement	2.1.1. Preparation phase	x	x	x		UNESCO	SACH	MDG-F	Personnel	9,000
									Travel	37,000
									Contract	2,000
									Total	48,000
	2.1.2. Cultural Mapping			x	x	UNESCO		MDG-F	Contracts	16,000
									Total	16,000
	2.1.3. Museum training and exhibition development			x	x	UNESCO		MDG-F	Contracts	4,000
									Training	4,000
									Total	8,000
Awareness raising of traditional agro-culture in piloted minority areas;	2.1.5. Master Plan development(Conceptual development and literature study for its preparation)	x	x	x		FAO	MOA, IGSNRR	MDG-F	Personnel I	27,500
									Train/Conf	6,000
									Supplies	5,000
									Travel	24,500
									Miscell	2,000
									Total	65,000
Dynamic conservation and adaptive management of these agro-culture systems;	2.1.6. Local workshop and training on Traditional agro-culture MSP (multi-stakeholder process) on China Cultural Heritage Day in Guizhou	x				FAO	MOA, IGSNRR	MDG-F	Personnel I	7,000
									Train/Conf	4,000
									Supplies	2,000
									Travel	6,000
									Miscell.	1,000
									Total	20,000
Improvement of living standard in pilot minority areas with traditional	2.1.7. Publication and propaganda on agro-culture, such as media publication,		x	x		FAO	MOA, IGSNRR	MDG-F	Personnel I	12,000
									Train/Conf	2,000

agriculture systems.	information exchange, etc.							Miscell.	1,000	
								Total	15,000	
	2.1.8. Workshop and training on the conservation of agriculture heritage in Beijing			x		FAO	MOA, IGSNRR	MDG-F	Personnel I	11,000
									Train/Conf	1,000
									Supplies	2,000
									Travel	5,000
									Miscell.	1,000
							Total	20,000		
JP output: 2.2 Capacity built and examples piloted on using participatory processes in managing minority community resources and sustainably leveraging tourism for local livelihoods.										
Needs identified, tourism handbook translated and training organized introducing community based cultural tourism.	2.2.1. Preparatory phase	x				UNESCO	SEAC	MGD-F	Personnel	9,000
									Travel	2,000
									Total	11,000
	2.2.2. Survey and needs assessment	x	x			UNESCO	SEAC	MGD-F	Contract	8,000
									Total	8,000
	2.2.3. Training Handbook translation		x	x		UNESCO	SEAC	MGD-F	Contract	23,000
									Training	16,000
									Total	39,000
	2.2.5. Monitoring, Evaluation and Reporting				x	UNESCO	SEAC	MGD-F	Contract	5,000
									Travel	2,000
								Total	7,000	
PMO set up, needs assessment and market study conducted, results fed into planning of pilot models for local cultural tourism as well as training and awareness raising. processes, trainings	2.2.6. Set up: Needs assessment Market study PMO set up Pilot selection	x	x	x	x	UNDP	SEAC	MGD-F	Personnel I/L	20,000
									Supplies	6,000
									Travel	4,000
									Total	30,000
	2.2.7. Training: Design Training	x	x	x	x	UNDP	SEAC	MGD-F	Contract	8,000
								Travel	1,000	
							Total	9,000		

conducted, consultants organized around pilot models, models revised based on feedbacks	2.2.8.Local Tourism Planning: Consultation Planning Drafting	x	x	x	x	UNDP	SEAC	MGD-F	Contract	15,000
									Travel	3,000
									Total	18,000
	2.2.9. Consultation Design Implementation; Hospitality training Marketing	x	x	x	x	UNDP	SEAC	MGD-F	Contract	6,000
									Train/Conf	5,000
									Travel	2,000
									Total	13,000
JP output: 2.3 Culture Based Local Economic Development (LED) and livelihood creation through: (i) provision of entrepreneurship and business development services, and (ii) strengthening policy and institutional environment for ethnic minority arts and crafts sector										
Potential entrepreneurs in cultural industries trained on SIYB	2.3.1. Adaptation of training materials		x	x		ILO	MOLSS	MGD-F	Personnel L	30,000
	2.3.2 Training of trainers			x	x				Train/Conf	40,000
	2.3.3 Training of entrepreneurs			x					Travel	10,000
									Total	80,000
Action plans developed for VCD on creative and traditional products	2.3.4 Adaptation of VCD handbook		x			ILO	MOLSS	MGD-F	Personnel L	15,000
	2.3.5 Training of VCD facilitators			x	x				Contracts L	30,000
	2.3.6 Pilot VCD in the selected localities				x				Train/Conf	20,000
									Travel	5,000
								Total	70,000	
PMO set up, trainings and awareness raising activities conducted, artisan networks and non-govt. craft associations identified and supported	2.3.10. Set up Baseline analysis	x	x			UNDP	SEAC	MGD-F	Personnel I/L	26,000
									Travel	4,000
									Total	30,000
	2.3.11. Design Training		x	x		UNDP	SEAC	MGD-F	Contract	13,000
									Travel	2,000
									Total	15,000
	2.3.12. Design & Training(non-governmental minority craft associations and artisan networks)	x	x			UNDP	SEAC	MGD-F	Contract	13,000
									Travel	2,000
									Total	15,000

