

Ethnic Minority Development Framework for Forest Plantation Development Project

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August 2005

Asian Development Bank

I. Introduction

1. In Lao PDR all people are considered equal, irrespective of ethnic background.¹ Although close to 50 major ethnic groups are recognized by the national census, ethnic groups are conventionally divided into three major groups, based on proto-typical location. These are (i) Lowland Lao (*Lao Loum*) who tend to settle in the valleys and flatlands; (ii) Upland Lao (*Lao Sung*) who prefer the higher altitudes; and (iii) Midland Lao (*Lao Theung*) who tend to inhabit the mid-level slopes. However, Chamberlain² notes that there are many exceptions to these stereotypic village locations and therefore such universalities need to be used with care.

*Over two thirds of the national population is Lao Loum, which comprise 8 ethnic groups within the Lao–Tai language family. The Upland or highland Lao make up about 10% of the population and comprise some 7 groups within the Chine–Tibet language family and 2 groups within the Hmong–lu Mien language family. The Midland Lao account for 25% of the total population and comprise some 32 groups within the Mon-Khmer language family.*³

Table 1: Ethnicity of Population

		Language Family	No. Ethnic Groups	Proportion of Population
Tai Kadai	Lao Loum	Lao Phoutai	8	66.2%
Austroasiatic	Lao Theung	Mon Khmer	32	23.0%
Hmong - lu Mien	Lao Sung	Hmong Yao	2	7.4%
Chine - Tibetan	Lao Sung	Tibeto Burman	7	2.5%
Chine - Tibetan	Lao Sung	Hor Han	1	0.2%

Source: Addressing the Health and Education Needs of Ethnic Minorities (ADB; September 1999).

2. The cultural and linguistic differences are greater among many of the midland Lao than those among the Lowland and Upland Lao. The Mon-Khmer language family comprises the largest number of ethnic groups but slightly less than one-quarter of the total population. Although there are various ethnic groups within the lowland Lao, only the upland and midland Laos are considered ethnic “minorities.” Lao PDR policy emphasizes the multi-ethnic nature of the nation and in many ways works to reduce the discrimination against midland and upland minorities. The use of the “three-ethnic group” emphasizes the commonality of Lao nationality–“Lao First”⁴ and is widely used in the country to refer to specific ethnicity. While there is participation in the political process with a number of ethnic minority people holding positions in government, there is not yet equal representation at all political levels when compared to their total numbers in the provincial populations. Often due to their remote location, the rural ethnic people have comparatively less access to government services such as health, education, agricultural extension, and infrastructure. Many development plans, including infrastructure, are not planned or implemented with ethnicity as the overriding variable. As a result, development impacts can inherently be marginalizing on the isolated and pre-market ethnic economies unless adequate mitigation measures are adopted and the potential beneficiaries are consulted

¹ Resolution of the Party Central Organization Concerning Ethnic Minority Affairs in the New Era (Government; 1992).

² Poverty Alleviation for All: Potentials and Options for People in the Uplands (J. Chamberlain & P. Phomsombath; SIDA, September 2002; p.23).

³ Chamberlain & Phomsombath; 2002.

⁴ “My Way and the Highway: Ethnic People and Development in the Lao PDR” M Milloy & M Payne in *Development or Domestication? Indigenous Peoples of Southeast Asia* (D McCaskill & K Kampe eds; Thailand; 1997).

in project planning and implementation. Further, the higher incidence of poverty particularly among minority groups makes them more vulnerable socially and economically.⁵

II. Project Description

3. The long-term goal of the project is to develop the plantations sub sector to accelerate economic development and poverty reduction. The immediate project objective is to develop an efficient and equitable forest plantations sub sector by: (i) establishing an autonomous, sustainable, and efficient new institution to support the development of this sub sector; and (ii) supporting financially viable livelihood and enterprise plantations, and facilitating the establishment of industrial plantations and the associated processing industry. The project will contribute to poverty reduction by generating income and employment, and creating assets for the poor households and raising considerable revenues for the Government. The purpose of the project is to create a substantial plantation resource and to catalyze large-scale international private investments in plantations that will lead to the development of a modern and efficient wood processing industry in the medium-term.

