China Poor Rural Community Development (PRCDP)

Xuyong County Minority Development Program

PRCDP Project Office of Xuyong County, Sichuan

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The World Bank and British Department for International Development stress the importance of the minorities’ present situation of their equal benefits for the project’s execution, as well as the importance of joint development of multiple nationalities, and propose that a key index of result evaluation is the substantial development of the nationalities (especially minorities) in the project areas by participating in the project. Based on the above consideration and the requirements of the World Bank and British Department for International Development, the Foreign-funded Project Management Center at the National Poverty-relief Office entrusted the CCCC at Sun Yat-sen University to formulate the minority development programs (MDP) for the 6 non-minority autonomous counties involved in the China Poor Rural Community Integrated Development Project (PRCDP) together with the PRCDP project offices. Xuyong County in Sichuan Province is one of the 6 non-minority autonomous counties. As required by World Bank policy OD4.20, the Xuyong Minority Development Program for PRCDP was made out based on the information of the distribution, politics, economy, national culture, participation of the minorities in the project areas of Xuyong County investigated and collected. The references to this program came from the data and field investigation findings provided by the province, county and Xiangs (a sub-county administrative region).

Chapter 1. Minority Overview at Project Areas of Xuyong County

Section 1. Composition and Distribution of Nationalities in Project Areas

Xuyong County is a key county of the national poverty-relief and development effort. PRCDP covers 141 villages in 13 Xiangs/towns (Moni, Chishui, Shuiliao, Shiba, Jiancao, Yingshan, Houshan, Fenshui, Huangni, Baila and Gaofeng) of Xuyong County, with a total population of 118,296, including a minority population of 18,819 from minorities mainly including Miao and Yi. The project will involve 19 minority villages, e.g., Yinbang, Jinfang, Tianyi, Nanshan, Huangping, Dita, Muluo, Daba, Linchang, Pojiao, Yantang, Baisa, Changxin, Gaojian, Shuangqiao, Xiandong, Muluodao, Haixi and Gaoqilin.

Section 2. History and Culture of Minorities in Project Areas

I. Miao Nationality

1. History:

There are above 33,000 Miao people in Xuyong County, accounting for 5% of the county’s total population, being the largest nationality except Han. Xuyong County is also the county with the largest Miao population in Sichuan. The Miao people are found in 26 Xiangs/towns of the county, mainly in Zhongsha, Zhaihe, Haifeng, Xiancao, Tanchang, Baila, Zhendong, Lelang, Haiba, Hele, etc. Three Miao Xiangs of Hele, Xiancao and Baile were established in 1984, of which Xiancao is situated in the project region.

In primeval times, the ancestors of the Miao people were mainly living downstream of the Yellow River and the Yangtze River. In the earlier Qin period, the Huaner tribe in the Miao ancestors gradually invaded the region of the Poyang Lake and the Dongting Lake. After the
Han dynasty, most Miao ancestors lived centrally in the junction of Hunan, Hubei, Guizhou today. In the West Jin period, some Miao ancestors migrated westwards into the boundaries of Xuyong, Gulin in Northwest Guizhou and South Sichuan today.

2. Language:

The Miao language belongs to the Miao branch in the Miao-Yao language group of the Sino-Tibetan family. The Miao language includes 3 dialects: 1) West Hunan dialect (east dialect); 2) East Guizhou dialect (central dialect), 3) Sichuan-Guizhou-Yunnan dialect (west dialect). The Miao people in Xuyong speak the Xuyong subdialect in the Sichuan-Guizhou-Yunnan dialect. Except the elderly and preschool children, they mostly can speak Chinese. The Miao villagers at Qifeng Village under Guanxing Xiang and Pojiao Village under Shiba Xiang use the Miao language each other and use Chinese with other nationalities. There is no universal written Miao language.

3. Religion:

The faiths of the Miao people in this county are ancestor worship, soul worship and witchery. In addition, few people believe in Christianity the Catholicism. For example, the investigation at Qifeng Village under Guanxing Xiang found some Miao villagers who were Christians. Villager ZZX (Miao) said, he joined Christianity in 2000 recruited by someone assigned from the county town’s church, he didn’t do what the church asked but just read the Bible when his relative died.