Pilot areas selected and potential cultural resources identified; sectoral assessment designed and undertaken; appropriate institutional structures developed	2.3.15. Work team formed Preparatory phase	×				UNESCO	SEAC, CA&CA	MGD-F	Personnel	9,000	
									Contracts	5,000	
									Travel	4,000	
									Total	18,000	
	2.3.16. Baseline study results		×						MGD-F	Contracts	10,000
								Total		10,000	
	2.3.17. Market assessment results		×						MGD-F	Contract	12,000
								Total		12,000	
	2.3.18. Training workshops			×	×			×	MGD-F	Contract	18,000
										Training	8,000
										Travel	4,000
										Total	30,000
2.3.19. Training workshops (Participatory crafts survey Training)			×	×	×	MGD-F	Contract	14,000			
							Training	4,000			
							Travel	4,000			
							Total	22,000			
2.3.20. Survey (publication) (cost sharing with UNDP)				×	×	MGD-F	Contract	10,000			
							Total	10,000			
2.3.23. Reports (Monitoring & Evaluation)					×	MGD-F	Contract	9,000			
							Travel	5,000			
							Total	14,000			
2.3.24. UNIDO Preparatory phase		×				UNIDO	SEAC	MGD-F	Personnel I/L	2,000	
									Train/Conf	2,000	
									Travel	4,000	
									Total	8,000	
2.3.25. UNIDO identification of needs and consultations		×	×			UNIDO	SEAC	MGD-F	Personnel I/L	3,000	
									Contracts	10,000	
									Travel	5,000	
									Total	18,000	

2.3.26. UNIDO Market and Product analysis		x	x	x	UNIDO	SEAC	MGD-F	Personnel I/L	20,000
								Contracts I/L	40,000
								Train/Conf	10,000
								Travel	14,000
								Equipment	6,000
								Total	90,000
2.3.29 UNIDO Capacity building for business support services			x	x	UNIDO	SEAC	MDG_F	Personnel I/L	10,000
								Train/Conf	5,000
								Travel	5,000
								Total	20,000
2.3.31. M&E				x	UNIDO	SEAC	MGD-F	Personnel I/L	3,000
								Travel	2,000
								Total	5,000
Project preparation/formulation (Funds administered by UNFPA)								19,580	
International Programme Coordinator (Funds to be administered by UNDP on behalf of UNRCO)								65,343	
Total Planned Budget without management fee								1,875,457	
Management Fee for MDG-F (7%)								131,282	
Grand-Total								2,006,739¹¹	

Budget allocation to Participating UN Organizations (POs) for the First Year of Implementation broken down by budget lines		
Participating UN Organizations (POs)	Budget line	Amount
FAO	Personnel	57,500
	Travel	35,500
	Training/Conference	13,000

¹¹ Includes \$20,000 already advanced for programme formulation

	Supplies	9,000
	Miscellaneous	5,000
FAO Total Planned Budget (without 7% management fee):		120,000
FAO 7% management fee:		8,400
ILO	Personnel	45,000
	Travel	20,000
	Contract	60,000
	Training/Conference	70,000
ILO Total Planned Budget (without 7% management fee):		195,000
ILO 7% management fee:		13,650
UNDP	Personnel (incl. international programme coordinator)	134,343
	Travel	24,500
	Contract	64,500
	Training/Conference	13,000
	Supplies	12,000
UNDP Total Planned Budget (without 7% management fee):		248,343
UNDP 7% management fee:		17,384
UNESCO	Personnel	46,000
	Travel	74,000
	Contract	191,500
	Training/Conference	44,000
UNESCO Total Planned Budget (without 7% management fee):		355,500
UNESCO 7% management fee:		24,885
UNFPA	Personnel (incl. programme preparation/formulation)	24,580 ¹²
	Contract	58,000
	Training/Conference	112,000
	Supplies	3,000
UNFPA Total Planned Budget (without 7% management fee):		197,580
UNFPA 7% management fee:		13,831

