

ASIAN DEVELOPMENT BANK

TAR:PRC 31175

TECHNICAL ASSISTANCE

(Financed by the Cooperation Fund in Support of the Formulation
and Implementation of National Poverty Reduction Strategies)

TO THE

PEOPLE'S REPUBLIC OF CHINA

FOR

**PARTICIPATORY POVERTY REDUCTION PLANNING
FOR SMALL MINORITIES**

August 2003

CURRENCY EQUIVALENTS

(as of 31 July 2003)

Currency Unit	–	yuan (CNY)
Y1.00	=	\$0.1208
\$1.00	=	Y8.2773

ABBREVIATIONS

ADB	–	Asian Development Bank
FCPMC	–	Foreign Capital Project Management Center
LGOP	–	State Council Leading Group on Poverty Alleviation and Development
NGO	–	nongovernment organization
PRC	–	People's Republic of China
RETA	–	regional technical assistance
SEAC	–	State Ethnic Affairs Commission
TA	–	technical assistance
UNDP	–	United Nations Development Programme

NOTES

- (i) The fiscal year (FY) of the Government ends on 31 December
- (ii) In this report, "\$" refers to US dollars.

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I. INTRODUCTION

1. During the 2002 Asian Development Bank (ADB) Country Programming Mission to the People's Republic of China (PRC), the Government reconfirmed its request for technical assistance (TA) for Participatory Poverty Reduction Planning for Small Minorities as a follow-up to TA 3610-PRC: Preparing a Methodology for Development Planning in Poverty Blocks under the New Poverty Strategy. After successful preparation of the methodology and its adoption by the State Council Leading Group on Poverty Alleviation and Development (LGOP) to identify poor villages within the "key working counties" (which are eligible for national poverty reduction funds), the Government would like to apply the methodology to the PRC's poorest minority areas to prepare poverty reduction plans with villager, local government, and nongovernment organization (NGO) participation. A Fact-Finding Mission was conducted at different periods from September-December 2002 (given the large number of provinces and autonomous regions involved) and reached agreement on the goals, purpose, scope, implementation arrangements, cost, financing arrangements, and terms of reference for consultants for the proposed TA.¹ The TA framework is attached as Appendix 1.

II. ISSUES

2. Since economic reforms began in 1978, the Government has prioritized funding for poverty reduction and has an advanced administrative structure stretching from the national to the village level to implement poverty reduction programs. Using the Government's official definition of poverty, absolute rural poverty decreased from 250 million in 1978 (30.7% of the rural population) to 30 million in 2000 (3%).² An estimated Y198 billion (\$23.9 billion)³ was targeted to the poor from 1994 to 2000. During the same period, Y43 billion (\$5.1 billion) was targeted to minorities. In 2001, the Government introduced a new 10-year poverty reduction strategy that (i) prioritizes assistance to the remaining absolute poor; (ii) helps those who are vulnerable to falling back into poverty because of natural disasters or medical emergencies; (iii) targets minority, border, mountainous, and remote areas; (iv) uses the ADB-assisted multidimensional, participatory poverty planning methodology, which defines poverty broadly according to income, quality of life, infrastructure access, and social development indicators; and (v) mandates a role for civil society and NGOs to help design, implement, and monitor Government-led poverty reduction activities. On the objective to target minorities, focused effort to assist the smallest of the minority groups is justified by (i) the fact that small size compounds the extreme poverty and isolation faced by many communities in these groups, (ii) the reality that most programs and funds target larger population minority groups, and (iii) the urgency of protecting cultures to ensure their long-term survival.

3. Minority groups (non-Han Chinese) living mainly in western, border, mountainous, grassland, and forest areas are among the poorest people in the PRC. Of the 55 officially classified minority groups, 22 have a population under 100,000.⁴ The total combined population of these groups is around 600,000. Given their relatively small populations compared with other minority groups, they are referred to as "small minority groups."⁵ From 1994 to 2000, there was a reduction of subsistence-related poverty among these small minority groups. However, poverty remains an entrenched problem. Their production and living (such as housing) conditions; access to roads,

¹ The TA first appeared in *ADB Business Opportunities* (Internet edition) on 10 September 2002.

² The absolute poverty line is Y625 annual income. Using the international \$1 a day standard, poverty was 110 million in 2000, over three times the Government poverty figures.

³ Inclusive of national and local government funding as well as civil society donations.

⁴ According to the Fourth National Census of 1990.

⁵ There are also very small groups known as *ren* with unique lifestyles and customs (such as the Deng and Xiaerba), which the Government does not classify as small minorities.

power, and water supply; and access to health and education services are poor. Their capacity to withstand natural disasters or medical emergencies is weak. They have income levels below the national average, and most of them are at or slightly above the subsistence poverty line. Most of the nonpoor people in rural areas where small minority groups live have low-income levels. Even those whose subsistence needs have been addressed are vulnerable to falling back into poverty. In normal years, the number of people falling back under the poverty line is about 15%. In years with natural disasters, the proportion is as high as 40% in some places. In the past, the Government did not specifically target small minority groups for assistance. Instead it targeted geographic regions and the poor irrespective of minority status.

4. The State Ethnic Affairs Commission (SEAC) is responsible for all minority groups with significant attention to the main groups (Zhuang, Man, Muslim, Miao, Uighur, Tujia, Yi, Mongol, and Tibetan), which account for 81% of PRC's minority population. It does not have funds to specifically target the 22 smallest minority groups (accounting for less than 1% of PRC's minority population). LGOP envisages investing over Y30 billion (\$3.6 billion) a year in poor areas under the 10-year Poverty Reduction Strategy, with a portion targeted towards the 22 small minority groups (with the plan developed under the Project expected to recommend an appropriate portion). This is the first time the Government has attempted a large-scale multiminority plan focused on poverty reduction and cultural protection of small minorities. It will also be the first time for ADB to be involved in a major minority-related planning exercise in any member country. The broader aid community in the PRC has had projects with activities that include minorities or selective activities targeted at certain minorities. The World Bank, United Nations Development Programme (UNDP), the Inter-American Development Bank, and the International Labor Organization have done studies and implemented minority-related projects in the PRC and other countries. The lessons learned from these experiences will be examined and applied as appropriate to the plan developed under the TA. The TA will promote participatory methods to fight poverty. For a small investment, the TA will help influence how \$3.6 billion per year will be used to assist the most vulnerable minorities.

5. The 22 small minority groups are mainly distributed in 11 provinces and autonomous regions. The Bulang, Achang, Nu, Jinuo, De'ang, and Dulong live in Yunnan; the Pumi are in Yunnan and Sichuan; the Menba and Luoba are located in Tibet; the Maonan live in Guangxi and Guizhou; the Jing are in Guangxi; the Sala reside in Qinghai and Gansu; the Bao'an and Yugu are in Gansu; the Ewenke and Elunchun are in Inner Mongolia and Heilongjiang; the Hezhen live in Heilongjiang; the Tajike, Uzibeke, and Tatar are located in Xingjiang; the Eluosi (Russians) are in Xinjiang, Inner Mongolia, and Heilongjiang; and the Gaoshan reside in Fujian. A brief description of the history and socioeconomic status of the minorities is provided in Appendix 2.

