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Country programme recommendation**

China

Addendum

Summary

The present addendum to the country note submitted to the Executive Board at its first regular session of 2000 contains the final country programme recommendation for Board approval.

The Executive Director *recommends* that the Executive Board approve the country programme of China for the period 2001 to 2005 in the amount of \$60,349,000 from regular resources, subject to the availability of funds, and \$45,000,000 in other resources, subject to the availability of specific-purpose contributions.

* E/ICEF/2000/14.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1999. They will be contained in the summary of recommendations for regular resources and other resources programmes (E/ICEF/2000/P/L.27).

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The situation of children and women

1. The major features of the situation of children and women in the country remain essentially as described in the country note presented to the Executive Board at its first regular session of 2000 (E/ICEF/2000/P/L.10).

Programme cooperation, 1996-2000

2. The National Programmes of Action (NPAs) for children and women have provided the frameworks for nationwide efforts for children and for UNICEF cooperation. The National Working Committee on Children and Women (NWCCW) coordinates NPA-related efforts by China's line ministries and organizations. Intensive UNICEF support for the goal of equity for girls has built upon close cooperation with the All-China Women's Federation (ACWF), in light of the provisions of the Convention on the Rights of the Child and the Convention on Elimination of All Forms of Discrimination against Women.

3. The country programme received around 80 per cent of the approved regular resources ceiling and raised around one third of planned other resources. These constraints limited the number of UNICEF activities in China. Nevertheless, annual reviews showed that the remaining activities were implemented effectively. Adaptability in the programme is seen in the change from a technical to management and supervision emphasis in health projects, and in the establishment of a provincial-level planning process in the education programme. As noted below, cooperation between 1996 and 2000 has contributed to enhanced community participation, behavioural change in key areas, and strengthened national and local capacities for assessment and planning.

4. UNICEF cooperation has assisted China's progress towards many health and nutrition goals. UNICEF has supported the training of some 85,000 health workers, and contributed to reductions in low birth weight and maternal mortality rates, including through increases in the number of baby-friendly hospitals. UNICEF has supported Government efforts to reduce iodine deficiency and increase access to iodized salt from 40 per cent in 1994 to 90 per cent in

1999. UNICEF cooperation has contributed to the virtual eradication of polio, with one (imported) case reported in 1999.

5. UNICEF has been an active member of the United Nations AIDS Theme Group, with the Joint United Nations Programme on HIV/AIDS and other partners, helping to raise awareness of the potential scope and devastation of the epidemic. In the subregional Mekong project, UNICEF has supported a demonstration of multisectoral cooperation to combat HIV through training and the mobilization of government and civil society groups.

6. Enrolment rates in primary school of over 95 per cent in 1995 are now reported to be 99 per cent. UNICEF has concentrated on contributing to improvements in the quality of education. Over 30,000 staff have been trained in areas such as multigrade teaching, teaching of children with special needs and teaching methodologies. A project to train out-of-school adolescents, primarily girls, in life skills has reached 300,000 youth in 120 counties. UNICEF has also advocated for improved educational planning and management, and curriculum reforms.

7. UNICEF has contributed to establishing sanitation as a policy priority at the highest levels of Government. The sanitation project has demonstrated a low-cost, effective toilet design suitable for about one half of the households of China. To improve access to safe water, UNICEF has demonstrated low-cost, appropriate methods for water supply in 21 counties with a total population of 8 million.

8. In 88 poor western counties not receiving major UNICEF assistance, UNICEF has worked with the NWCCW in supporting provincial and county leaders to establish local-level plans of action for children. These plans have been derived from the NPA and based on multiple indicator cluster surveys (MICS). Statistical officers in all 2,800 rural counties have received training in the definition and measurement of progress towards goals for children.

9. For children in need of special protection, UNICEF has continued its support to community-based rehabilitation for disabled children as a viable alternative to caring for children in child welfare institutes (CWIs). It has also helped train workers in CWIs to improve the quality of care for those children. A new project against trafficking of children and women was developed with the Ministry of Public

Security, which has provided training in children's rights for police officers and supported the setting up of reception houses for rescued victims.

10. Among actions to help poor families, the social development in poor areas programme has reached some 42,500 women with loans totalling over \$1 million. The women in development project has trained some 13,000 women in income-generating activities, life skills and the Convention on the Rights of the Child. With micro-finance support, these programmes have enabled women to increase their self-confidence and participation, and expand their child-rearing capabilities.