¹² Includes \$20,000 already advanced for programme formulation

UNICEF	Personnel	41,000
	Travel / Transportation	113,600
	Contract	121,334
	Training/Conference	83,000
	Supplies	61,100
	Miscellaneous	1,000
UNICEF Total Planned Budget (without 7% management fee):		421,034
UNICEF 7% management fee:		29,472
UNIDO	Personnel	38,000
	Travel	30,000
	Contract	50,000
	Training/Conference	17,000
	Equipment	6,000
UNIDO Total Planned Budget (without 7% management fee):		141,000
UNIDO 7% management fee:		9,870
WHO	Personnel	32,000
	Travel	11,000
	Contract	132,000
	Training/Conference	12,000
	Miscellaneous	10,000
WHO Total Planned Budget (without 7% management fee):		197,000
WHO 7% management fee:		13,790
Total Planned Budget without management fee		1,875,457
Management Fee for MDG-F (7%)		131,282
Grand-Total		2,006,739¹³

¹³ Includes \$20,000 already advanced for programme formulation

Annex B – Relevant Institutional Capacity of the UN Agencies (in alphabetical order)

FAO has long been at the forefront of promoting natural resources management and environmental protection in its work. The Natural Resources Management and Environment Department takes the lead in the areas of bio-energy, climate change issues, land and water management, land tenure issues, biodiversity for food and agriculture, and research and extension.

ILO promotes “Decent Work” which focuses on the promotion of fundamental principles and rights at work, employment promotion, social protection and social dialogue with government, workers and employers. This joint programme will build on the ILO’s recent and on-going work on Local Economic Development with the Ministry of Labour and Social Security, and a range of activities undertaken with SEAC, MOLSS, the All China Federation of Trade Unions (ACFTU), and the China Enterprise Confederation (CEC) on discrimination in the workplace. The ILO further provides technical support in job creation through enterprise development and vocational training. This programme has close links to its activities on (1) entrepreneurship training for self-employment, (2) local economic development, and (3) non-discrimination.

UNDP: Because governance is one of its key practice areas, and capacity building is one of its most widely employed strategies, UNDP has a strong mandate and rich experience globally in these areas. UNDP China, as the first agency to partner directly with SEAC on a project specifically for ethnic minorities, also brings an existing trustful relationship with the government on these issues.

UNESCO: As the only UN agency specifically mandated with the responsibility for promoting creativity and safeguarding the world’s diverse cultural heritage, UNESCO fulfils the unique role of demonstrating that development has a human face. UNESCO takes the lead to ensure that the world’s diverse histories and cultures are not only preserved, but also tapped as a well-spring of innovation. UNESCO’s multi-sectoral approach allows for specialization not only in culture, but also in the fields of education and social science. The sectors together enact UNESCO’s global mandate, including extensive programming in China, to build a sustainable world of just societies that value knowledge, promote a culture of peace, celebrate diversity and defend human rights.

UNFPA is the largest international agency providing assistance in the area of population and development, promoting the attainment of universal access to reproductive health services and reproductive rights, of which improvement of maternal health care is a key component. UNFPA’s current assistance to China focuses on provision of integrated and gender-sensitive client-centered reproductive health services.

UNICEF works both at policy level with the MOH, MOE and MOF, as well as with sub-national government counterparts at all levels. UNICEF China studies and models approaches that influence development of policies, standards and budgets affecting children and families. Country staff includes experts in MCH and education, able to draw on UNICEF’s global technical and advocacy resources.

UNIDO provides technical support in strengthening industrial capacities. It mobilizes knowledge, skills, information and technology to promote productive employment, a competitive economy and a sound environment. UNIDO has been delivering technical assistance to China since 1979. This programme has close links to its activities on (1) trade capacity building, and (2) poverty reduction through productive capacities.

WHO has been active in China since 1981 as the United Nations' specialized health agency. WHO provides objective, evidence-based and expert technical advice to the Chinese Government, particularly the Ministry of Health. WHO also works with other health-related ministries and a range of cross sectoral partners including other UN agencies, non government organizations, bi-lateral donors, and multi-lateral organizations.

Annex C – Institutional Context of the National Partners

MOFCOM: Ministry of Commerce (UNICEF)

MOFCOM is very strong on government policy leverage and coordination and will be responsible for coordinating involved government agencies, and overall approval of annual work plans.