6. According to a 2001 survey conducted by SEAC, the small minority groups are mainly distributed in 70 counties (and cities), 209 townships (and towns), and 587 administrative villages. Among the 70 counties (and cities), 61 counties (and cities) are included in the Western Region Development Program. Sixty counties are minority autonomous counties, and 20 are eligible for national poverty reduction funding. In 2000, the poverty incidence rate of the small minority groups in these villages was over 5 times higher than the national figure of 3.5% in terms of income and grain production.

7. Several non-income indicators suggest that small minority groups are worse off than other poor people in the PRC despite the fact that most live in nonpoor counties. The SEAC survey indicated that the lack of road connections among poor administrative villages, which was 9.5% for the whole country, was 22% for the 587 administrative villages where small minority groups are concentrated. Lack of electricity access was 5.0% nationally versus 10.9% for the small minority groups. About 48% of the poverty-stricken households monitored for rural poverty in the PRC

lacked access to safe drinking water compared with 56.0% for small minority areas. Among the 587 villages where the small minority groups are concentrated, 42.6% had no postal services, 38.7% had no primary school, and 54.3% had no health subcenter. The survey also showed that 31.4% of the poor in the PRC had no telephone service provision to their areas versus 42.1% for small minority areas. Lack of television service provision was 4.7% nationally for the poor versus 29.5% for small minorities.

8. During TA processing, ADB staff held participatory consultations with around 350 villagers among the 22 small minority groups. The meetings discussed the causes and effects of poverty in their villages, the main difficulties facing the villagers, and their suggestions on how to address their difficulties. Issues differ from place to place depending on geographic, environmental, historical, and cultural factors. However, there were many common issues. The main concerns of villagers across provinces and regions, and confirmed by government and NGOs, are (i) access to education beyond primary school, and better teacher quality and facilities; (ii) access to affordable health care, and better quality medical staff and facilities; (iii) environmental protection of grasslands against desertification; (iv) balancing environmental protection laws on forestry, grasslands, and wildlife with traditional occupations such as hunting and logging, and ensuring that such laws do not contribute to impoverishing minority cultures by introducing mitigating measures and policies; (v) stable irrigation systems and drinking water supply for both villagers and livestock; (vi) improved roads to access markets and information and to attract investors; (vii) advanced technical and management skills in livestock raising, cash crops, alternative agricultural activities to hunting, increasing agricultural production, marketing, and agro-industry; (viii) better housing to improve quality of life; (ix) access to affordable credit to engage in business and associated training; and (x) cultural protection through both education (bilingual education and textbooks in local languages) and tourism (management of tourist spots and natural resources and expansion of handicraft industries, especially for women).

III. THE TECHNICAL ASSISTANCE

A. Purpose and Output

9. The purpose of the advisory TA is to apply the multidimensional and participatory poverty planning methodology developed under TA 3610-PRC (and other best international practices in participatory planning) to the PRC's 22 smallest minority groups and develop a plan (including minority-specific policies) to reduce their poverty and to protect their cultures that is realistic and achievable, given Government budget commitments and constraints. The main output, the final report, will be the consolidated plan with policy recommendations.

B. Methodology and Key Activities

10. The TA will use a participatory approach to examine the situation of each minority group, develop a strategy to tackle the main poverty problems, and develop a plan for each group followed by a consolidated plan showing the activities that the Government will then fund and implement. This will be complemented by appropriate training for villagers, local government officials, and NGOs. Since one third of the 22 minorities and 38% of the total small minority population are in Yunnan and because there are many active domestic and international NGOs in the province knowledgeable about participatory approaches, the TA team will commence its work there. At the inception workshop, LGOP, SEAC, and the team leader will present their visions. The minority experts will present their report on the status of the 22 small minority groups. The international consultants will present best international practices in poverty reduction planning for minorities, cultural protection, and project design considering suggestions made by NGOs. The sector experts

will present best practices in their fields. In consultation with the small minority group members, the team will then develop a model plan in Yunnan (for the De'ang minority group) using participatory methods and allowing inputs and ideas from NGOs active in Yunnan. Local researchers, small minority experts, economists, poverty experts, and NGOs will be hired on a short-term basis to assist the team to gain in-depth expertise of the cultures and local economies they are trying to help. When completed, an expert panel (comprising villagers, local economists, academics, minority affairs and poverty experts, government officials, and NGO representatives) will review the model plan. Experts in minority issues will need to be recruited at short notice in remote areas for short periods in a similar way that ADB handles honoraria for experts. The consultants will improve the plan based on the comments.

11. The consultants will then split into five subteams and go to the northeastern (Heilongjiang and Inner Mongolia), western (Gansu and Qinghai), southern (Yunnan, Guizhou, Guangxi, Sichuan, and Fujian), Xinjiang, and Tibetan regions to replicate the model and adjust the plans according to local conditions. Local teams will assemble in each region and follow the approach used in Yunnan, modified as necessary to fit local conditions. Special efforts will be made to recruit qualified Uighur and Tibetan consultants, draw upon other local experts in Xinjiang and Tibet, and recruit minorities in the other provinces as local experts. Then the teams will proceed to Beijing to have the plans reviewed by LGOP, SEAC, a national expert panel, and the sector specialists (the leaders of the regional subteams). The plans will then be unified into a national plan within national poverty reduction fund budget limitations, which LGOP will take the lead in implementing. The final approved plan will be disseminated to all affected communities. Small pilot projects to reduce poverty and promote cultural protection will be developed and funded (one for each of the five regions) to test the effectiveness of the plans. During the course of plan development and dissemination, workshops and participatory planning training will be held with villagers, NGOs, researchers, and local government officials.

C. Cost and Financing

12. The cost of the TA is estimated at \$1,050,000 equivalent comprising a foreign exchange cost of \$149,000 and a local currency cost of \$901,000 equivalent. The TA will be financed on a grant basis by the Cooperation Fund in Support of the Formulation and Implementation of National Poverty Reduction Strategies and will cover the entire foreign exchange cost and \$691,000 equivalent of local currency cost for a total of \$840,000 equivalent. ADB will administer the TA funds. The Government's in-kind contribution for office accommodation, transport, remuneration of counterpart staff, and other services will amount to \$210,000 equivalent. A detailed cost plan is in Appendix 3.

D. Implementation Arrangements

13. The Foreign Capital Project Management Center (FCPMC) of LGOP, having the broad mandate for rural poverty reduction planning, will be the Executing Agency for the TA. LGOP will ensure coordination with Central Government ministries, particularly with SEAC and local government agencies, research institutes, and NGOs at provincial and county levels. A project implementation team comprising the acting director general, a division chief, and a project officer of FCPMC will be responsible for the day-to-day operations of the TA and will serve as counterparts to the consultants, as will poverty office staff at the local levels. A project steering committee to guide the policy direction and focus of the TA will be established, chaired by LGOP (with SEAC as the vice chair), comprising members of the poverty offices and ethnic affairs commissions at the national level and in the 11 provinces and autonomous regions involved in the TA. At the end of the TA, a workshop will be held to review the results of the plan, which will be disseminated to all

provinces, prefectures, counties, townships, and villages where the 22 small minority groups live. Both the Government and ADB staff will attend the inception and final workshops and will review the inception, interim, and draft final reports.

