

**World Bank Financed Gansu Cultural and Natural
Heritage Protection and Development Project**

**Indigenous Peoples Plan
For
Mati Temple Scenic Area
In
Sunan County**

**World Bank Financed Gansu Cultural and Natural
Heritage Protection and Development
Project Management Office**

JULY 12, 2007

Introduction

This Indigenous Peoples Plan (IPP) has been prepared for the proposed China: Gansu Cultural and Natural Heritage Protection and Development Project (USD 79.4 million, 2008-2013; hereafter referred to as 'the project'), in accordance with World Bank OP 4.10 'Indigenous Peoples'. The project will finance a series of priority investments at key cultural and natural tourism sites

in Gansu Province, in addition to institutional strengthening and training for tourism management in Gansu.

The purpose of the IPP is to ensure that the project design includes culturally appropriate opportunities for ethnic minorities to benefit from the project through tourism development, and avoids any adverse impacts on ethnic minorities.

WORLD BANK POLICY ON INDIGENOUS PEOPLES

OP 4.10 requires that an IPP is prepared during project preparation and implemented during project implementation, in order to ensure that the development process fully respects the dignity, human rights, economies, and cultures of indigenous peoples, and that potentially adverse effects on indigenous peoples' communities are avoided, minimized, mitigated, or compensated for. The impacts on ethnic minority communities and culture can be enduring and negative, including loss of identity, culture, and customary livelihoods, as well as being marginalized in modern tourism development. Therefore, it is necessary to assure the indigenous people the right of information and the right of participation, which is essential throughout project implementation. In addition, it is also necessary to prepare an IPP, setting out the measures to ensure indigenous people derive long-term benefits from project development.

PROJECT AREAS

The project will invest in heritage conservation and preservation, and in infrastructure, tourism services and environmental protection, at eleven sites in Gansu Province. It was determined during project preparation that measures concerning indigenous peoples are only required at one site, Mati Temple Scenic Park.

MATI TEMPLE SCENIC AREA

The Mati Temple Scenic Area is located in the Mati Township, one of the six townships of Sunan Yugu Autonomous County. Mati Township has a total area of 1,879km², while that of Mati Temple Scenic Area is 68km². Located on the north side of the Qilian Mountains, the Mati Township is about 165 km away from the county city, in the southeast direction. It abuts the Minle County on the east, the Kangle Township of Sunan County on the west, the Qilian County on the south, and the Minle County and the Ganzhou District on the north.

Mati Temple is the location of the township government. There are 23 administrative villages within the township jurisdiction, with such nationalities as Tibetan, Yugu, Tu and Hui people in addition to the Han nationality, totalling 1,141 households and 4,379 people.

PROPOSED INVESTMENT AT MATI TEMPLE SCENIC AREA

The investments to be financed are:

- Roadways in the scenic area: road construction of 2.5 km and road improvement of 2 km;
- Water supply in the scenic area: water pipelines of 5 km;

- Power facility in scenic area: buried power cable of 10 km;
- Tourism service facilities: visitors service center of 400 m² and a main gate;
- Heritage protection works: collection and inventory of Yugu folk singing and dancing, and rehearsal activities (estimated at CNY 900,000), a facility of 2,000 m² for displaying Yugu's folk cultural heritage, and a facility of 140 m² for heritage security management for Mati Temple;
- Safety facilities in scenic area: safety and protection, fire prevention facilities for grottos; and,
- Staff training and development of an information system: training for management staff of 5 persons, for technical staff of 10 persons, and for community people of 1,000 persons.

IPP PREPARATION PROCESS

Investigation Process

A team of three persons prepared the IPP. Investigations were carried out over four days at Mati Temple area in July 2006. The team carried out interviews with local tourism business operators, service workers and ordinary people. Seven tourism attractions of ethnic tents were visited, where interviews were conducted with around thirty operators and service workers. Interviews consisted of structural interview for individual interviewees and group interviewees.

With assistance from local village committees, a free public meeting was held, and attended by 29 people from the local communities. During the meeting, an introduction was given on the project contents, economic benefits and social significance. Opinions and suggestions were drawn from the village managers and the local public. In addition, the team also sampled about 40 visitors to the scenic area and asked for their opinions and suggestions.

Source of Information

- Official information (eg statistics from 1999 on, Sunan County Annals, written materials of Mati Temple Scenic Area Administration); and,
- Field survey materials (interview records and meeting minutes).

During the process of preparation, the IPP team had talked and discussed with the Social Assessment team, in order to get relevant data and recommendation, which have been incorporated into the draft as appropriate.

Team

A team, led by a scholar of the Sunan Yugu people, from the Social, Anthropology and Folklore School of the Northwest Nationality University prepared the IPP. The team leader has been devoted to research on social and economic development of ethnic minorities for years, and is highly knowledgeable of the ethnic communities, culture and tourism development in Sunan county, and has carried out research in the Mati Temple area in recent years for research.

Social Assessment

The findings of a *Social Assessment Report* of the proposed project at Mati Temple Scenic Area were used in the preparation of the IPP. The social assessment was prepared by the Zhangye Statistic Bureau (team leader Mr Wang Yinggong, and team members Wang Xin and Cao Dongmei). The methodology of social assessment was semi-structured interviews, direct observations, surveys, a questionnaire survey and desktop study. The investigation began in November 2005 and the main survey was undertaken during the tourism season in 2006.