CICETE: China International Centre for Economic and Technical Exchange (UNICEF, UNDP, UNESCO, UNIDO, ILO and WHO)

CICETE, under MOFCOM, is the implementing agency for all development projects in the area of poverty reduction. Directly under the Ministry of Commerce (MOFCOM), CICETE's main mandate is to coordinate, on behalf of the ministry, the cooperation between China and UNDP, and to undertake the execution of the assisted programs. Its main objectives are to intensify personnel exchanges, economic and technical cooperation between China and other countries, and promote the development of new and advanced technology, so as to support China's economic reforms and modernization.

DITEA: Department of International Trade and Economic Affairs under MOFCOM is the focal point for UNICEF and UNFPA assistance to China since 1979. It is efficient in coordinating the involved line ministries and institutions of the partners implementing the country programmes.

SEAC: The State Ethnic Affairs Commission (UNESCO, UNDP, UNIDO, ILO)

SEAC is a commission under the State Council responsible for all concerns of ethnic minorities in China. Their structure is inclusive of provincial and local level and its functions are comprehensive, including policy advice, research and study, education, economic development etc. Although it has less experience implementing UN projects, partnerships established for recent UNDP projects provide a good existing basis on which to expand this work. Recent tasks include: (i) the Development Plan for Small Ethnic Minorities (2006-2010); (ii) the 11th Five-Year Plan for Prospering the Border Areas and Enriching the Residents Therein, and (iii) the 11th Five-Year Plan for Development of Public Affairs for Ethnic Minorities.

MOH: Ministry of Health and relevant department (UNICEF, UNFPA, WHO)

MOH is a Ministry overseen by the State Council. It is responsible for the overall management, monitoring and implementation of projects related to Maternal and

Child Health and Reproductive Health, including the development of annual work plans, policy guidance, advocacy, and follow up of the work done by the implementing agencies.

NPFPC: National Population and Family Planning Commission (UNICEF, UNFPA, WHO) NPFPC is the ministerial level agency responsible for China's population affairs and provision of reproductive health services related to family planning. It has an extensive network of family planning social workers reaching communities in both rural and urban areas in China.

MOE/NATCOM: Ministry of Education/National Commission for UNESCO (UNICEF and UNESCO)

MOE has a strong track record for designing and implementing projects efficiently across the country. The size of deliverables for the education component is small, and will pose no problem for the ministry to implement.

MOLSS: Ministry of Labour and Social Services (ILO)

As an organ directly under the State Council, MOLSS is in charge of the administration of national labour and social security undertaking. MOLSS has many major responsibilities which, inter alia, include: (i) drafting laws and regulations, administrative rules as well as basic standards on labour and social issues as well as, (ii) drafting the basic policies and measures to promote employment in urban and rural areas; (iii) work out the development program for the labour market, and (iv) organize building and improving employment services systems. MOLSS is directly responsible for ratifications of ILO standards and reporting on the same.

MOA: Ministry of Agriculture (FAO)

MOA is directly under the State Council with overall responsibility for research and strategic planning of agriculture and rural economic development, including making agri-industry policy and guiding rational allocation of agricultural resources.

SACH: State Administration for Cultural Heritage (UNESCO)

SACH is a major government body for the protection of cultural heritage in China, including identification of cultural heritage; conservation; museum development; planning and monitoring; and academic research regarding cultural heritage.

ACFTU: All-China Federation of Trade Unions (ILO)

ACFTU is a mass organization of the working class formed voluntarily by the Chinese workers and staff members. Founded on May 1, 1925, it now has a membership of 134 million in more than 1.713 million primary trade union organizations.

The major social functions of the Chinese trade unions are as follows: (1) to protect the legitimate interests and democratic rights of the workers and staff members, (2) to mobilize and organize the workers and staff members to take part in the construction and reform and accomplish the tasks in the economic and social development, (3) to represent and organize the workers and staff members to take part in the administration of the State and social affairs and to participate in the democratic management of enterprises, (4) to educate the workers and staff members to constantly improve their ideological and moral qualities and raise their scientific and cultural levels.

CASS: The Chinese Academy of Social Sciences

CASS is the highest academic research organization in the fields of philosophy and social sciences as well as a national center for comprehensive studies in the People's Republic of China.

ACLA: The All-China Lawyers Association (ILO)

ACLA functions include establishing and maintaining the administrative standards of the legal profession, oversight of continuing education for lawyers, the safeguarding of rights under law, and the representation of the Chinese legal profession in international exchanges.