4. Wedding and funeral:

Marital customs vary from mountain areas to dam areas in the county. At the dam areas, the general procedure is engagement followed by marriage; at the mountain areas, the first step is proposal of marriage and negotiation of bride-price. Miao weddings are sometimes simple and sometimes complicated, expensive. Generally, the 4 steps of proposal of marriage, blind date, eating meat and wedding are gone through. Traditionally, the Miao nationality practices strict system of no marriage with other nationalities or the same surname in the nationality. The investigation of the Appraisal Team at Qifeng Village under Guanxing Xiang indicates, the Miao-Han intermarriage did not appear until the 1990s, but there have been few cases. Wives of local Miao villagers are mainly Miao people from Yunnan, Guizhou and peripheral areas, mostly introduced by matchmakers. Villagers think the key reason for intra-nationality marriage is that the Miao people were too poor before and the Han people look down upon them.

Here, when a Miao person dies, his body is placed on the upper side of the hall, a master is asked to ‘guide the way’ for the dead with an un-castrated cock, a bow and a pair of bamboo gowns before the dead is moved into the coffin. A cowhide drum is hanged on the standing wood of the hall and played along with the reed pipes for mourning. The children, relatives will kill pigs, cattle, cocks or sheep for sacrifice and finally, an inhumation will be made on a lucky day. 3 years later, the children and relatives will make a vegetarian diet for sacrifice before the funeral is completed.

5. Festivals
Chinian. Chinian is namely the Spring Festival, from Jan 1 through 15, including minor and major festivals. The minor festival lasts 3 days (Jan 1-3). The Lantern Festival is Jan 15, i.e., major festival.

Mountain Treading Festival. The Mountain Treading Festival is held by the Miao people throughout the county, during the Spring Festival, but varying in gathering time (Jan 1-3 at Goubianfeng Mount in Xiancao, Jan 1-4 at Gaoqi Forest in Baila, Jan 1-8 at Boyang River in Huangni and Jan 13-15 at Baowa Mountain in Hele), ending before the Lantern Festival. In morning of the 1st day of the Festival, a ranging rod erecting ceremony is held, when people would sing and dance in the most beautiful dress.

Going to national fairs. In spring and autumn, limited to Hele, Zhengdong, Macheng, Moni only, with different timing, June 23 (lunar calendar) in Hele, Feb 7 and Jul 2 in Zhengdong and Macheng, Feb 3 and Jul 3 in Moni, 1 day per fair. The Miao villagers at Qifeng Village under Guanxing Xiang investigated by the Appraisal Team are used to going to the Moni national overturn fair on Jul 3.

July Half. On Jul 3 in the lunar calendar, people would toast with a newly prepared knife head, sacrifice ghosts, gods or ancestors with new millet ears or new corns, so that ancestors will bless favorable weather for the next year and prevent ghosts from making troubles.

6. Garment

Miao women in Xuyong have numerous dressing styles, mainly in 4 types: Type I is mainly found in 14 Xiangs/towns—Fenshui, Huangni, Lianghe, Gaofeng, Baila, Longfeng, Xuyong, Luobu, Houshan, Yingshan, Guanxing, Xiancao, Shiba, Shuiliao; Type II is mainly found in 3 Xiangs/towns—Moni, Chishui, Macheng; Type III is mainly found in Hele and Zhengdong; and Type IV is mainly found in Xinglong Xiang. At Qifeng Village under Guanxing Xiang investigated by the Appraisal Team, the Miao dress belongs to Type I. Except the elderly, the women at the village do not wear the national dress at ordinary times.

II. Yi Nationality

1. History

In the Qin-Han age, the ancient Yi people mainly lived in the Dian, Qiong areas, and later expanded to northeast Yunnan, Northwest Guizhou and Southwest Sichuan. At the end of the East Han dynasty, the descendants of the Heng tribe of the Yi nationalities moved northwards, came to the middle/upper reaches of the Chishui River and entered the Xuyong area. After the land and system reform in the early Qing dynasty, the Yi people in Xuyong mainly inhabited Shiba, Shuiliao and Moni.

2. Language

The Yi language belongs to the Yi branch in the Tibetan-Burmese language group of the Sino-Tibetan family, including north, east, south, southeast, west and central dialects. The Yi people in Xuyong County mainly speak the north dialect of the Yi language. Except elderly people and preschool children, most people in Xuyong County can understand both Chinese
and the Yi language, but few people know the Yi written language. No bilingual education is given.

3. Festivals

The festivals of the Yi people in Xuyong County today have little difference from the Han nationality.

4. Marriage

The traditional marriage system of the Yi nationality can be summarized as “intra-nationality marriage, intra-strata marriage, extra-family branch marriage, no marriage between maternal cousins, prior marriage for cousinship”. This marriage system has changed somewhat at different areas. Intermarriage with other nationalities is popular.