14. Implementation of the TA will begin around October 2003 and will be completed over a period of 10 months until August 2004. A total of 58 person-months of consulting services (4 international and 54 domestic) will be needed to carry out the TA activities. The consultants will have expertise in the fields of poverty reduction policy and participatory development planning, minority affairs policy, anthropology and cultural protection of minority groups, cultural economic development (e.g., tourism, handicraft industry, bilingual education), NGOs, rural infrastructure (roads, power, water supply, and irrigation), environmental protection and law, livestock and agriculture, education and technical training, and health. The consultants will work in five subgroups. The groups will draw upon additional short-term local expertise such as research academies, universities, and NGOs to facilitate in-depth understanding of the minorities. The groups will also convene expert panels with reviewers from both the private and public sectors to review their plans. These local experts and expert panel members, who will be identified during the course of TA implementation based on identified needs, will be engaged by the TA consultants in accordance with procedures acceptable to ADB. The international experts will draw upon their experience in other countries and will work with the domestic experts to draw upon relevant lessons learned for the PRC. The team leader will be the domestic development planner. Given the lack of international institutes and experts knowledgeable about the 22 small minorities, a firm of domestic consultants will be engaged by ADB in accordance with its *Guidelines on the Use of Consultants* following quality and cost-based selection procedures and other arrangements satisfactory to ADB for the engagement of domestic consultants. A simplified technical proposal will be used. International consultants will be engaged by ADB in accordance with its *Guidelines on the Use of Consultants* as individuals to ensure independent inputs on international best practices and lessons learned. The outline terms of references for these consultants are in Appendix 4.

15. The Fafo Institute for Applied International Studies, an independent nonprofit research institute in Norway, and the PRC National Research Center for Science and Technology for Development (under the Ministry of Science and Technology) are cooperating on a western region living condition survey financed by the Norwegian Government. The survey will cover data on household economy, food security, health, labor market participation, migration, and infrastructure among others. The Fafo Institute has indicated that if the TA finances only the cost of expanding data collection to cover some of the small minority areas under the TA (in the same Fafo provinces), the Fafo Institute will cover the project administration, questionnaire design, interviewer and sampler training, purchase of equipment, etc. Given the low marginal cost and high benefit of this cooperation in terms of establishing a baseline survey and for monitoring and evaluation during and after the small minority plans are implemented, it is proposed that this activity be included as a survey activity. The Fafo Institute will be recruited under direct selection, given its ability to collect data in the TA small minority areas and due to the lack of other qualified nongovernment or consulting entities for such work.

IV. THE PRESIDENT'S DECISION

16. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$840,000 to the Government of the People's Republic of China to be financed on a grant basis by the Cooperation Fund in Support of the Formulation and Implementation of National Poverty Reduction Strategies, for Participatory Poverty Reduction Planning for Small Minorities, and hereby reports this action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Goal Reduce poverty and narrow regional the gap in poverty for small minorities compared with the national level, while protecting minority cultures by implementing sustainable poverty reduction activities</p>	<p>Living standards (in terms of income, education, and health) improving faster than the PRC average within 5 years</p> <p>Increases in the minority population higher and faster than the national average within 5 years</p>	<p>LGOP reports and statistical analysis</p> <p>Village and household surveys</p> <p>Reactions from villagers and planning officials regarding acceptability of the Plans and their implementation</p>	<p>The Government funds the activities proposed under the plans.</p> <p>Strategies for poverty reduction are compatible with cultural protection.</p>
<p>Purposes</p> <p>1) To reduce their poverty (or to improve living standards) through participatory poverty planning</p> <p>2) To protect their cultures while improving living standards</p> <p>3) To ensure sustainable development</p>	<p>Number of poor within each minority group decreases at a rate equal to or better than the national poverty reduction rate within 5 years</p> <p>Increased projects and activities for small minorities within 2 years</p> <p>Improved quality of life (as valued and quantified by each minority group)</p> <p>Improved housing, local infrastructure, and social services</p> <p>Improved income generation potential and stability Affordable cost of living</p> <p>Increased use of local language and customs/values Strengthening of community migration (in or out)</p> <p>Economic, social, and environmental sustainability</p>	<p>Mission BTORs</p> <p>Rural Survey Team reports</p> <p>Standards to be developed and agreed upon in a participatory manner, then monitored through village surveys/discussions</p> <p>Social survey (baseline and annual re-survey)</p> <p>Assess strategies first, then evaluate 3 years later</p>	<p>The participatory and multidimensional poverty planning methodology is accepted and implemented at the local level.</p> <p>Resources are mobilized in accordance with the level of need. Good economic opportunities exist in the area.</p> <p>Cultural protection is a key objective of each minority group.</p> <p>Natural conditions may be a constraint.</p>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Outputs</p> <p>STAGE 1</p> <p>Poverty reduction plans for each of the 22 minorities</p> <p>Pilot implementation</p> <p>Consolidated national plan</p> <p>STAGE 2</p> <p>Implementation of poverty reduction plans</p> <p>Revision of plans based on implementation experience</p>	<p>Participatory formulation and adoption of sustainable poverty plans; plan for Yunnan finalized within 2 months of TA commencement; other plans within 9 months</p> <p>Reviewed by LGOP, SEAC, and expert panel and finalized within 10 months</p> <p>Implementation of pilot schemes upon approval of plans</p> <p>National plan reviewed by LGOP, SEAC, and expert panel and finalized within 10 months of TA commencement</p> <p>Implementation of schemes within 2 years of TA completion</p> <p>Revised poverty plans within 2 years of implementation</p>	<p>Project implementation progress reports</p> <p>Review of poverty plans</p> <p>Progress reports and community feedback</p> <p>National workshop</p> <p>Progress reports and community feedback</p> <p>Review of revised plans</p>	<p>LGOP will pursue small minority planning on a larger scale.</p> <p>Poverty and minority affairs will cooperate and coordinate at the local and national levels.</p> <p>LGOP commits poverty funds to implement the plans.</p>
<p>Activities</p> <p>Develop a pilot plan in Yunnan Province before expanding to other areas</p>	<p>Within 2 months of TA commencement</p> <p>22 plans completed within 9 months of TA commencement</p>	<p>Progress reports</p> <p>Workshops</p>	<p>People with appropriate expertise on small minorities can be found.</p>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Activities (con't)</p> <p>Develop plans for 22 minorities</p> <p>Recruit local experts to assist</p> <p>Convene meetings for training of villagers, NGOs , and local officials in planning</p> <p>Convene expert panels to review the plans</p> <p>Prepare a consolidated national plan for minorities</p> <p>Disseminate plans to affected minority people and local governments</p>	<p>At least 5000 villagers covered during course of the TA</p> <p>Plan completed within 9 months of TA commencement</p> <p>Dissemination workshop(s) held within 3 months of completion</p>	<p>Reporting/output of panels</p>	<p>LGOP and SEAC have the resources and capability to implement the plans.</p>
<p>Inputs</p> <p>Consultants</p> <p>Surveys</p> <p>Training</p> <p>Salaries/Others</p>	<ul style="list-style-type: none"> • Consultants (\$442,000) • Surveys/Pilots (\$235,000) • Training (\$25,000) • Salaries/Others (\$348,000) <p>Total \$1,050,000</p>	<p>Progress reports</p> <p>Project accounts</p>	<p>Competent consultants are recruited in a timely manner and perform well.</p> <p>Counterpart budget is available on a timely basis.</p> <p>Counterpart staff is available.</p>