SAIC: State Administration for Industry & Commerce (ILO)

SAIC is the competent authority directly under the State Council in charge of market supervision/regulation and related law enforcement through administrative means.

CEC: China Enterprise Confederation

CEC is an employers' organization made up of enterprises, entrepreneurs, provincial and municipal associations, industry associations and trade associations. CEC comprises 436,000 members representing 34 industrial sectors in 30 provinces, 260 industrial cities and regions. CEC is dedicated to promoting enterprise reform and development, upgrading the level of enterprise management, increasing the competitiveness of domestic and international enterprises, safeguarding the legal rights and interests of employers, building entrepreneurship and encouraging the sustained development of enterprises.

CA&CA: The China Arts and Craft Association (UNESCO)

CA&CA is a national non-profit organization established in 1988 with sponsorship of China Arts and Crafts (Group) Corporation, which is a state owned enterprise under the State Own Assets Supervision and Administration Committee of the State Council. Its major duties include setting up of regulations, organization of arts related activities and coordination of national masters in China. It also represents China in international organizations.

CHP: Beijing Cultural Heritage Protection Center (UNESCO)

CHP is a registered Chinese NGO that works at the grass roots level to assist local communities to preserve tangible and intangible local culture through training and capacity building. Key constituencies with which CHP works include community residents and leaders, government officials, media, students, and legal experts. CHP's core competency lies in cultural heritage law and policy. With the assistance of experts in various fields, it will develop additional core competencies as it grows in strength and resources in future years.

CNME: China National Museum of Ethnology (UNESCO)

Under the direct control of SEAC, CNME is committed to the collection, preservation and display of all the ethnic cultures of the 55 minority minorities in China. CNME includes sixteen branch museums across China which, in turn, are responsible for the surrounding local museums, cultural sites and institutions. CNME is also responsible for the professional development of all aboriginal museums and cultural sites in China. In 2004, CNME set up a training program to support the management of the museums and cultural sites in ethnic minority communities and to support their efforts in preserving and protecting their material and intangible cultures.

IGSNRR: Institute of Geographical Sciences and Natural Resources Research, the Chinese Academy of Sciences (FAO)

The Institute is the centre of excellence in China in land surface systems, people-environment interaction, ecological networks, geo-information sciences, natural resources sciences, agricultural policies and the heritage conservation.

NCWCH and NHEI: National Centre for Women’s and Children’s Health and National Health Education Institute (UNICEF, UNFPA, and WHO)

These are academic institutions which will: (i) implement the MCH project on behalf of the MOH; (ii) provide technical support; (iii) develop and support training packages and provide trainers; (iv) conduct or participate in supervision and monitoring; and (v) oversee studies and operational research.

PHB and CHB: Provincial and County Health Bureaux (UNICEF, UNFPA and WHO)

The PHB will be responsible for activity implementation, monitoring and evaluation and/or supervision. The CHB or local governments will be the main recipients of activity funding. Their general responsibilities will be outlined in an agreed “Note for the Record” developed at project commencement, and their operational responsibility for implementation will be specified on the basis of the annual workplans.

PFPB AND CFPB: Provincial and County Family Planning Commission (UNFPA)

The Family Planning Bureaux at the county level will be the recipients of the funding. The Family Planning Bureaux at the provincial level will be responsible for monitoring and supervision and evaluation.

Renmin University: (UNESCO SHS)

Established in 2003, the Institute of Anthropology of Renmin University has accomplished several remarkable researches and studies on anthropological and ethnic minority issues in China. Renmin University will be the main academic institution to: (i) provide technical support for the development and delivering of trainings; (ii) coordinate with other academic institutions in the field and; (iii) conduct academic research.

Annex D – Job Description of the Programme Coordinator

I. General Information
Job Title: Programme Coordinator (International) Reports to: Chairs, Programme Management Committee of CDPF Duration: 3 years Location: Programme Management Office, SEAC, Beijing, China

II. Organizational Context
Under a new UN-China Culture and Development Partnership Framework (CDPF) (\$6 million; 2008-2011), the UN aims to assist China in a culture-based development and its commitment to poverty alleviation and overall development of its minorities, which is strong in China’s 11th Five Year Plan, covering 2006-2010. The Programme also aims at preserving local cultural diversity and utilizing it as a driver for improving people’s lives in various fields such as Education, Health, Culture and Employment. The Programme adopts a rights-based and participatory

approach, building the capacity both of Government to involve communities in decisions about their development, and building the capacity of communities to participate.