5. Clothes

In the daily life, the Yi people’s dress has no difference from the Han nationality. On festivals, women would wear the national clothes.

Section 3. Resource Utilization of Minorities in Project Areas

The project areas are poor areas mainly dealing with farming, forest and livestock production. The main crops in the project areas are corn, paddy, potato, sweet potato and beans, the main cash crops are cured tobacco and pepper, the main economic forest woods include citruses, plum, peach, date, walnut, palm tree and varnish tree, the domestic animals mainly include pig and cattle, the poultries are mainly chicken, duck and goose. The main sources of income include selling cash crops products, economic forest products, livestock and labor export. Few farmer families earn money by selling grains.

The places where the minorities live are mostly high-altitude mountainside areas with cold climate. The arable lands are mostly dry lands and sloping fields, there are less paddy fields. Every village has a wide range of mountain forests, which were an important source of cash income of the villagers. However, with the execution of returning land for farming to forestry and the natural forest reservation project, deforestation is no longer allowed. However, the implementation of the compensation measures after returning land for farming to forestry, the basic livelihood of many villagers was met.

Section 4. Means of Livelihood of Minorities in Project Areas

I. Miao Nationality

The Miao people in Xuyong County live mainly on farming and stockbreeding, producing grain, cured tobacco, bamboo, pig and cattle. There is also a limited scale of planting of cash crops, including tealeaf, fruit trees, mulberry, rape, peanut, sugarcane, beans, Chinese herbal medicines and coarse cereals. Except the grain production, the income of the Miao people comes completely from cured tobacco, pig and cattle, with an unstable key source of finance.
The agricultural production suffers from natural disasters and diseases to different extents every year. Except being restricted by climatic conditions, the economic pillar cured tobacco is also faced with severe market challenges, yielding volatile revenue. For example, Zhang Zaixing (Miao) at Qifeng Village under Guanxing Xiang has 5mu land, mainly planting corn, cured tobacco and potato, raises 2 pigs and a horse. The annual corn output is over 2,000 jin. Owing to the cold weather, the harvest of his cured tobacco is postponed to April. As a result, he got Grade-3 tobacco, selling 4-5yuan/jin only, even 0.4yuan. The income from tobacco is merely 200yuan. To grow tobacco, he has borrowed 1200yuan from the credit cooperative and will not be able to repay this loan this year.

II. Yi Nationality

The crop cultivation focused on grain is the industry for Yi people to ensure their livelihood, including corn, potato and buckwheat. Very few Yi people grow paddy rice. The cultivation technique is very simple, generally extensive surface cultivation, short of irrigation facilities, mostly “relying on nature”, many Yi villagers cannot eat to their fill for this reason. After the execution of the measures for return of land from farming to forestry, many Yi villagers have obtained grain and cash granted by the State, the situation of grain shortage in Yi areas has been greatly relieved.

Stockbreeding enjoys a very prominent position in the traditional Yi production. Livestock includes cattle, horse, goat, sheep and pig, herded on slopes and lawns openly. Herders are mostly the elderly or children. In summer, herders below the Erban Mountain would drive sheep flocks up the elevated pastures for herding.

Handicraft is mostly done in the slack season. There are few professional handicraftsmen at the village. Except for self-production and self-use, no commercial-purpose mass production has been formed.

Hunting is a traditional Yi sideline, operated by farmers closer to mountain forests. After the beginning of the 1970s, with the enforcement of the Wildlife Conservation Law, hunting activities have reduced gradually.

At late 1990s, work outside has also become a source of cash income of Yi villagers, which situation is more significant at Yi-Han cross-inhabited areas. However, much more Yi people work outside than Han people. Yi workers are mostly male young adults and unmarried girls on a seasonal basis. The share of the income from work outside is small in the total income.

Section 5. Social Organizations of Minorities in Project Areas

I. Miao Nationality

The Miao people in this county have been cross-living with the Han people, without keeping any special social organization. Like the Han people, the Miao people live together with the link of commune-administrative village.

Miao families have always been mostly small monogamous families, seldom being of 3, 4 or 5 generations. The family will be divided up when the children have grown up and married.
When several brothers are dividing up the family, fine fields and lands will be allocated to the youngest one, the debts will be borne on the elder brothers and the parents mostly live together with the youngest one.