BTOR=back-to-office report; LGOP=State Council Leading Group on Poverty Alleviation and Development;
 NGO=nongovernment organization; SEAC = State Ethnic Affairs Commission

THE 22 SMALLEST MINORITY GROUPS IN THE PEOPLE'S REPUBLIC OF CHINA
Brief Descriptions and Socioeconomic Profiles
(based on available information and statistics, which differ from group to group)

Baoan (also known as Bonan): This group lives in the Jishishan Bonan, Dongxiang, and Salar Autonomous Counties in Gansu Province with a total population of 16,505. A group of Semu people from middle Asia likely moved to the Tongren area in Qinghai during the Yuan Dynasty, mixed with the local Mongolians and Tibetans, and then formed the Bonan minority group. Bonans moved from Qinghai to Gansu in the Qing Dynasty. The Bonan people are engaged mainly in agriculture, but also in handicraft production. In Jishishan County, where 18% of Bonans live, there are 2,430 poverty-stricken Bonans, 6.2% of the total poverty-stricken population of the county. In 2001, the net income per capita of Bonans was Y522, 69% and 22% of the county average and national average levels, respectively. The county is located in a mountainous area, which causes difficult transport conditions. About 20 villages have no access to roads, and the existing roads are of low quality. About 60% of Bonans lack drinking water. The Bonans have the second lowest education level in Gansu, next only to the Dongxiang minority group. The Bonan primary enrollment rate is 85% and every 1000 people have one doctor.

Yugu (also known as Yugur): This group lives mainly in the Sunan Yugur Autonomous County and Yellow Earth Castle Yugur Township in Gansu Province. Their population is 13,719, about 90% live in Gansu Province, with the others scattered in Beijing and Xinjiang. The history of the Yugur started in the Tang Dynasty when the Huihu people were defeated in a fight and a group of Huihu moved to Hexi Corridor (Gansu Province), later forming the Yugur. Before the People's Republic of China (PRC) was established, Yurgurs were engaged mainly in animal husbandry. From the 1950s, agriculture, industry, mining, and other trading activities were developed quickly. Most Yugurs live in mountainous areas. Up to the early 1990s, three main roads were built, and different grade roads were connected to each village. Among the Yugurs living in Sunan Yugur Autonomous County, 29% are poor, accounting for 80% of the total poverty-stricken people of the county. In 2001, the net income per capita of Yugurs in Sunan County reached Y1,400, 37% and 60% of the county and national average levels, respectively. About 1,000 Yugur households have no access to power. There are 4.9 doctors and 2.25 beds for every 1,000 people. The epidemic disease incidence for every 100,000 Yugurs is 643, compared with 426 for the whole county. The primary school enrollment rate in Sunan County and Yellow Earth Castle Yugur Township reached 95% and 100%, respectively.

Sala (also known as Salar): This group lives mainly in Xunhua and Hualong counties in Qinghai, with some in Gansu. The total population is 104,503. Salar people were immigrants from middle Asia in the Yuan Dynasty and settled in Xunhua 800 years ago. The Salar people are engaged mainly in agriculture, with some animal husbandry. In Xunhua Salar Autonomous County, about 64% of the poor are Salars. As one of the 592 national key working counties (poor counties), Xunhua County, had a net income per capita in 2001 of Y1,255, only half of the national average (Y2,366 for rural households). The net per capita income of the Salars was Y795, 63% and 34% of the county average and national average levels, respectively. Among the 10 towns/townships and 154 villages where the Salars live, one third of the total villages have no access to a road. More than 50% of the people have no access to safe drinking water. More than one third of the villages have no telecommunication facilities. Seventeen villages have no power supply. Although education developed quickly after 1949 and primary school enrollment reached 90% in 1998, there were still 900 children unable to go to school, and about 600 had to take their classes in the open air due to the lack of classrooms. Eighty-four villages have no basic medical care facilities or services.

Menba (also known as Monpa): This group mainly lives in Menyü in the southeastern part of the Tibet Autonomous Region, and in Motuo, Cuona, and Longzi counties. Total population is 8,923. The Monpa minority group has a long history. It was formed before the 7th Century. Menyü, where most Monpa live, was officially governed by the Yuan Dynasty in the 13th century. Monpa people are engaged mainly in agriculture. The place they inhabit is isolated due to the lack of transport access in the past. The Government started to improve the situation in the 1960s and built bridges and roads gradually. However, Menyü County has the distinction of still being the only county in the PRC without road access. In 1998, 58% of the Monpas and Lhobas (see below) were identified as absolute poor. In 2001, the net income per capita was Y980, 41% of the national average. The primary school enrollment rate of the Monpa and Lhoba communities was 65%. Two hospitals were built up in Cuona and Motuo counties, and clinics are available in seven townships. The illiteracy rate is as high as 89%.

Luoba (also known as Lhoba): This group lives mainly in Luoyu in the southeastern part of the Tibet Autonomous Region, and in nearby Chayu and Motuo counties. Total population is 2,965. The Lhoba ethnic group lived traditionally in the vast area of Tabu, Gongbu, and the southern slope of the Himalayas. The Lhoba are engaged mainly in agricultural production, especially the planting of highland barley, wheat, and corn. Transport conditions were so poor that Luoba people were historically isolated. In 1998, 58% of the Monpas and Lhobas were identified as absolute poor. In 2001, the net income per capita was Y980 yuan, 41% of the national average. The primary school enrollment rate of the Monpa and Lhoba communities was 65%. The illiteracy rate is as high as 89%.

Dulong (also known as Drung): With 7,428 people, the Drung group is one of the smallest ethnic minorities in the PRC. About 70% of them live in the Dulong River Basin of Yunnan Province. The earliest historical records of the Drung can be found in the history of Yunnan, written in the Tang Dynasty. The poverty-stricken population of the Drung accounts for 65%. In 2000, the net income per capita of Drungs was Y644, about 43% and 28% of the Yunnan provincial and national average levels, respectively. The illiteracy rate is 55%. As a whole, only 21% of the villages of the seven small minorities¹ in Yunnan have power supply, 30% have clean drinking water supply, and 59% have been linked to roads. Around 56% of their houses are in danger of collapse.