A Programme Coordinator is being recruited to provide support to the UN Office in China to implement these activities. The consultant will co-chair the Programme Management Committee (PMC) and works under the guidance and direct supervision of the Chair of the UN Theme Group on Poverty and Inequality, and is responsible to provide strategic advice on implementation of various activities as described in the CDPF Project Document. The consultant works in close collaboration with Government officials, technical advisors and experts, multi-lateral and bi-lateral donors and civil society ensuring successful achievement of responsibilities.

III. Functions / Key Results Expected

Summary of Key Functions:

- ❑ Implementation of CDPF programme strategies related to Culture and Development
- ❑ Management of achievement of CDPF results
- ❑ Creation of strategic partnerships, with special focus on bilateral donors and private sector
- ❑ Provision of top quality policy advice services to the Government and facilitation of knowledge building and management in Culture and Development

1. Ensures **implementation of CDPF programme strategies** focusing on achievement of the following results:

- ❑ Leads a Project Office for the CDPF Project to be based in SEAC in Beijing. This will involve leading all technical inputs to achievement of project results, monitoring and evaluating progress towards results, and supporting coordination of various UN agencies and national partners under the programme.
- ❑ He/she will be accountable to a Programme Management Committee, and through this, to the national MDG Fund Steering Committee. At output level, one agency will take lead responsibility and accountability for delivery of each output, while working with UN agencies as partners in the output.
- ❑ Thorough analysis and research on Culture and Development trends and links to the political, social, economic and cultural situation in the country and preparation of substantive inputs to CDPF activities specified in the Results Framework.
- ❑ Awareness and knowledge of UN Education, Health, Employment, Human-rights and Culture related Conventions, their framework of analysis/action and related mechanisms.
- ❑ Identification of areas for support and interventions within the area of Culture and Development.
- ❑ Identification of sources of information related to Culture and Development. Keeping abreast of policy changes regarding Culture and Development issues.
- ❑ Monitoring and analysis CDPF programme, readjustments in portfolio.
- ❑ Participate in PMC meetings and mechanisms for effective implementation of CDPF

2. Ensures effective **management of the CDPF programme** within the thematic/sector areas assigned focusing on quality control from formulation to implementation of the country programme achieving the following results:

- ❑ Effective application of RBM tools, and monitoring achievement of results.

- ❑ Coordination of CDPF implementation with the various executing agencies. Introduction of performance indicators/ success criteria, cost recovery, targets and milestones.
- ❑ Review and adjustment of CDPF project document according to agreed-upon governmental priorities and available resources.
- ❑ Initiation of CDPF activities, determination of required revisions, coordination of the mandatory and budget re-phasing exercises, closure of projects through review.
- ❑ Financial and substantive monitoring and evaluation of the project, identification of operational and financial problems, development of solutions. Participation in audit.
- ❑ Evaluation of the CDPF programmes impact. Monitoring and analysis of the programme environment, timely readjustments in portfolio.
- ❑ Consolidate the annual narrative progress report and financial report.

3. Ensures **creation of strategic partnerships** focusing on achievement of the following results:

- ❑ Development of partnerships with UN Agencies, government institutions, bi-lateral and multi-lateral donors, private sector, civil society in Culture and Development based strategic goals, country needs, and donors' priorities, with special attention to links between Culture and Development and the MDGs.
- ❑ Analysis and research of information on donors, preparation of substantive briefs on possible areas of cooperation, identification of opportunities for initiation of new activities, active contribution to the overall office effort in resource mobilization.
- ❑ Undertaking advocacy task to keep abreast of government of China evolving Culture and Development policies and legislation.
- ❑ Maintenance of CDPF project briefs, statements, and activity information for bilateral donors, academia, private sector, and other UN field offices to support UN's public awareness activities.

4. Ensures provision of top quality **policy advice services** to the Government and facilitation of knowledge building and management focusing on achievement of the following results:

- ❑ Identification of sources of information related to Culture and Development issues. Identification and synthesis of best practices and lessons learnt directly linked to CDPF policy goals.
- ❑ Synthesis of lessons learnt and best practices in Culture and Development.
- ❑ Sound contributions to knowledge networks and communities of practice.
- ❑ Organization of trainings for other Project Office staff on programme issues.

IV. Impact of Results

The key results have an impact on the success of CDPF programme within specific areas of cooperation. In particular, the key results have an impact on the design, operation and programming of activities, creation of strategic partnerships.