4. Under the Project, in the development of Small Livelihoods Plantations (SLPs), land acquisition is not involved. Where ethnic minority populations are likely to join the SLPs, the ethnic Minorities Development Plan will put in place steps to ensure their equitable participation and culturally appropriate interventions. Mechanisms to ensure that these households are not disproportionately affected and that ethnic minority villages/households can benefit, at least to the same degree as the predominantly Lao Loum villages, will be put in place.

5. Further the Project will support the setting up of the LPA, which will help to develop large industrial plantations (LIPs) and medium enterprise plantations (MEPs). These in turn will require the allocation of suitable unstocked forest lands to In cases where plantation development and land acquisition for large industrial plantations (LIPs) and medium enterprise plantations (MEPs) or other project impacts will affect households that belong to ethnic minority groups adversely, the LPA will adhere to the ADB policy on Involuntary resettlement and the GOL decree 192 on Compensation and Resettlement (July 2005). During land use planning by LPA's Land Use Division, , participatory social assessments will be routinely carried out by LPA's social and community development staff, to determine land ownership, current users and uses of land, likely impacts of land acquisition/land use conversion from unstocked forest land to plantations, on ethnic minority communities. During such social assessments, gender issues will be identified by specific meetings with ethnic minority women. Whenever negative impacts are identified, land use planning will ensure that either alternative lands will be identified for plantation development, or, if negative impacts become inevitable, all affected persons (APs) will be entitled to receive culturally appropriate support for livelihoods restoration as per GOL laws and ADB's Policy on Indigenous Peoples and Involuntary Resettlement. All such costs will be borne by the private sector developers of LIPs and MEPs.

III. Government of Lao PDR Policies towards Ethnic Minorities

A. Review of Government Policy on Ethnic Minority Issues

6. Since 1975 Government has shown great interest in rural people and ethnic minority groups. The Central Committee for Ethnic Minorities (CCEM) was created in 1975 to develop a

⁵ *Participatory Poverty Assessment PDR* (State Planning Committee, National Statistics Centre, & ADB; June 2001).

policy regarding ethnicity in Lao PDR. The concept of multiple cultures and ethnicity was strongly advocated.

7. The main policy of the CCEM was to continue strengthening the solidarity and conciliation among all ethnic groups and to create a unified force to protect both the sovereignty of the nation and the development of the country. Its priority activity was to conduct research regarding all aspects of the nation's ethnic groups and report the results to the Central Party.

8. Various decrees and laws throughout the 1980s and 1990s aimed to strengthen protection of the rights of all ethnic groups in the country. Increasing emphasis was made on the importance of diversity, which is increasingly seen as strength rather than as a threat.

B. Ethnic Minority Affairs in 1981

9. In 1981 by recognizing the lack of policy and attention towards some ethnic groups, the Political Bureau issued a resolution concerning the affairs of ethnic groups, although the resolution was aimed specifically at issues of the Hmong and became known as the 'Hmong Policy.' The main items in the resolution included:

- (i) Improving the political foundations at the sub-district and village levels;
- (ii) Emphasizing production and improvement of livelihood;
- (iii) Strengthening the security and defense mechanisms;
- (iv) Establish four model/focal districts (in Muang Hom, Muang Nong Het, Muang Duk Cheung and Muang Pak Xong); and
- (v) Increasing the level of Party leadership in ethnic affairs, especially the appointment of Hmong officials into the administration in the regions where Hmong people are the majority.

10. The second item was primarily focused on shifting cultivation in rural development and required that the livelihoods of the people, both materially and mentally be improved. In the case of Hmong, the policy required conditions to be in place to allow a solid basis for production and over the next five-year period various resettlements of highland groups were undertaken in an attempt to improve their food security. The policy also required consultation and a remedial approach to solving problems of land shortage, land dispute between Hmong and other ethnic groups, and problems created by resettlement during the war and through rural development (including those who wished to return to their original territory or move to the new ones).