Pumi: This group lives mainly in northwest Yunnan Province; some live in Sichuan Province. The total population is 33,600. The origin of the Pumis rests in the Qiang people living in the northwest in the 7th century. Pumis are engaged mainly in agriculture and animal husbandry; industrial production was developed after the PRC was established. Around 65% of Pumis are poor. In 2000, the net income per capita of the Pumis was Y535, only 36% of the Yunnan provincial average and 24% of the national average. Although an education system has been established, about half of the Pumis are illiterate.

Nu: This group mainly lives in the Nu River Basin in Yunnan Province, such as Gongshan Drung and Nu autonomous counties; and Fugong, Lushui, and Lanping counties. The total population of the Nu people is 28,759. Historical relics show that the ancestors of the Nu had been living in the Nu River areas several thousands of years ago, although historical records appeared only in the Tang Dynasty. Nu people are engaged mainly in agriculture, industry, and trading. About 40% of the Nus are poor. In 2000, net per capita income was Y661, about 45% and 30% of the Yunnan provincial and national average levels, respectively. The illiteracy rate is 55%.

¹ Including Dulong, Pumi, Nu, Achang, Bulang, De'ang, and Jino minorities.

Achang: With 33,936 people, the Achang people live mainly in three Achang townships in Yunnan Province, *viz.*, Husa, Jiubao, and Nangsong. The Achang have an ancient history in western Yunnan, traced back to the Qin and Han dynasties. The root of the Achang people, the Di Qiang group, is also the origin of many minorities in southwest PRC. The Achang people are engaged mainly in agriculture, with rice being the main product. About 65% of Achangs are poor. In 2000, the net per capita income of the Achang people was Y645, 44% and 29% of the Yunnan provincial and national average levels, respectively. The illiteracy rate is 45%.

Bulang (also known as Blang): As one of the ancient minorities, the Blang group has a population of 91,882 and lives mainly in the border areas of Xishuanbanna of Yunnan Province. The root of Blang is the "Pu" people. The Blang people are engaged mainly in agriculture, with tea one of the key products. Around half of the Blangs are poor. In 2000, net per capita income was Y578, 39% and 26% of the Yunnan provincial and national average levels, respectively. The illiteracy rate is 58%.

De'ang: With a population of 17,935, the De'ang group is one of the seven small minorities in Yunnan, living mainly in Santaishan and Junnong Townships. The origin of the De'ang people was the "Pu" people who lived in Yunnan as early as the Han Dynasty. The De'ang people are engaged mainly in agriculture. About 70% are poor. In 2000, net per capita income was Y561, 38% and 25% of the Yunnan provincial average and national average levels, respectively. The illiteracy rate is 62%, the highest among the seven small minorities in Yunnan.

Jino (also known as Jinuo): With a population of 20,899, the Jino people live mainly in the Jinuo mountain areas in Yunnan. In the middle of the 14th century, a Jino lady was married to the leader of the Dai minority group, which was the earliest record of the Jino people. The Jino are engaged mainly in agriculture, with tea one of the key products. Compared to the other 6 small minorities in Yunnan, the Jino people are better off. However, there are still more than 3,000 poor, 17% of all Jinos in Yunnan. In 2000, the net per capita income was Y1,126, 20% lower than the provincial average and 50% lower than the national average. The Jino people have the lowest illiteracy rate (35%) among the seven small minorities in Yunnan.

Tata'er (also known as Tatar): With 4,890 people, the Tatar group is one of the smallest minorities scattered in Xinjiang Uygur Autonomous Region. The Tatars living in Xinjiang are immigrants from the 1820s–1830s from Ural, Siberia and other places in Russia. Tatars are engaged mainly in animal husbandry. In 2000, the net per capita income of Daquanta Tatar Autonomous Township reached Y1,869, which was 83% of the national average (Y2,253). In 1986, there were 61 college students (or 1.25% of the Tatar population), which ranked them second among the minority groups in Xinjiang.

Tajike (also known as Tajik): With a total population of 41,028, the Tajik living in the PRC are mainly inhabits in Tashikur'gan (or Taxkorgan) Tajik Autonomous County in Xinjiang. Tajiks are engaged in both agriculture and animal husbandry. In 1998, the agricultural and industrial output of Tashikur'gan County reached Y11.5 million, which was 44 times of that in 1954 when the county was established. The county is one of the 592 national key working counties (poor counties), with annual per capita income in 2000 of Y578, one quarter of the national average (Y2,253 yuan for rural households). More than 50% of Tajiks are poor. The primary school enrollment rate was 98%, but it was only 80% for the poor. Among the total of 14 towns/townships and 44 villages where the Tajiks live, 2 townships and 25 villages have no access to power supply and are not linked to roads; 90% of poor households lack safe drinking water; and no medical facilities are available in the villages, since all the 14 hospitals, clinics, and anti-epidemic stations are located in the townships.

Wuzibieke (also known as Uzbek): This group numbering 12,370 lives in the cities and townships in Xinjiang Uygur Autonomous Region, such as Urumqi, Yining, Mulei, Qitai, and Tacheng in North Xinjiang and Kashi, Hetian, Sheche, and Yecheng in South Xinjiang. The Uzbeks started to emigrate from central Asia to Xinjiang in the 14th century. They settled mainly in cities or townships and engaged in trading and handicraft activities. The only Uzbek Autonomous Township was formed in 1987 in Danangou Township, Mulei County. In 2000, the net per capita income of Danangou Uzbek Autonomous Township was Y1,711, 25% lower than the national average (Y2,253 for rural households).

Erluosi (also known as Russian): With 15,609 people, the Russian minority group in the PRC lives mainly in Xinjiang, Inner Mongolia, and Heilongjiang. They are immigrants from Russia who began arriving during the 13th century. Russians in the PRC are engaged in agriculture, industry, and handicrafts, depending on their locations. Russians living in Xinjiang have the highest education level among all the 13 minorities there. The Russians in Heilongjiang are mainly resident in Erguna City, and 35% of them live under the official poverty line. In 2001, the annual net per capita income of Russians in Erguna City was Y2,021, compared with Y5,377 for average urban residents.

Elunchun (also known as Oroqen): Oroqen is one of the smallest minorities in the PRC, with a total of 8,196 people living mainly in Oroqen Autonomous Banner (county) and Zhalantun City in Inner Mongolia and in Huma, Tahe, Xunke, Jiameng counties, and Heihe City in Heilongjiang Province. Oroqen means "people living in the mountains." Oroqens are the descendants of the Shiwei people from the northeast from ancient times. Historically, the Oroqen used to make a living by hunting. After the establishment of the PRC, the Oroqens relocated from forests to settlement areas. In the Oroqen Autonomous Banner in Inner Mongolia, the net per capita income of the Oroqen communities was Y362 in 2001, which was only 15% of the national average (Y2,366 for rural households). Twenty-six Oroqen villages have no power supply, 48 villages have no medical facilities, and 35.4% of hunters have no houses. The iodine deficiency incidence in Oroqen Banner is the highest in Inner Mongolia. Tuberculosis is a major problem for the Oroqen in Heilongjiang and Inner Mongolia.