Lessons learned from past cooperation

11. A comprehensive summary of lessons learned from the current country programme was outlined in the country note. These lessons have been applied in the development of the new programme of cooperation.

Country programme preparation process

12. The Government led the country programme preparation process, with the Ministry of Foreign Trade and Economic Cooperation serving as the focal point. Other significant national partners in the preparation process have included ministries and mass organizations.

13. The Government organized a strategy meeting in August 1999. Follow-up discussions were held with interested international parties on specific topics such as rural sanitation and HIV/AIDS prevention and control, contributing to making the planned UNICEF cooperation complementary to that of other international organizations. Consultations were undertaken with non-governmental organizations (NGOs) and some from the private sector. Programme preparation has drawn fully upon the United Nations Common Country Assessment (CCA) prepared during 1999-2000 and the United Nations Development Assistance Framework (UNDAF) being prepared in 2000.

Country programme goals and objectives

14. The overall goal of the proposed country programme is to assist the Government to implement the NPAs for children and women, 2001-2010. A more rights-oriented approach is being introduced into China-UNICEF cooperation, with reference to the Convention on the Rights of the Child and to the Concluding Observations of the Committee on the Rights of the Child. Four major objectives guide all country programme activities: (a) strategic advocacy and action through the NPAs; (b) expanded partnerships and increased resource mobilization; (c) improved national policies and mechanisms for financing and managing basic social services; and (d) increased effectiveness and broader dissemination of vital messages supporting programme interventions.

15. The programme on planning, advocacy, communication and knowledge will link with and promote interaction among other programmes. It will have the following four objectives: (a) to mobilize additional resources for children; (b) to improve the quality of policies for children; (c) to increase the availability and quality of dissemination of relevant knowledge; and (d) to promote increased effectiveness and efficiency of basic services, especially in rural areas.

16. Three programmes are concerned with improving sectoral services and policies for children: health and nutrition; basic education and early childhood care (ECC); and the child's environment and sanitation. Shared objectives for these programmes are to: (a) develop or improve service delivery models and prototypes that sustain high access and coverage; (b) increase coverage of high-quality services in line with norms suggested in the two Conventions and international standards; (c) improve the quality of supervision and management; and (d) introduce more collaborative approaches to care for children.

Recommended programme cooperation, 2001-2005

Regular resources: \$60,349,000

Other resources: \$45,000,000

Recommended programme cooperation^a

(In thousands of United States dollars)

	<i>Regular resources</i>	<i>Other resources</i>	<i>Total</i>
Health and nutrition	19 010	20 000	39 010
Basic education and early childhood care	12 070	7 000	19 070
Planning, advocacy, communication and knowledge	4 980	2 000	6 980
Protection and community services	4 980	4 000	8 980
Local planning and action for children	7 000	5 000	12 000
Child's environment and sanitation	3 017	2 000	5 017
Natural disaster emergencies	302	5 000	5 302
Intersectoral programme	3 990	-	3 990
Cross-sectoral costs	5 000	-	5 000
Total	60 349	45 000	105 349

^a The breakdown of estimated yearly expenditures is presented in table 3.

17. Three programmes with convergent programming approaches will address the rights and needs of children and women suffering from multiple deprivations: local planning and action for children; protection and community services; and natural disaster emergencies. Their overall objectives are to: (a) improve the relevance of policies and programmes aimed at the reduction of poverty; (b) promote and refine means for improved community participation, including that of children and women, and management of basic social services; and (c) strengthen community and family acquisition and use of knowledge related to the survival, protection, development and participation of children.

18. Cross-sectoral support, provided through the cross-sectoral programme and the intersectoral reserve, will provide adequate support to the country programme in key areas such as supply, logistics, and monitoring and evaluation; and enable flexible response to emerging programme opportunities.

Relation to national and international priorities

19. The proposed country programme objectives and strategies have been developed in harmony with major features of China's Tenth National Development Plan, 2001-2005, and emerging features of China's NPAs, 2001-2010. A number of cross-cutting subjects, such as the prevention of HIV, link the country programme with the CCA, UNDAF and the work of United Nations theme groups/task forces.