The relative mutual-aid among Miao people has been prevailing. If a family has a difficulty, whether financially or manually, others will try to solve the difficulty jointly.

II. Yi Nationality

According to the traditional Yi hierarchy, there are roughly 5 classes—ruler, Black Yi, White Yi, settled slave and Guozhuang slave, based mainly on kinship, economic occupation and personal rights.

Family branch is a basic structure of the Yi society and a social group based on the paternal system without internal intermarriage. Family branch is the collective term of “family” and “branch”. Based on the practice of 9-generation branching, a family derives several branches, and a branch derives several sub-branches. Under a sub-branch are monogamous households, forming a link-by-link paternal group (family branch).

The Yi people in Xuyong are all White Yi. Since the population is smaller and they live along with other nationalities, the traditional social organizations’ function is imperfect. 2 village level committees, villager team and natural village are the dominant social organizations there.

Section 6. Inter-nationality Relations in Project Areas

Xuyong County is a county where many nationalities live together and interact. The Appraisal Team has discovered via investigation that the conditions of existence for minorities are often worse than those for the Han people and their degree of poverty is also deeper than the Han people. Nevertheless, the continuous interaction and fusion among different nationalities have made the relationship among them appear as coordinated coexistence at multinational cross/scattered inhabited areas as follows:

(1) Minorities in most cross inhabited areas can speak both the language of their respective nationality and Chinese;

(2) There has been intermarriage with the Han nationality in both Miao and Yi nationalities with the tradition of intra-nationality marriage;

(3) Minorities have a strong sense of commodity exchange, budget strictly, trade contacts among nationalities are frequent;

(4) Villagers can think about their own nationalities’ differences from the Han nationality and reasons of being poorer than the Han nationality forwardly.

Section 7. Poor Situation of Minorities in Project Areas and Cause Analysis

I. Poor Situation of Minorities in Project Areas
Among the 95408 people in the project areas, the poor population with per capita annual net income of less than RMB1000 is 91832, accounting for 96.25%, accounting for 24.54% of the county’s total poor population. The per capita net income of the farmers in the project areas is RMB775 and the per capita grain possession 338kg. The project areas are the areas where the county’s poor population is the most intensive.

The project areas are situated in the valley of the Chishui River and high-dry mountain areas, featuring great altitude differences, serious soil loss, maladjusted ecology, frequent natural disasters, serious dryness in the valley and significant foehn. In the high mountain areas, there is continuous rain in autumn and local floods and hailstones.

The project areas’ infrastructure is backward. At present, 12 villages do not have highway yet, accounting for 10.8% of the total number of villages, but the villages that have highway have poor road condition; 73 villages do not have telephone, accounting for 65.7%; 88 villages do not have broadcast, accounting for 79.2%; the per mu water storage of water conservancy works is 0.14m$^3$ only, the effective irrigation area accounts for 14.66% of the cultivated area. 37722 people have difficulty in drinking water, accounting for about 1/10 of the county’s average level.

The main source of income of the project areas is cultivation and breeding, but the yield is low due to frequent disasters, insufficient investment, lack of techniques and price factors. There is no industry in these areas. The tertiary industry is growing slowly. Although labor output is prevalent, the income has been reducing these years and the risk is high. According to the 2001 annual report, the per capita grain possession in the project areas was 338kg, the per capita net income RMB670. Above 90% of the villages do not have collective economy.

The CCCC at Sun Yat-sen University investigated Qifeng Village under Guangxing Xiang and Pojiao Village under Shiba Xiang, Xuyong County. The poverty situation is as follows:

<table>
<thead>
<tr>
<th>Project County</th>
<th>Means of livelihood</th>
<th>Nationalities</th>
<th>Infrastructure, social facilities</th>
<th>Poverty</th>
</tr>
</thead>
<tbody>
<tr>
<td>Xuyong County</td>
<td>1. Agriculture: crops, mainly in corn, potato, about 30% of gross village revenue; cash crops mainly in cured tobacco, 30% about of gross village revenue; stockbreeding mainly in pig and cattle, 25% about of gross village revenue. 2. Labor output: 28 people laborers already exported, 18 people work outside seasonally, about 15% of gross village revenue.</td>
<td>6 communes, 167 families, 391 people, including 100 laborers</td>
<td>No village teaching point; no village medical point; 5 communes powered; 2 communes linked to road; 250 people with difficulty in drinking water, 550 heads of cattle with difficulty in drinking water</td>
<td>Farmer per capita net income 870yuan, 381 people with per capita net income of below 1000yuan, ranking 29th in the 30 villages of the Xiang</td>
</tr>
</tbody>
</table>
II. Cause Analysis of Poverty of Minorities in Project Areas