11. The policy showed that Government was aware of deficiencies in meeting the basic needs of the rural ethnic people, especially the Hmong, and proposed solutions which emphasized participation and consensus of traditional/local leaders as well as the people themselves.

12. The Third Party Congress (April 1982) while focusing on economic development and national defense, followed an agenda in relation to the development of the ethnic minorities that included:

- (i) The stabilization of shifting cultivation by allocating 3 to 5 plots of land for each midland and highland household, especially in the northern provinces that have high proportions of ethnic minority groups; and
- (ii) Relocation and resettlement of upland villages to lowland areas where there was 'potential' for paddy rice cultivation.

13. The policy on stabilization of shifting cultivation and relocation of villages was aimed specifically at ethnic minorities. Due to the insufficient preparation of both resettling and host

communities and inadequate resources and experience to support the policy most of the resettlement projects failed to meet expectations and in some cases resulted in resettled villages moving back to their previous land within a few years.

14. The Fifth Party Congress (March 1991) reiterated commitment to the maintenance of ethnic identities and the economic development of all groups. In addition, the Congress subsequently confirmed adoption of the 'new economic mechanism' and reaffirmed that transition from subsistence to a market economy must be accompanied by the progressive abandoning of slash and burn practices.

15. There were two main achievements of the Fifth Party Congress in relation to ethnic minorities; the first being the adoption of the Constitution of Lao PDR that recognized citizens of all ethnicity (refer to Section 2.1.2); and the second being the recognition that implementation of the 1981 ethnic policy had been ineffectual, resulting in the 1992 Resolution on Ethnic Affairs in the New Era (refer to Section 2.1.3).

C. The Constitution

16. The Constitution of Lao PDR was passed in 1991 as a consolidation of the rights and responsibilities of the State and the people. Throughout the Constitution the term "citizens of all ethnicity" is used. The Constitution states that all citizens have rights in education, health, land use and ownership, domicile of choice, and economic development regardless of sex, religion, social status, education, or ethnicity; as well as freedom of religion, freedom of speech; freedom to peacefully assemble and to protest. All citizens have the right to work and carry out their chosen livelihoods. Articles 8 and 22 guarantee that there will be no discrimination on the basis of ethnicity or gender.

17. Articles in the Constitution where ethnic minorities are specifically mentioned are as follows:

- Article 1—Laos is a nation unified and indivisible of all ethnic groups;
- Article 2—all power is of people, by people, and for the use of the multiethnic people;
- Article 3—the right of a multi-ethnic people to be owners of the nation is exercised and guaranteed by the political system;
- Article 7—mass organizations are the focal point for the solidarity and mobilization for citizens of all backgrounds and ethnicity as participating members in the safeguarding and edification of their rights and interests;
- Article 8 - the State will carry out a policy of unity and equality among the various ethnic groups. All ethnic groups have the right to preserve and improve their own traditions and culture and those of the nation. Discrimination between ethnic groups is forbidden. The state will carry out every means in order to continue to improve and raise the economic and social level of all ethnic groups;
- Article 13—the economic system is for the purpose of improving the standard of living, materially and spiritually, of a multi-ethnic people;
- Article 19—the State and the people will collaborate to build schools of all levels in order that a complete education system will be available to all, especially areas inhabited by ethnic minorities; and
- Article 22—all Lao citizens, regardless of their sex, social position, education, beliefs or ethnicity, are equal before the law.

18. These articles form the foundation of a policy signed by the President in 1992 entitled *Resolution of the Party Central Organization Concerning Ethnic Minority Affairs in the New Era*. The general policy of the Party concerning ethnic minorities is discussed below.