20. The programme is closely linked to and is supportive of China's poverty alleviation efforts, especially the policy for the western provinces. It responds to policy developments such as governmental reorganization and broader initiatives to promote the rights of girls and women. It also builds on a theme known as "China as a good neighbour for children" to support China's cooperation in the region, such as for the elimination of trafficking of children and women.

21. The programme corresponds to the organizational priorities of UNICEF as presented in the medium-term

plan for 1998-2001 (E/ICEF/1998/13 and Corr.1), with an emphasis on service delivery, capacity-building, and knowledge generation and dissemination. The programme responds fully to the priority actions for children, particularly in emerging areas of concern such as HIV/AIDS, early childhood development and youth. It links with international priorities and partnerships, for example, the Global Alliance for Vaccines and Immunization.

Programme strategy

22. The country programme strategy updates the presentation in the country note, addressing the main needs and rights of the child at different ages. Child survival will be promoted through safe motherhood, immunization and protection against other major causes of mortality. The young child should be raised in a caring family and community environment, supported by a holistic approach to ECC. Priorities for school-age children are to improve the quality of basic education through capacity-building and support to teachers. Measures for child protection aim to enable children, particularly girls, to fully develop their capabilities in safe and enabling environments. The participation of youth is promoted to strengthen their ability to be responsible for their own protection and development.

23. The proposed country programme is intersectoral in orientation, making partnerships with the Government and NGOs at all levels. Each programme responds to specific elements of the national, provincial and county programmes of action. Integral to all projects are communication activities to promote awareness of the two Conventions. Support to intersectoral actions such as EEC, is based in specific programmes, but coordinated across sectors.

24. The programme seeks to achieve an optimal mix among four operational strategies: (a) capacity-building to strengthen key technical and management skills; (b) development of service delivery prototypes which can be scaled up or adapted elsewhere in the country; (c) building of knowledge and lessons to inform policy and national programme design; and (d) communication and advocacy to create understanding of children's needs and rights, and to influence the allocation of national resources for children. The programme will focus on the west and central regions, in line with national priorities. Urban

areas will be included to address growing conditions of poverty and social change affecting children. The exact locations for cooperation will be identified for agreement with Government and inclusion in the master plan of operations.

25. In all programmes, regular resources will be used to support a range of core project activities in selected provinces and counties. Other resources will allow for expansion of coverage to additional counties and provinces, and for undertaking enriched activities. The country programme will emphasize flexibility for an effective response to evolving social needs and changes emerging from ongoing national reform efforts.

26. **Health and nutrition.** China has made significant progress in reducing mortality in recent decades. However, the decline of the rural health system is associated with a slower rate of progress, or even reversal, of these gains, and with growing urban-rural disparities. UNICEF cooperation will help to increase the quality and coverage of primary health and nutrition services in 40-50 counties in 7-9 provinces. Major results for improving child survival will include universal immunization against key diseases; low HIV/AIDS infection rates; increased quality, coverage and access to health services; management and containment of costs of services for families; and the wide introduction of food fortification with iron and vitamin A.

27. There will be five main project areas: (a) strengthening the management of primary health care (PHC) and maternal and child health services; (b) disease control and immunization; (c) PHC policy and health system reform; (d) promotion of improved nutrition and care; and (e) prevention and control of HIV/AIDS. UNICEF will support the design and assessment of mass communication activities and educational materials. Selected supplies and equipment will be provided to improve management, supervision and logistics. Technical support will improve and assure the quality of training, supervision, monitoring and surveillance.

28. This programme relates to key features of the country programme strategy such as strengthening national sector policies, and increasing access and coverage. It will link closely with other programmes, for example, with child protection and community services, local planning and action for children, and with all other sectors for HIV/AIDS prevention and

control. The major national partner is the Ministry of Health. Provincial and country health bureaux are subnational partners. Mass organizations such as the ACWF play important roles in community and family education. UNICEF cooperation will complement support from other international organizations, donors and NGOs, particularly through multi-agency initiatives for the prevention of HIV, tuberculosis, malaria, hepatitis B, acute respiratory infections, cessation of smoking and food fortification.