Hezhe: With a population of 4,474, the Hezhe group is one of the smallest minorities in the PRC. The Hezhe people live mainly on the Sanjiang Plain of Heilongjiang. The Hezhe people have been engaged in fishing and hunting. Their ancestors could comprise those speaking Tongus-Man languages (such as Oroqen, Ewenki, and Man), ancient Asians, Mongolians, and Han people. The economic structure of Hezhe villages was adjusted during 1995-1997. Except for the traditional fishing activities, Hezhe people also started to develop agriculture, animal husbandry, and other activities. In 1997, the net per capita income of Jiejinkou Hezhe Township was Y2,850, 36% higher than the national average, although Hezhe living in other townships have incomes below the national average. Before the founding of the PRC, the average age of Hezhe was only 40.

Ewenke (also known as Ewenki): The total population of this group is 30,505, of whom about 90% live in Inner Mongolia and the remainder in Heilongjiang Province. The Ewenki had been living in the midstream and downstream areas of the Heilongjiang River as well as the Baikal Lake area since the 17th century. Historically, the Ewenkis used to make a living by hunting and fishing. Ewenki Autonomous Banner in Inner Mongolia has become one of the key banners in animal husbandry development. Taking the Ewenki Autonomous Banner as an example, 29% of Ewenkis living in the banner are poor; the annual net per capita income of the Ewenkis is Y892, 26% of the banner average. In the banner, 8 villages (4 in Ewenki communities) have no power,

43 villages (38 in Ewenki communities) have no running water, 33 villages (19 in Ewenki communities) are not linked to roads, and 32 villages (19 in Ewenki communities) have no clinics. Eighty-nine Ewenki households have no permanent housing.

Jing: With a population of 22,517, the Jing people live mainly on three islands in Guangxi, viz., Wutou, Wanwei, and Shanxin, which are famous as the "Three Jing Islands." The Jing people were immigrants from Viet Nam in the 16th century. They are engaged mainly in marine fishing and cultivation. In 2001, the net per capita income of the Jing people was around Y1,000, much lower than the national average (Y2,366). About 5,000 Jing people lack safe drinking water. Medical service is far behind, with only one small clinic (less than 10 square meters) available on each island. School facilities are inadequate. Some of the villages are not linked to roads. Many agricultural facilities and flood control works are damaged or in bad condition and cannot be repaired due to the lack of funds.

Gaoshan: There are around 4,461 Gaoshans living in the PRC, with the largest block (around 500) in Fujian Province. The Gaoshan group is considered a better-off minority in the PRC, although there remain pockets of poor Gaoshan, especially in Hua'an County in Fujian, where the largest number of Gaoshan (119) in Fujian live. Most Gaoshan in Hua'an County live in mountainous areas, with poor infrastructure and transport conditions. About 70% of households live in houses in danger of collapse. Many villages have no access to power or telecommunications and have no reliable drinking water supply. The net per capita income of Gaoshan in Hua'an County is lower than for the county overall.

Maonan: With a population of 107,166, the Maonan people mainly live in the Huangjiang Maonan Autonomous County in Guangxi and in neighboring Guizhou Province. The origin of the Maonan is the Baiyue people, who are the ancestors of several minorities in the south, such as the Shui, Dong, and Mulao. The Maonan people engage mainly in livestock raising. Huangjiang Maonan Autonomous County is one of the 592 national key working counties (poor counties). In 1986, more than 50% of rural people were considered to be the absolute poor. In 1997, the rural net per capita income was Y1,545, 74% of the national average.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Foreign Exchange	Local Currency	Total Cost
A. Asian Development Bank Financing^a			
1. Consultants			
a. Remuneration and Per Diem			
i. International Consultants	79.0	0.0	79.0
ii. Domestic Consultants	0.0	227.0	227.0
iii. Short-term Local Experts ^b	0.0	91.0	91.0
iv. Expert Panel Honoraria ^b	0.0	10.0	10.0
b. International and Local Travel	15.0	20.0	35.0
c. Reports and Communications	0.0	5.0	5.0
2. Equipment	0.0	0.0	0.0
3. Training, Seminars, and Conferences			
a. Facilitators	0.0	5.0	5.0
b. Logistics for Workshops, Seminars, and Conferences	0.0	10.0	10.0
c. Training Program	0.0	10.0	10.0
4. Surveys ^c	35.0	200.0	235.0
5. Miscellaneous Administration and Support ^d	1.0	50.0	51.0
6. Representative for Contract Negotiations	0.0	0.0	0.0
7. Contingencies ^e	19.0	63.0	82.0
Subtotal (A)	149.0	691.0	840.0
B. Government Financing			
1. Office Accommodation and Transport ^f	0.0	35.0	35.0
2. Remuneration and Per Diem of Counterpart Staff ^g	0.0	165.0	165.0
3. Others	0.0	10.0	10.0
Subtotal (B)	0.0	210.0	210.0
Total	149.0	901.0	1050.0

^a Funded by the Cooperation Fund in Support of the Formulation and Implementation of National Poverty Reduction Strategies.

^b Provisional amounts for experts to be identified during TA implementation and hired to assist consultants. Consulting firm will use funds to engage experts in accordance with requirements of prior approval of ADB and paid at actual cost.

^c Pilot projects to test plans in the different regions (\$200,000) and monitoring and evaluation (\$35,000, Fafu Institute).

^d Includes translation of reports into English and local transport for consultants (especially in remote areas).

^e Calculated at 15% for international costs and 10% for local costs based on past experience with local costs under previous TA in PRC with FCPMC.

^f Refers to working space for consultants in Beijing, provincial capitals, and county seats and in-city transport for consultants for official meetings.

^g Refers to per diem for counterpart staff when joining consultants for field visits.

Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

Outline Terms of Reference

1. Twelve consultants will be required for the technical assistance (TA): nine domestic consultants engaged under the umbrella of a domestic firm or research institute, and three international consultants engaged individually. The consultant team will comprise the following positions and will be tasked to provide advisory services for the following objectives and activities:

A. Minority Economic Development Planners

2. These positions will require 10 person-months of domestic and 2 person-months of international consulting services. The domestic minority economic development planner will be an economist knowledgeable about small minorities in the People's Republic of China (PRC), minority affairs policies, poverty reduction, and participatory planning. As team leader, the domestic economic development planner will be responsible for coordination and quality control of all written outputs of the TA team. The international economic development planner will be an economist knowledgeable about poverty reduction planning and activities, especially for minority groups, in other parts of the world. The domestic minority economic development planner/team leader will be responsible for the following outputs: (i) reviewing the final report and recommendations of Asian Development Bank (ADB) TA 3610-PRC and ensuring that the participatory planning methodology is applied appropriately to developing plans for small minority groups; (ii) reviewing past and recent work of the Government, ADB,¹ and other agencies on minority issues in the PRC and other countries, and ensuring that important lessons learned are applied to the small minority plans; (iii) reviewing national, regional, and sector plans and policies for the 22 minorities and their areas of population concentration so they can be considered in developing bottom-up and participatory plans; (iv) planning the inception work and work arrangements in Yunnan, where the pilot plan will be developed; ensuring that additional local expertise is used as needed; ensuring that appropriate expert panels are convened; and ensuring that the pilot plan is developed in a participatory, sustainable, and realistic way; (v) preparing cost estimates for the consolidated small minority plan; (vi) identifying, in a participatory and consultative manner, important national and local policy changes needed for poverty reduction of the 22 small minorities to be addressed under the plans to be considered by government decision makers; (vii) in consultation with the Foreign Capital Project Management Center (FCPMC), coordinating the planning of, and supervising the implementation of, workshops and training for villagers, local and national poverty reduction officials, and others who work with government to provide poverty-related services and activities (such as nongovernment organizations [NGOs]); (viii) consolidating the final small minority plan including policy recommendations, and incorporating lessons learned from international and NGO experience in minority poverty reduction planning and cultural protection; (ix) providing written recommendations for monitoring and evaluation of the plans when implemented, including proposals for economic appraisal involving assessment of area, sector, social, and economic conditions; service demand; and alternatives from a least-cost and/or efficiency perspective; and (x) consolidating the inputs from all other consultants and ensuring their quality.

¹ Past ADB assistance for minority issues in the PRC include (i) TA1356-PRC: Integrated Rural Development of Selected Provinces in Southwest China, (ii) TA1881-PRC: Integrated Rural Development for Minority Areas, (iii) TA2269-PRC: Middle School Teacher Training in Qinghai Province, and (iv) TA2455-PRC: Strengthening the Department of Ethnic Minority Education.

3. The international minority economic development planner will be responsible for the following outputs: (i) reviewing past and recent work of ADB and other funding agencies on minority issues in other countries, ensuring that important lessons learned are applied to the small minority plans, and providing a written analysis for inclusion in the plan; (ii) reviewing the experience of other countries in poverty reduction planning, especially for minorities, and advising the team at inception, before the Yunnan pilot plan commences, on best international practices to be considered in developing small minority plans and providing assistance in developing the pilot plan; and providing a written analysis for inclusion in the plan; (iii) identifying, in a participatory and consultative manner, important national and local policy changes needed for poverty reduction of the 22 small minorities, to be addressed under the plans to be considered by government decision makers; (iv) assisting the team leader in other tasks as requested; (v) assisting in the review of the English translations of the draft plans and final plan, and polishing the final plan; and (vi) providing written recommendations for monitoring and evaluation of the plans when implemented.

B. Regional Subteam Leaders

4. The six positions will require a total 34 person-months of domestic consultant services. The areas are the (i) northeastern (Heilongjiang and Inner Mongolia; 7 person-months); (ii) western (Gansu and Qinghai; 4 person-months), (iii) southern (Yunnan, Guizhou, Guangxi, Sichuan, and Fujian; 8 person-months); (iv) Xinjiang (6 person-months); and (v) Tibetan (4 person-months) regions. Each subteam leader will be knowledgeable about minorities in his/her region and have a different sector expertise (related to environment, livestock and agriculture, education and technical training, water supply and conservancy, and health). Special efforts will be made to identify highly qualified Uighur and Tibetan subteam leaders for Xinjiang and Tibet and other qualified minorities for other provinces. In the field, the subteam leaders will coordinate regional planning activities. In Beijing, the subteam leaders will use their sector expertise to review the relevant sector sections of all plans. Given the large amount of work there, the southern region group will have a deputy subteam leader (5 person-months), who will focus on cultural economic development and the special needs of better-off minorities.

5. The subteam leaders will be responsible for the following outputs: (i) analyzing the poverty reduction situation of each small minority within the region and associated economic and social issues, and providing a written analysis for inclusion in the plan; (ii) analyzing the existing plans in place for the small minorities (or for people in general but where small minority people also benefit) by different government agencies in the region, determining which elements are effective and relevant for the small minority plan, and providing a written analysis for inclusion in the plan; (iii) using participatory methods; consulting with villagers, NGOs, and local government to determine the key sector development needs of the small minorities to combat poverty; and providing a written summary and analysis for inclusion in the plan; detailed participatory research will be conducted and documented in selected villages through purposive sampling, focused sampling, and stratified random sampling; (iv) identifying, in a participatory and consultative manner, important national and local policy changes needed for poverty reduction of the 22 small minorities to be addressed under the plans to be considered by government decision makers; examples of poverty reduction policies that should be examined include employment and income, access to markets and price issues, access to public services, budget transfers, and distribution of these channels of impact between poor minorities and other stakeholders; (v) conducting training and workshops with villagers, NGOs, and local governments to facilitate development of the plans; (vi) identifying ways to protect the culture and way of life of the small minorities and to ensure their survival as distinct ethnic groups and providing a written analysis for inclusion in the plan; (vii) analyzing the needs of relatively better-

off groups such as the Jinuo, Gaoshan, Jing, Russian, and Yugu minorities; and providing written proposals on how plans for these groups should differ from other plans for small minorities; (viii) assessing local institutional ability to implement the plans and provide the necessary services; (ix) identifying and hiring on a short-term basis local experts, including highly qualified minorities, to assist the subteam in its analysis and provide intellectual and written inputs; this can include experts in minority groups, poverty reduction, participatory planning, economics, infrastructure (roads and power), environment (desertification, grasslands, forestry), livestock, agriculture, forestry, education, technical training, water supply, health, cultural protection (such as bilingual education), cultural economic development (such as tourism and handicraft development), credit, housing, regional cooperation and cross-border trade, women's issues, and other areas where participatory discussions reveal needs; each hired expert should be provided written terms of reference indicating expected outputs; (x) based on the findings above, developing plans and policy recommendations for poverty reduction and cultural protection of the small minorities that also provide the background and rationale for the proposed contents of the plans and policy recommendations; (xi) convening a panel of local experts knowledgeable about small minority from academia, NGOs, and the public sector to review the proposed plans; (xii) reviewing the relevant sector sections of all the small minority plans, providing written inputs, and assisting the team leader in preparing the final plan; and (xiii) providing written recommendations for monitoring and evaluation of the plans when implemented.