D. The 1992 Resolution

19. In 1992 the Party Central Committee issued a resolution on Ethnic Affairs in the New Era. The first section of the Resolution constitutes an evaluation of the implementation of the 1981 Ethnic Affairs Policy. While acknowledging some progress, this section is essentially a strong critique of the lack of progress in most areas of implementation, summarized as follows:

- The problems of the ethnic minorities had not been given enough attention by several authorities and organizations;
- The livelihood of the ethnic minorities both in term of materials and cultures had not been improved sufficiently, and the policy on land allocation and resettlement (permanent occupation) of 'mountainous' people had not been seriously implemented and resulted in turmoil;
- Many ethnic minority children were not attending school and the illiteracy rate was increasing. The Hmong and Khmou scripts had not been included in the curriculum or teaching at ethnic schools;
- Civil servants from minorities had not been adequately trained and motivated to work in their own areas;
- Political awareness had not been established in politically sensitive areas;
- There had been no in-depth research on the issues related to the realities of socio-economic life for ethnic minorities; and
- There had been a lack of co-ordination between government agencies responsible for addressing problems facing ethnic minority groups.

20. This policy was to be implemented through both political and economic development activities. Included in the latter was the halting of shifting cultivation and the permanent settlement of the people who practiced it. This was to be followed by programs to improve their livelihoods.

IV. ADB Policy on Indigenous People

21. The ADB's *Policy on Indigenous People* (1999) focuses on the circumstances of indigenous peoples ("ethnic minorities" in the Lao context) and on identifying and satisfying the needs and developmental aspirations of these people. It emphasizes the participation of ethnic minorities in development and the mitigation of its negative effects and impacts.

22. The ADB policy then stipulates that ADB-funded projects in which ethnic minorities are affected should be:

- Consistent with the needs and aspirations of affected ethnic minority peoples.
- Compatible in substance and structure with affected ethnic minorities' culture and social and economic institutions.
- Conceived, planned, and implemented with the informed participation of affected communities.
- Equitable in terms of development efforts and impact.
- Not imposing the negative effects of development on ethnic minorities without appropriate and acceptable compensation.

23. The term ‘indigenous people’ is generic and includes cultural minorities, ethnic minorities, indigenous cultural communities, tribal peoples, scheduled tribes, natives, and aboriginals. The definition, as used in ADB’s OM 53/BP, is encompassing and describes indigenous people as having the following characteristics:

“... (i) descent from population groups present in a given area before modern states or territories were created, and (ii) maintenance of cultural and social identities separate from mainstream or dominant societies or cultures. Additional characteristics include (i) self-identification and identification of others as being part of a distinct indigenous cultural group, and the display of desire to preserve that cultural identity; (ii) a linguistic identity different from that of mainstream or dominant society; (iii) social, cultural, economic, and political traditions and institutions distinct from mainstream or dominant culture; (iv) an economic system oriented more toward a traditional system of production than the mainstream system; or (v) a unique tie and attachment to traditional habitat and ancestral territory and natural resources.”

24. The approach adopted by ADB in project and program development is to seek the greatest possible reduction in poverty amongst indigenous peoples and in cases where adverse cultural effects are unavoidable, to minimize these effects through identification of appropriate mitigation measures. Furthermore, where indigenous people are to be affected by a project, it is important to incorporate mechanisms into project planning that will ensure the equal or enhanced enjoyment of project benefits by indigenous people.

25. This approach recognizes that even programs that are aimed at improving quality of life (i.e. poverty reduction projects) do not necessarily equally reach all sectors of the community, and invariably, indigenous people—for a raft of reasons—often bear a disproportionate burden of adverse social and economic effects of development. Therefore, project planning must include strategies to overcome such structural constraints and appropriate communication avenues are identified, particularly when conventional approaches to information dissemination may not be adequate. Any such strategy would also need to provide specific mechanisms for indigenous women’s concerns to be identified and addressed through the project process. To this end OM 53/BP notes that “...*development interventions that will affect indigenous peoples should ensure that they have opportunities to participate in and benefit equally from the interventions.*”

26. To ensure that people of ethnic minority groups are included in appropriate ways in the development process OM 53/BP requires the preparation of an indigenous peoples’ development plan (IPDP). In the context of the Project the process of facilitating the participation of ethnic minorities in the Project, and benefiting equitably thereby, is termed as an ethnic minority development plan. The plan lays out basic principles for ensuring the equitable participation of ethnic minority households/communities in SLP development, with particular attention to the needs of ethnic minority women.