<table>
<thead>
<tr>
<th>County</th>
<th>Officials’ analysis (Qifeng &amp; Pojiao Villages)</th>
<th>Villagers’ analysis (Qifeng &amp; Pojiao Villages)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Xuyong</td>
<td>Regional poverty is the very fundamental feature of the project areas; Harsh natural conditions; Backward infrastructure; Poor school conditions, extremely low level of education; Poor sanitary conditions, high incidence of local disease; Poor self-sustained development capability of farmers; No radical change to basic production, living conditions; Lack of business service points; Not a minority autonomous county, without corresponding preference policies towards minorities, too small input in minority poverty.</td>
<td>No capital. Harsh weather. No highway Ill-informed Low literacy Hard to borrow money from credit cooperatives, can do little with little money. Unable to repay loan and interest. High cold mountain area, barren land, high mountain and steep slope, no harvest, less land with steadily high yield. Serious drought. Many children, fine, no land. Children’s school study. Bad health. Poor luck, livestock bred to death. Parents are poor, whose debts are repaid by the offspring. Too heavy burden of children and the elderly.</td>
</tr>
</tbody>
</table>

Section 8. MDP Formulation Based on County

In sum, the Miao and Yi people in Xuyong County have been living together with the Han nationality for a long period and affected remarkably by the Han culture. Both sides coexist harmoniously and associate frequently; the differences between them are mainly embodied in history, language, festivals and other traditional culture aspects, while there is very significant consistency in terms of means of livelihood, resources possession, causes of poverty, present situation of poverty, perception of poverty and ideas for development. Accordingly, it is more suitable to formulate the MDP based on county.
Chapter 2. Minorities and Project in Project Areas of Xuyong County

Section 1. Forecast of Project Impacts

I. Positive impacts of the project

(1) By building up the basic personal consumption, basic labor ability, skills, excellent health and innovative spiritual outlook of the farmers, the minorities’ poverty will be improved significantly.

(2) The project’s execution will greatly relieve the minorities’ poverty in Xuyong County, and improve their per capita net income, grain output and standard of living.

(3) The education and health subproject’s execution will improve the existing educational and sanitary facilities of the minority villages.

(4) By introducing advanced technologies and organizing the technical training for farmers, an ideological change and skill improvement will be brought to the poor farmers.

(5) Through the agricultural and infrastructure subprojects, the land and environmental quality will be improved, and the soil loss inhibited.

(6) The project’s execution will greatly relieve the present shortage of water, road, power and other infrastructure in the poor minority areas. The farmers’ investment in means of production will also increase.

(7) A number of experienced professional managers of foreign-funded poverty relief projects will be trained for the minority areas.

II. Negative impacts of the project

The project’s execution might result in some imbalances: firstly, the future imbalance between the project areas and the non-project areas in the county; secondly, the imbalance between the project villages and non-project villages in the project areas; thirdly, the imbalance between different farmer families with different investment.

In addition, different farmer families may vary in project effect. Some may participate in the project but do not receive the expected result.

Section 2. Suggestions from Minority Villagers

Most villagers show great interest in the project, think this project is a good chance for them to get rich and hope them to participate in the project. Their suggestions are focused mainly on the project’s coverage and loan, including:

1. Strong Will to Improve Village Infrastructure
Minority villagers say, the backward village infrastructure is a key reason for the poverty, so that the project must help them improve the infrastructure. Poor as they are, they may contribute labor. Villagers at Qifeng Village under Guanxing Xiang in Xuyong County say they would build roads whenever they become rich for better marketing of potato.

2. Improve the village’s educational environment

A large number of villagers have realized the importance of their children’s school study. It is reflected by many villagers that, their children will travel a long way to school, boarding at school is too expensive or not assuring, or they have no money to support their children’s study. There are villagers at every village suggesting that the project improve the educational conditions.

3. Suggestions on loan

Except a small part of farmers daring not to borrow, most farmers say they are eager to get a loan from the project and believe that only if they do well and select a proper project, there will be no problem with repayment. Villagers further hope the loan under this project can be granted without mortgage or human relations. A credit cooperative loan is often granted to those with better economic conditions, and is repaid within a year.