C. Minority Culture Experts

6. The positions will require 6 person-months of domestic consultant services and 1 person-month of international services. The domestic minority culture expert will be an economist, anthropologist, sociologist, or related expert knowledgeable about protecting small minority culture in the PRC from dying out or complete assimilation and about measures to use their cultures for economic development and poverty reduction. The international economic development planner will have a similar background, especially for minority groups, in other parts of the world. The domestic minority economic culture expert will be responsible for the following outputs: (i) reviewing the domestic experience in protecting minority cultures from dying out or complete assimilation (such as bilingual education) and in economic development (such as cultural tourism, handicraft industry development, and preservation of traditional production customs); advising the team at inception, before the Yunnan pilot plan commences, on best domestic practices to be considered in developing small minority plans and providing assistance in developing the pilot plan; and providing a written analysis for inclusion in the plan; (ii) advising the team on the types of interventions for minorities that have worked well and garnered domestic praise and on interventions that have failed and/or been subject to domestic criticism, and on how to make the best use of past experience in developing the plans; addressing voluntarily and involuntary resettlement as poverty reduction tools in the analysis; and providing a written analysis for inclusion in the plan; (iii) identifying for the team where the situation and needs of the small minorities differs from those of the 33 larger minority groups and the Han majority; (iv) identifying the proposed strategies for cultural protection of the 22 minorities at the national, provincial, and local levels; and assessing these strategies in terms of ADB's policy on indigenous peoples; (v) assisting selected regional subteams where participatory discussions reveal that cultural protection and/or economic development is/most urgent for certain small minorities in developing the plans; and providing a written analysis for inclusion in the plan; (vi) assisting the regional subteam leaders, in their sector specialist roles, in reviewing the cultural protection and economic development sections of the draft plans for all the minorities as well as the section in the final plan; and providing a written analysis for inclusion in the plan; (vii) identifying, in a participatory and consultative manner, important

national and local policy changes needed for poverty reduction of the 22 small minorities, to be addressed under the plans to be considered by government decision makers; and (viii) providing written recommendations for monitoring and evaluation of the plans when implemented.

7. The international minority culture expert will be responsible for the following outputs: (i) reviewing the international experience in protecting minority cultures from dying out or complete assimilation (such as bilingual education) and in economic development (such as cultural tourism, handicraft industry development, and preservation of traditional production customs); advising the team at inception, before the Yunnan pilot plan commences, on best international practices to be considered in developing small minority plans; providing assistance in developing the pilot plan; and providing a written analysis for inclusion in the plan; (ii) advising the team on the types of interventions for minorities that have worked well and garnered international praise and on interventions that have failed and/or been subject to international criticism, and on how to make the best use of past experience in developing the plans; and addressing voluntarily and involuntary resettlement as poverty reduction tools in the analysis; and providing a written analysis for inclusion in the plan; (iii) identifying, in a participatory and consultative manner, important national and local policy changes needed for poverty reduction of the 22 small minorities, to be addressed under the plans to be considered by government decision makers; (iv) identifying the proposed strategies for cultural protection of the 22 minorities at the national, provincial, and local levels; and assessing these strategies in terms of ADB's policy on indigenous peoples; (v) assisting the domestic minority culture expert in other tasks as requested; (vi) assisting in the review of the English translations of the draft plans and final plan to ensure that best international practices have been properly addressed, and polishing the final plan; and (vii) providing written recommendations for monitoring and evaluation of the plans when implemented.

D. International NGO Expert

8. The position will require 1 person-month of international consultant services. The international NGO expert will be knowledgeable about international NGO concerns on the ethical treatment of minorities in the PRC and other parts of the world and will advise how to develop a plan for minorities that considers international NGO experience in helping minorities. The international NGO expert will be responsible for the following outputs: (i) reviewing the experience of international NGO assistance in poverty reduction planning, especially for minorities; advising the team at inception, before the Yunnan pilot plan commences, on best international practices to be considered in developing small minority plans; providing assistance in developing the pilot plan; and providing a written analysis for inclusion in the plan; (ii) advising the team on the types of interventions for minorities that have worked well and garnered international praise and on interventions that have failed and/or been subject to international criticism, and on how to make the best use of NGO experience in developing the plans; and providing a written analysis for inclusion in the plan; (iii) providing training to the regional team leaders at inception on how best to engage with NGOs in developing participatory plans using meetings with the active NGO community in Yunnan as an example; (iv) identifying, in a participatory and consultative manner, important national and local policy changes needed for poverty reduction of the 22 small minorities, to be addressed under the plans to be considered by government decision makers; (v) helping the subteams develop an outline of needed participatory research on the minority groups for the plans, for which NGOs can provide assistance; (vi) assisting in the review of the English translations of the draft plans and final plan to ensure that best practices of NGOs have been properly addressed, and polishing the final

plan; and (vii) providing written recommendations for monitoring and evaluation of the plans when implemented.

E. Domestic Infrastructure Expert

9. The position will require 4 person-months of domestic consultant services. The domestic infrastructure expert will be an economist knowledgeable about infrastructure provision (roads, power, and communications) in small minority areas in the PRC. The domestic infrastructure expert will be responsible for the following outputs: (i) reviewing the experience of infrastructure development in poverty reduction planning, especially for minorities; advising the team at inception, before the Yunnan pilot plan commences, on best practices to be considered in developing small minority plans; providing training and assistance in developing the pilot plan, especially regarding the linkages between provision of infrastructure and poverty reduction and cultural protection; and providing a written analysis for inclusion in the plan; (ii) in coordination with the team leader, determining where infrastructure problems are the greatest impediment to poverty reduction for small minorities; assisting selected regional subteams where participatory discussions reveal that infrastructure development is most urgent for certain small minorities in developing the plans; and providing a written analysis for inclusion in the plan; (iii) in collaboration with the subteam leader with expertise in environment, examining in particular how to address the dilemma of the Menba minority in Tibet, which live in the only county in the PRC without road access, and how to balance their need for a road to reduce poverty with environmental protection of the rain forest where such a road would need to be built; and providing a written analysis for inclusion in the plan; (iv) assisting the regional subteam leaders, in their sector specialist roles, in reviewing the infrastructure sections of the draft plans for all the minorities as well as the infrastructure section in the final plan; and providing a written analysis for inclusion in the plan; (v) identifying, in a participatory and consultative manner, important national and local policy changes needed for poverty reduction of the 22 small minorities, to be addressed under the plans to be considered by government decision makers; and (vi) providing written recommendations for monitoring and evaluation of the plans when implemented.

F. Reporting

10. A brief inception report will be provided within 1 month of TA commencement (one copy each to the State Council Leading Group on Poverty Alleviation and Development [LGOP], State Ethnic Affairs Commission [SEAC], and ADB). Informal monthly progress reports via e-mail or fax will be submitted by each regional subteam (one copy each to LGOP, SEAC, and ADB). A midterm report summarizing TA activities will be provided after 6 weeks (50 copies). A draft final report (the small minority plan) will be submitted 2 weeks prior to the end of the TA (50 copies). A final report containing the information and policy recommendations called for in the terms of reference and summarizing the training and seminars provided under the TA will be submitted at the conclusion of the TA (100 copies). Executive summaries will be provided with all reports. All reports will be bilingual (English and Chinese). Tripartite meetings in Yunnan will occur at inception and after the pilot plan is developed, at an appropriate location or locations at midterm, and in Beijing at the conclusion of the TA. The consultants will also convene a workshop to disseminate the results of the TA at the local level.