A. GOL Plans for Poverty Reduction

27. The Lao PDR’s Five-Year Plan from 2001-2005 has several objectives of central relevance to ethnic minorities related to poverty reduction. These include: (i) support for food security, (ii) commercial agriculture production, (iii) rural development, (iv) infrastructure development, (v) external economic relations, (vi) access to services. In 2000, in PM01, the Government prepared a plan for decentralization that calls for establishment of the province as the strategic unit, the district as the planning unit, and the village as the implementation unit. In addition to these functions, villages are responsible for data collection on the living condition of

families. The NGPES is based on analysis of poverty and its causes in Lao PDR. It states that the ethnic minorities are the poorest in the country and identifies several causes of poverty including problems pertaining in land availability for food production and income generation. The NGPES spells out support for multi ethnic development through support for poor district development, participatory development, capacity building of rural populations and local government for participatory planning. It identifies poor districts for targeting of poverty reduction programs in the country as a whole. The Project areas are covered by several of these poor districts.

28. The forestry sector is identified by the government as a key sector for poverty reduction. NGPES aspires to meet its objectives through natural resource development. Future growth-enhancing investments and development priorities—that reflect economic potential of the country's natural resource base—have been identified as means to increase national revenues and eradicate poverty. Recently, the Government has adopted a comprehensive *Forest Strategy 2020*.⁶ This strategy consolidates the Government's vision and related policies to develop the forestry sector and plantations subsector on sustainable basis. To implement NGPES and *Forest Strategy 2020*, the Government wishes to promote both private and public sector investments in forest plantations development. The Government is cognizant of the significant potential forests can make to national economic growth, poverty reduction, environmental and biodiversity protection, and sequestration of carbon to mitigate its impact on global climate. The Government also encourages the participation of poor households in establishing forest plantations for livelihoods by allocating suitable lands in the rural areas.

29. The Project is prepared in keeping with the Forest strategy 2020. In developing the forest plantation sector, there are several levels at which the Project will come in touch with the ethnic minority populations in the Project provinces. The first will be through the development of SLPs. The social and poverty survey carried out as part of Project preparation demonstrates the interest of these ethnic groups in knowing more about the Project and participating in developing their own village lands which are at present not being utilized for food production, for plantation development. In developing SLPs, it is understood that there will be no land acquisition. All SLPs will be developed on sites identified within village boundaries, on lands which are unsuitable for any other uses at present levels of knowledge by the village communities themselves. Participatory land use planning and allocation (PLUPA), full clarity about the equity sharing model of the LPA, clarity regarding the labor requirements, the benefit sharing arrangements, the flow of inputs and incomes, among other aspects will need to be achieved prior to start up of any activities related to SLP development.

B. Poverty and Ethnic Minorities in the Project area

30. Among the project provinces, all except Champasak (19% poor) have very high poverty levels starting from 50% to 80%.⁷ Among the poor the ethnic minorities are vulnerable to food shortages on account of lack of access to adequate cultivable land, reduced access to non timber forest produce (NTFPs), lack of access to capital, inputs, markets, and basic social amenities such as education and health. Among the ethnic minorities women tend to be disadvantaged on account of their lack of literacy in Lao, lack of access to extension and training, their poor access to basic services of water and sanitation, poor health, and heavy workloads both for income earning and food production.

⁶ 2005. Lao PDR. *Forest Strategy 2020*, Vientiane.

⁷ Bolikmaxay-71.2%, Savannakhet-57%, Saravan-61%, khamouane-36%, Xekhong-81%, Vientiane-33%, Champasak-19%.