4. Suggestions on Productive Projects

Suggestions from minority villagers on productive projects are their respective family development plans. Each villager has an individual plan for its own family’s development, which is not necessarily consistent with the project plan. According to the procedure of the participatory poverty-relief, officials of project offices will collect such ideas extensively, subject them to scientific demonstration and then discuss projects to be finally executed with farmers.

Chapter 3. Legal Framework and Idea for Formulation of Minority Development Program

Section 1. Legal Framework

1. Different nationalities share equal political, economic, social and cultural rights

Different nationalities in the People’s Republic of China shall have equal rights for social, economic, cultural development. At minority inhabited areas, the regional national autonomy system shall be implemented, and autonomous areas (autonomous region, prefecture, county) set up to exercise the autonomy and manage the nationality’s internal affairs. Pursuant to the Constitution of the People’s Republic of China and the Regional National Autonomy Law of the People’s Republic of China, the minorities’ political rights shall be guaranteed so that they can manage their own affairs independently. The project areas of Xuyong County are areas where many nationalities live together harmoniously. Different nationalities intermarry often, and maintain their respective national customs. In the national development policy and its
enforcement, different nationalities enjoy equal rights and ethnic discrimination is seldom seen.

Under the legal framework of the regional national autonomy system, the minority population in different autonomous minority areas of Xuyong County has the following rights:

The “Electoral Law” prescribes: “Nationwide minorities shall elect their representatives to the National People’s Congress, the Standing Committee of the NPC shall allocate quotas to the people’s congress of each province, autonomous region and municipality directly under the Central Government with reference to the population and distribution of each minority. A nationality extremely low in population shall have at least 1 representative.” “Autonomous regions and provinces centrally-inhabited by many minorities shall have an additional 5% of quota of representatives as decided by the Standing Committee of the NPC.

The “Law of Regional National Autonomy of the PRC” stipulates, autonomous organs shall guarantee that all nationalities under their jurisdiction enjoy equal rights.

- Right to formulate autonomy regulations and specific ordinances, manage local finance and economic construction, train and use minority cadres, manage educational, cultural and scientific undertakings, use and develop national written and spoken languages
- Guarantee equal rights of scattered-living minorities. Scattered-living minorities refer to minorities living outside regional autonomy areas and those living in these areas but not practicing national regional autonomy.
- Minorities’ right to use their written and spoken languages
- Minorities’ right of freedom of religion
- Minorities’ right to reserve their customs, to be respected by other nationalities
- Right of minority cadres to take an important proportion in national autonomy areas
- Right of economic development of minority areas and preferential policies
- Minorities’ right to develop their cultural, educational and scientific undertakings
- Minorities’ title to preferential policies on planned parenthood

The State has enacted a series of preferential policies based on the above laws and regulations, and ensures their enforcement. Meanwhile, the Sichuan Provincial People’s Congress and its standing committee have enacted the related local bylaws based on the multinational presence and the national cultures in Sichuan, to guarantee the enforcement of the above State laws and regulations.

II. All nationalities enjoy equal right to develop occupied lands and protect their lawfully earned income

Agriculture about the Notice on Doing Well in Farmland Management and Promoting the Agricultural Production Restructuring of the Ministry of Land & Resources and the Ministry of Agriculture” are the legal basis and institutional guarantee of the minorities’ land use right.

It is stipulated in the Regional National Autonomy Law that: “The autonomous organs at the autonomous minority area shall decide the ownership and use right of meadows and forests of the area under law”, “manage and maintain the local natural resources”, “No organization or individual is allowed to destroy grasslands and forests by any means”, “According to the law and the State’s unified planning, the natural resources that can be developed by the local area shall be developed and utilized rationally first”, etc.

The Multinational Development Program proposed by the project has a good legal foundation. Under the above legal framework, all ethnic groups in the project areas can have the right to participate in the project and be developed. This also provides a legal guarantee to the project and its specific coverage.

Section 2. General Idea for Formulation of Xuyong Minority Development Program

The idea in formulating the MDP is to consider how to involve the nationalities in the project areas extensively and benefit them equally by executing the project, so that they can go on a benign path of sustainable growth.

1. Promote the coordinated development of the economy, ecology and culture in the areas;
2. Promote the improvement of the household standard of living in the areas;
3. Promote the local development of high-quality human resources;
4. Promote the improvement of the agricultural, stockbreeding and technological level of different nationalities in the areas;
5. Promote and cultivate the market entry ability of the minorities in the areas;
6. Promote the participation of the minorities in the areas in the project and its execution, supervision.