29. **Basic education and ECC.** With high rates of primary school enrolment, a major challenge and opportunity is to improve the quality of basic education, both in and out of school. There are particular needs to reduce disparities through a focus on the western areas of the country and on meeting the special problems faced by girls. Results expected for basic education include: (a) increased access, participation and completion of basic education; (b) improved quality of child learning; (c) improved planning and management of basic education in schools and by local government; and (d) increased participation of community groups in creating a conducive environment for learning. Initiatives will be taken to expand the monitoring of learning achievement, provide training for primary school teachers and community educators, and support the production of relevant learning materials.

30. Sector-based programmes have made important progress in improving the conditions and practices of ECC. Key results will include the development of complementary approaches ECC involving health, nutrition, hygiene, improved caring practices and psychosocial interventions; expanded coverage of improved, comprehensive child development programmes; and increased numbers of families and communities providing quality child care.

31. The four project areas under this programme are: (a) improved resources for basic education in poor and disadvantaged areas; (b) strengthening of educational planning and management; (c) early childhood education and care for survival, growth and development; and (d) non-formal community education. Relevant strategies of the country programme are to improve policies and mechanisms for financing and managing basic social services, and the development and dissemination of vital messages supporting the right to basic education. Main partners will include the Ministry of Education; the Chinese

Academy of Science and Technology; provincial and county education, planning and finance bureaux; and teacher-training organizations. The programme will work with a number of multilateral and bilateral partners in China's basic education development, including United Nations system support for China's Education for All monitoring and assessment.

32. **Planning, advocacy, communication and knowledge.** Limited resources, particularly in poor counties, can undermine national efforts to fulfil the rights of children and women. With continuing rapid development of nationwide media, there is a strategic opportunity to raise the level of governmental and civil society participation in the NPAs for children and women. Support for broader societal participation will include the dissemination of good practices in basic social services for parents as well as professionals.

33. The four project areas are: (a) support to improved national policies and planning for children; (b) strengthening of advocacy and partnerships for children and women, including increased resource mobilization; (c) development and dissemination of knowledge as a basis for improved policies and programmes; and (d) project assessment, analysis and review of the country programme. A major concrete aim is to mobilize additional governmental and private resources, including professional knowledge, and financial and human resources, to address key rights issues for children and women. Its five-year target is to reach some 85 per cent of China's 1.3 billion people, including children.

34. A wide range of partners will be engaged to provide relevant policy perspectives and raise awareness of rights issues, including the NWCCW and the national ministries, mass organizations, research institutes, multilateral and bilateral agencies, and strategic members of the private sector. Media partnerships will include national and provincial networks of television and radio stations, key print media and a growing number of internet providers.

35. **Protection and community services.** In response to the provisions of the two Conventions, China is undertaking measures to address a range of social protection and community and family services' needs. Children face increasing challenges to their well-being, such as disability, tobacco use, drug abuse and HIV/AIDS. Cooperation results will include improved knowledge and operational models for the protection of

children and women in relation to child disability, trafficking, migrant children and institutional care. Participating adolescents will demonstrate appropriate use of knowledge on healthy and safe lifestyles.

36. The main project areas are: (a) family/community support in urban areas and small towns; (b) support to orphans and children with disabilities, and the de-institutionalization of children in CWIs through community-based rehabilitation; (c) prevention of trafficking of children and women, and violence against women; (d) protection of and assistance to children of migrants; (e) reduction of high-risk behaviours among youth; and (f) an initiative to reduce discrimination against girls. UNICEF will support capacity-building activities, especially training in family and youth support services, and in rights-based programming approaches. Communication and media activities will be supported, along with the provision of basic supplies and equipment for pilot activities.

37. Major partners will include ACWF, the Ministry of Civil Affairs, the Ministry of Public Security, the China Disabled Persons Federation, the All-China Youth Federation and the Municipal Government of Shanghai. Other government organizations and NGOs will participate as appropriate. UNICEF support will link closely with that of other international agencies and NGOs in relevant areas.

38. **Local planning and action for children.** Rapid economic and social transformation in China over the past 20 years has brought about great social and economic benefits for most people. However, the transformations have also been accompanied by increasing disparities, in particular between the more developed eastern areas and the west. Millions of children live in poverty situations due to financial and social problems affecting families and whole communities, thus creating the need for new, capacity-building approaches. UNICEF cooperation will support participatory planning to identify local needs. Training will be provided for local government and community personnel to develop local plans for children and service workers. Support will be given for micro-credit systems for poor women and other initiatives to improve access to and coverage of basic services.