31. Social assessments carried out under the project show that there are pockets of ethnic minority populations in both mixed and single community villages in the provinces of Bolikhamxay, Vientiane, Saravan, Savannakhet among the seven provinces covered by the Project. The Lao people belong to four ethno-linguistic groups. Tai Kadai, Austro Asiatic (Mon Khmer), Hmong Mien (Miao-Yao), and Sino Tibetan (Tibeto-Burman). The dominant ethnic group, (the Tai Kadai group), accounts for a much smaller proportion of the population in Lao PDR than in the neighboring countries. The minorities to be found in the project areas include the Mon Khmer group (Suay, Khmu,) Hmong Mien (Hmong). Distinctive ethnic groups comprise about 70 percent of the population of Lao PDR. Among the Mon-Khmer, the Khmou are the majority sub-ethnic group. The ethnic minority communities are among the poorest and suffer from prolonged periods of rice shortages ranging from three to eight months per annum.

C. Steps to be taken in preparing Ethnic Minority Development Plans for SLPs

32. In undertaking SLP development in communities with ethnic minority populations the LPA staff will need to prepare an ethnic minorities development plan based on participatory appraisals and land use planning and allocation. In order to do this, clear steps are included for ethnic minority beneficiaries to be able to access all information, participate in training and extension services, and gain full land rights in the eighth year. The following steps will need to be followed:

- (i) The Land Use Division of LPA will during land use planning, need to collect the following information with regard to potential sites for SLPs /LIPs/MEPs:
 - Extent of ethnic minority population
 - Extent of land available for SLP/LIP/MEP development
 - Extent of interest in the community in participating in SLP development
 - Likely impacts of LIP and MEP development on ethnic minority livelihoods, extent of negative impacts, availability of alternative lands that can either be used readily by ethnic minority populations to meet their livelihood needs or alternatively can be used for plantation development
- (ii) Based on the above information which can be collected by key informant interviews with village chief, LWU representative, LYU representatives, the Land use Division staff have to take the next step, which is to conduct participatory appraisals in the village with ethnic minority groups in particular. Such participatory appraisals will need to be done by staff who can speak the ethnic minority languages. The appraisals should be conducted through several steps. It should include focus group discussions with mixed groups of ethnic minorities, as well as separate groups of women and men. These meetings should aim to collecting information regarding (i) poverty levels, (ii) food security levels, (iii) agriculture and productivity of crops, (iv) land ownership status of agricultural lands and forest lands, potential plantation sites, including extent of recognition of women's rights (v) forest based productive activities (e.g. fuel wood collection and sale, charcoal production, shifting cultivation, NTFP collection for consumption and sale, and others), (v) availability of alternative lands in the vicinity for such activities, likely availability of suitable lands for plantation development, (vii) availability of labor for plantation development among households. The meetings should be a vehicle to explain the SLP model in detail, particularly the equity sharing model, so that the people fully understand the implications of participating in the SLP. The meetings should establish clearly the

ownership status of land⁸ suitable for plantation development and being proposed for SLP. The implications of land acquisition/conversion from unstocked forest land to LIPs and MEPs should be discussed in full. Alternative uses of the lands, identification of the user groups, any loss of incomes, food sources, or any other types of losses (sacred sites etc.) should be identified at the outset and discussed fully. If necessary, alternative sites should be selected where negative impacts are not associated with SLP/LIP/MEP development.

- (iii) Separate meetings with women's groups should be conducted in ethnic minority languages, by women staff of the Land Use Division of LPA. These meetings should be used to determine women's livelihoods, women's land rights, levels of literacy, health status, sources of food supply during times of rice shortage, extent of dependence upon the unstocked forest lands in the village for food, fuel, NTFPs, income generation through handicrafts etc., availability of labor for plantation development, interest and willingness to participate in SLP development, identification of suitable sites for SLPs, LIP/MEPs. These meetings should be further used to provide all information related to the equity sharing model of SLPs.
- (iv) Based on the outcomes of these meetings and discussions, the sites will be identified and agreements for SLPs to be entered into between LPA and beneficiary households/communities.
- (v) The ethnic minority development plans will provide information on village population, ethnicity, land availability and status, poverty levels, food availability, forest land uses by ethnic minority households, status of lands for SLPs/LIPs/MEPs, number of participating households including female headed households, labor availability, extension and technical services to be provided by LPA, equity sharing model and flows of inputs from LPA to the beneficiaries, other support services to be provided by LPA, labor inputs by the households, maintenance of plantations by the beneficiaries, flow of funds at felling, sharing of revenues, land titling procedures, etc.