Chapter 4. Participation of Minority Villagers in the Project

The PDCDP will be executed in a participatory approach. The framework of the participatory approach includes 4 steps, namely, participatory poverty analysis, participatory community development plan, participatory project execution and participatory supervision/evaluation. At present, the effort in Xuyong County is concentrated on the participatory poverty analysis and the formulation of the participatory community development plan.
Section 1. Participatory Poverty Analysis and Participatory Community Development Plan

I. Selection of Target Groups

In the selection of project areas in Xuyong County, villages with the largest poverty coverage and the most centralized poor population; relatively centralized villages suitable for integrated development and working guidance; villages connected with the focus of poverty relief and industrial development of the whole county; villages combined with the 10-year poverty relief planning and new village construction; villages in which the project does not overlap with other foreign-funded projects; and villages other than those submerged by water conservancy works or subject to migrant relocation were selected. The poorest areas in the county, the dry areas in the Chishui River basin, the minority centrally-inhabited areas and the areas polluted by raw sulfur smoke were selected as the project areas, including the 141 villages where the poor population is the most centralized in 13 Xiangs/towns, including 19 minority villages, involving the Miao, Yi nationalities and covering most minority villages in the county.

In the selection of project farmer families at the minority villages, aim at poor families, try to cover minority poor families, especially support some potential, capable and open-minded minority poor families as typical families.

II. Participatory Demand Analysis and Project Planning

The project officials went deep into the project villages in work teams to help the local people analyze the environmental conditions related to their production and life with their knowledge using the method of participatory rural assessment (PRA), formulate the future development plan and take corresponding actions, so as to finally benefit them. The minority villagers have been involved in the poverty analysis and project planning in the following ways:

1. Villager meeting

Hold many times of villager meetings involving different nationalities, sexes, ages, degrees of richness and residences to make the contents of PRCDP widely known, summarize and share the work results, obtain the villagers’ support and cooperation. Write the collected information (such as issue sequencing, resource distribution layout, seasonal life calendar by sex and farm work calendar) on a large piece of paper, verify the information, analyze and summarize the problems, find out a solution together with the villagers.

2. Charting

The villagers draw the resource distribution plan of the village, marking the locations of the communes and the present situation of the rivers and roads on the chart. The work team has fully discussed the existing problems, difficulties in resource utilization and solutions thereto with the villagers, with special concern on the activities to be carried out in an area.

Make an analysis of women problem by drawing the seasonal life calendar by sex of different nationalities, learn the differences of the social genders and the women’s concern about the project’s activities by investigating the farming activities in different seasons of women and men of different nationalities and their roles in the family.
3. **Farmer interview**

Raise questions to the villagers and find answers by means of field or door-to-door interview to provide a numerical and theoretical basis to the design and analysis of the village planning.

4. **Information feedback**

Feed the work results arranged, classified and analyzed by the work team and the planning back to the village to consult the villagers for opinions and suggestions.

**Flowchart of Participatory Village-level Planning at Minority Project Village**

III. **Formulation of Participatory Manual**

The PRCDP project requires maintaining a high-quality participatory approach to meet the requirements of the World Bank and the British Department for International Development, especially the requirements of the World Bank’s guarantee clause. Based on the data of the 3 project provinces and the discussion with the provinces, ITAD shall work out a participatory manual as required by the World Bank and BDID, specifying the basic principles, monitoring indicators, key steps, recommended methods and tools of the participatory approach and the typical cases introduced by the provinces to provide guidance to how the county, Xiang/town and village level project managerial personnel and coordinators should execute and monitor the participatory approach in the project.
Section 2. Execution, Supervision and Evaluation of Participatory Project

For more extensive and deeper participation of the minority villagers in the project, the future effort will be concerned about the following points:

I. Participatory Execution of the Project

The target of PRCDP is to involve the minority villagers in all aspects of the health, education, infrastructure, agricultural subprojects. The future effort shall ensure the operating principles and procedures (managerial structure, decision-making mechanism, mode of execution, fund appropriation and purchasing, etc) of the project, adapt the specific social, cultural traditions of the minorities to the participatory approach, so that the minorities can participate in the project in an extensive, deep and equal manner and benefit from it.

II. Supervision and Evaluation of Participation Quality of Minority Villagers

The design of the PRCDP monitoring and evaluation system is still at the initial stage. It will cover the following aspects:

1. Monitor the execution of the participatory approach, including: monitor the villages and families covered by the participatory approach; monitor the quality of the participatory approach on the basis of the indicators in the participatory manual.