39. Coverage during the period of cooperation will include counties in at least 8 to 10 provinces, principally in the western region. These will converge, where possible, with locations of sectoral projects in

the country programme. The principal partner will be the Ministry of Foreign Trade and Economic Cooperation. Participating provincial, county and township governments will be key operational partners at the project level.

40. **Child's environment and sanitation.** The safety and quality of the wider environment take on increasing significance as the child grows. Access to rural sanitation is less than 40 per cent nationwide. There are continuing needs to assure safe water supply in water-scarce areas and better management of water resources. Major results will include verifying that family actions contribute to a safer household for children. Communities will undertake assessment, analysis and actions to deal with problems such as high levels of arsenic or fluoride in the water supply. The quality of urban public health, sanitation and hygiene activities in participating towns will be upgraded. The geographical coverage of the programme will converge with that of the local planning and action for children programme.

41. The key project areas are environment, sanitation and hygiene; and water resources in rural areas. UNICEF cooperation will provide assistance for appropriate technology, community participation and communication, along with limited amounts of supplies and equipment. Partners will include local government (county and township), the Ministry of Water Resources, the National Patriotic Health Campaign, the Ministry of Health, NWCCW, women's federations and producers of environmental products.

42. **Natural disaster emergencies.** China is prone to natural disasters that can affect large populations. Assessments will be made of immediate and longer-term impacts of disasters on children and women. The programme will promote good practices related to prevention, and, if necessary, appropriate responses for health, sanitation, clean water, basic education and child protection. Partners for this programme include the Ministry of Foreign Trade and Economic Cooperation.

43. **Cross-sectoral support.** Provision is made for staffing and other costs of supply, logistics, and some communication and monitoring and evaluation activities across the different programmes. Under the intersectoral programme, a reserve of about \$4 million is proposed to ensure a flexible response to emerging needs.

Monitoring and evaluation

44. To enable effective monitoring of the situation of children and women in a country as large and complex as China, the programme will draw upon the extensive reporting and statistical systems in place, supported by high-quality survey and research capabilities. MICS will form a principal tool for data collection. Programme monitoring will be carried out against key indicators of planned results. Evaluations will be undertaken on a strategic basis to identify and respond to key implementation constraints, and to assess and learn from projects and programmes that are testing innovative ideas through pilot schemes.

45. Areas of focus for monitoring and evaluation, key indicators, measurement methodologies and reporting procedures are outlined in the Integrated Monitoring and Evaluation Plan for the country programme. Annual review and planning exercises will be held to assess implementation performance and identify areas for improvement. The mid-term review of the programme will be held in 2003.

Collaboration with partners

46. Key national partnerships for programmes and advocacy have been identified above. They include a wide range of ministries and other governmental bodies, including NWCCW, as well as provincial and county governments. UNICEF will continue to cooperate with its major non-governmental partners, such as the ACWF, and will expand this cooperation with other organizations. Over the duration of the programme, partnerships will be developed with the growing network of non-governmental actors, including in civil society and the private sector.

47. UNICEF will continue to collaborate within the United Nations resident coordinator system. It will also link with bilateral and other donor partners, the United Nations Foundation and others. The programme will participate in regional, subregional and global initiatives, including those for the prevention and control of HIV/AIDS, the elimination of trafficking of children and women, and the eradication of diseases.

48. An updated strategy for resource mobilization is under preparation. Opportunities are being identified to increase other resources support for programmes from the limited bilateral resources available for China. The

major challenge is to build new partnerships for private sector fund-raising.

Programme management

49. The country programme is managed in close collaboration with the Ministry of Foreign Trade and Economic Cooperation, through joint programme planning, support in the implementation of milestone activities, and periodic reviews of activities and implementation. The Country Programme Management Plan for 2001-2005 aims to strengthen programme coordination through unified supervision of all programme sections, and coordination and supervision of communication, planning, monitoring and fund-raising. The UNICEF Representative is the overall manager of these areas as well as of administration, finance and personnel. The Country Management Team advises the Representative on office management and human resource development activities for UNICEF staff. Project activities will be monitored to provide reasonable assurance that inputs are appropriate and are properly utilized, and that activity designs adjusted as required to help achieve planned results. Accountability requirements will be met through monitoring of key activity inputs, outputs and milestones, including through field visits and audits.