D. Follow Up by LPA to Ensure Equitable Benefits to Ethnic Minorities

33. Once the ethnic minority households agree to participate in the SLPs, or the sites for development of LIPs and MEPs are selected, the LPA will take particular steps to ensure that they are able to access all the benefits available under the SLPs. For LIPs and MEPs, the LPA must ensure a) that LPA will employ ethnic minority/ethnic minority language speaking staff that will be fully trained in extension and training for forest plantation development techniques. They will be fully equipped to provide technical and marketing know-how to the ethnic minority planters, and will provide regular extension services to the planters. b) All inputs supplies will be easily made accessible to planters. Technical guidance related to plantation development and maintenance operations will be properly provided as required. Marketing advice and support will be provided to the planters in order that they realize the full potential of their plantations. Technical advice and guidance should continue to be provided after the first rotation. For LIP and MEP development, all negative impacts on ethnic minorities will be identified through land use planning and related social assessments. Following such identification the LPA staff will prepare fully budgeted ethnic minority development plans for LIPs and MEPs. All

⁸ In most instances of SLP development the lands are likely to be privately owned/operated. In Lao PDR the process of land titling is in its early stages. Most people possess temporary land use certificates which entitle them to use the land in accordance with the government's approved land use plans. Through the SLP process, people will gain legal and full land titles to lands they may be utilizing at present without legal titles.

costs related to mitigation of negative impacts arising out of LIP and MEP development will be borne by the private sector LIP and MEP developers. The LPA will have the responsibility to monitor the plans prepared and their implementation in order to ensure that they are in keeping with this framework and GOL policies and ADB Policies on Indigenous Peoples and Involuntary Resettlement

34. LPA staff must ensure that the ethnic minority planters receive the land use certificates on planted lands and in due course they should receive full land titles which should be issued in the joint names of husbands and wives, and in the case of female-headed households in women's names.

E. Gender Equity

35. Women should participate fully in the process of decision making related to participation in SLPs. All agreements between LPA and ethnic minority farmers must have the signatures of both husband and wife and of women in the case of female headed households. Thereafter, they should receive equitable access to extension and training, marketing information, and support. Female-headed households should be particularly facilitated to participate through extension and training services, access to information about the SLPs, equity sharing, marketing and the like. LPA will appoint female extension workers with ethnic minority language skills, to interact on a regular basis with women planters, to provide technical support, and marketing advice and support services. All land use certificates should be in joint names or in the names of women in female-headed households. All land titles should be in joint names/single names. They should be clear and heritable.

F. Monitoring and Evaluation

36. All progress reports prepared by the EA will address the issue of ethnic minority participation and gender equity. At midterm reviews an external monitor will review the ethnic minority plans prepared and on that basis, the extent of participation of ethnic minorities in SLPs, the impacts on their incomes and food security, extent of improvement in access to health, water and sanitation, literacy and education will be monitored. The review will also address the gender issues in participation and measure the extent to which ethnic minority women have been enabled to improve their technical knowledge, knowledge of markets and access to these, improved incomes and food security, as well as their literacy, education, and health situation. Towards the end of the Project another external review should be carried out to measure the impacts on ethnic minorities of SLP development.

G. Budget and financing of EMDF

37. The costs of the EMDF are likely to be of two types, one related to land use planning and social assessment and the other related to mitigation of any negative impacts arising out of LIP and MEP development. The costs of carrying out land use planning and social assessment will be met from the regular operating budget of LPA's Land Use Division. All costs associated with mitigation of likely negative impacts will be built into the budget of the private sector developers of LIPs and MEPs. Prior to getting any land on lease from LPA, all such private plantation promoters will need to submit to LPA a written agreement to abide by the EMDF and Resettlement Framework and meet all costs related to mitigation of any negative impacts identified during land use planning social assessments.