2. Select minority villages as the trial units of participatory approach monitoring, feed back the experience and lessons to the project offices of the 3 project provinces.

3. Integrate the information and lessons from the community participatory monitoring and evaluation campaign at the minority villages.

III. Rolling popularization of Participatory Method

According to some feasible methods and ideas for the staged and rolling popularization of the participatory approach to be discussed in the participatory manual, more villages, especially minority villages, in Xuyong County will be covered by the participatory method under the provincial participatory rolling popularization program.

Chapter 5. 2005 Project Execution Plan and Budget

Section 1. Formation of Project Planning for Minority Villages

1. Fix the project areas. According to the PRCDP requirements and the practical situation of Xuyong County, 141 villages in 13 Xiangs/towns, including 19 minority villages, were fixed as the project areas;

2. In each project Xiang, 2 representative villages were selected to conduct the participatory typical-village village-level planning;

3. Form the project framework of the “Project Proposal”. On the basis of a full collection of the basic information of the project areas, in conjunction with the farmers’ wills in the
project design at typical villages, the county’s 10-year poverty-relief planning, industrial planning, national economy development planning, a project framework demonstration meeting will be held involving Party/political leaders, business departments, specialized technicians to conduct a full feasibility demonstration of the project, form a preliminary project framework and fix the rough investment proportions of the subprojects. On this basis, the business departments shall finalize the contents and scale of the subprojects in our county and form the project framework of the “Project Proposal” in consideration of the farmers’ wills, the project areas’ situation, relevant State requirements and technical standards through field investigation, repeated discussions, sufficient demonstration and overall balancing;

4. The experts from the Sun Yat-sen University shall carry out a social assessment of the project areas to further summarize and search for social and cultural differences that need attention in the process of project planning, such as differences in nationality, gender and residence, etc;

5. Conduct the participatory village-level planning at 20% of the project villages to provide a basis for the feasibility study;

6. Plan and design the project contents and scale in the feasibility study report. On the basis of the participatory village-level planning, the project areas and investment proportions of the subprojects have been adjusted pursuant to the “Project Proposal”, “Memorandum for the 2nd Preparation Group” and the “Memoranda” in March and June, 2004, in which community capability development is brought into the capability building subproject for separate demonstration. With reference to the technical standards for the Qinba Project, Butuo Project and Lugu Lake Project, the practical situation and market conditions of the project areas, the investment proportions, scale of construction, unit investment budget of the subprojects and the return on unit cost of productive projects have been revised again after repeated demonstration, quite objectively planning the project contents and scale in the feasibility study report. The whole building process of the project fully embodies the participatory concept.

7. The farmer development projects planned at the project villages in the county in 2005 are designed so that the minority farmers can organize productive activities and boost their development capabilities according their own wills. Pillar project will be formed to raise the farmers’ income by giving full play to the unique natural advantages and the existing pillar industry advantages of the county; in the infrastructure subproject, traffic, watery conservancy and other infrastructure will be constructed to meet the farmers’ needs and project development; the community development subproject aims to improve the quality of laborers to ensure the successful practice of the participatory approach at the minority villages; the education and health subproject is designed for the backward education and health conditions of the minority villages to gradually improve the population quality of the minorities.
Section 2. Year 1 Project Executive Plan and Budget for Minority Villages

See the attached table.

Chapter 6. Project Supervision and Evaluation

I. Supervision Mechanism

The supervision and evaluation of the project’s execution also applies to the execution of the Xuyong Minority Development Program. As required by the World Bank, 3 independent and closely cooperating supervisory mechanisms will be established:

a. Supervisory mechanism set up by the farmers in the project areas;

b. Supervision and evaluation by the supervisory personnel of the World Bank;

c. Supervision by all levels of government supervisory departments.

II. Evaluation Mechanism

The project’s social assessment is an important basis of the project design and establishment, and also an essential procedure in the project’s execution and supervision. To guarantee the MDP’s execution, the project assessment shall include the assessment of the Xuyong Minority Development Program’s execution, the understanding of the MDP’s execution, the provision of an observation report submitted to the World Bank and the Provincial Project Office. The project’s social assessment must be:

a. Executed by an independent academic institution outside the project region or province;

b. The supervisory and observational organ must be determined by the World Bank and the Provincial Project Office through negotiation;

c. The observation report must be submitted to the World Bank and the Provincial Project Office;

d. The observation results shall be fed back to all levels of project offices timely for timely rectification.