Legal and Institutional Framework for indigenous peoples

LEGAL FRAMEWORK

PRC Constitution

The constitution of the PRC states the following: People of all nationalities are equal; The nation safeguards the legal entitlement and benefits of all ethnic minorities, and maintains and develops an equal, integrated and friendly relationship among all races; Any discrimination and oppression of any race is forbidden and any behaviour to compromise racial integration and render racial divides is forbidden; National institutions should help and advise the ethnic autonomous regions to study, develop and implement their development strategies to improve their local economy; Assistance should be available in fiscal, financial, material, technical and human resources areas to enable faster development in economy, education, science/technology, culture, public health, sports and other sectors for all ethnic autonomous regions.

PRC Law on Regional National Autonomy

The Law states the following.

Regional national autonomy is an autonomous governance system under the national government of indigenous regions of ethnic minorities' settlements where autonomous institutions are set up to exercise their autonomy. Exercise of regional national autonomy demonstrates the nation's respect to and safeguards of the indigenous people of their power over internal ethnic affairs, and materializes the nation's insistence on national equality, integration and common prosperity of all nationalities.

Autonomous authority of an autonomous region is entitled to exercise special policies and flexible measures based on local situations, subject to no violation of Constitution and laws, to speed up the economic development and cultural maturity of the autonomous region.

Autonomous authority of an autonomous region is to manage and protect the natural resources of the region in accordance with laws and regulations. In accordance with laws/regulations and national development program, an autonomous region authority is to prioritize development and utilization on opportunities where natural resources are available for exploration.

Autonomous Regulations of Gansu Sunan Yugu Autonomous County

The Regulations state the following.

Based on local resources and characteristics, the autonomous county authority follows such economic development directives as to (i) focus on herding activities, (ii) explore advantages in livestock and mining sectors, (iii) be open to development, and (iv) create conditions for economic growth of the Sunan economy. The autonomous county authority is entitled to exercise special policies and flexible measures based on local situations, subject to no violation of the Constitution and laws, to speed up the economic development and cultural maturity of the autonomous region.

The autonomous county authority is to lawfully manage and protect the land, prairie, forest, mine, waters, endangered species and other natural resources, and to prohibit them from any unlawful encroachment, trade or damage by any organization or individual. In accordance with laws/regulations and national development program, the autonomous county authority is to prioritize development and utilization on opportunities where natural resources are available for exploration. Wherever and whenever resources exploitation, business exploration and development is carried out within the autonomous county jurisdiction by any national agencies and/or exterior entities, such agencies/entities must pay respect to the right of decision that lies to the autonomous county, be subject to the supervision of the autonomous authority, and pay attention to local benefits.

The autonomous county authority is to carry on and carry forward the ethnic culture and traditions by (i) developing/revitalizing traditional and characteristic literature, fine arts, music and dancing of Yugu and other ethnic minorities, (ii) collection and inventory of ethnic and cultural relics, and (iii) protecting resorts/monuments, valuable heritage and other important historical site, and (iv) collecting and editing of local written history.

The autonomous county authority safeguards all nationalities of equal entitlement, maintains and develops a socialistic relationship among all races that is equal, integrated and friendly. Any discrimination and oppression of any race is forbidden and any behaviour to compromise racial integration and render racial divides is forbidden.

Legal Framework Implication

Under the legal framework as described above, all the ethnic minority people of the Sunan Yugu Autonomous County are entitled to use as appropriate, the land and resources where they reside and therefore, are rightful to participate into and benefit from the project development.

Indigenous peoples and project Benefits and Impacts

ETHNIC MINORITIES IN SUNAN YUGU AUTONOMOUS COUNTY

Composition and Distribution

Sunan Yugu Autonomous County is on the north side at the middle of the Qilian Mountains and on the south of the Hexi Corridor. There are 2 towns (Hongwan Temple and Huangcheng) and 6 townships (Qifeng, Minghua, Dahe, Kangle, Mati and Baiyin) under the county jurisdiction. There are 9 nationalities including Han and such minorities as Yugu, Tibetan, Mongolian and Hui nationalities. The county has total area of 23,041km². In 2005, the county had a total population of 35,700, comprised of 16,000 or 44.64% of Han people and 19,700 or 55.36% of ethnic minorities. For the population of ethnic minorities, there are 9,462 Yugu people, 9,070 Tibetan people, and 350 Mongolian people, representing respectively 26.49%, 24.36% and 0.9% of the total population. Out of the total county population, about 24,000 are rural, representing 67.23% of the total population.

The Mati Temple Scenic Area includes settlements of Tibetan, Yugu, Mongolian, Han and other ethnic minorities. There are about 400 people living inside the core area, who are engaged in tourism services and management. Since the site was identified by the Sunan County government as the “Mati Temple Scenic Area” for operation of tourism business in 2002, income from tourism operation and services has gradually become the main source of income for the local rural population. In Mati Township, there are about 300 households that gave up farming and herding for tourism operation and services, representing 26.29% of the total township households. About 200 people from other parts of the county and from neighbouring counties are also attracted to the scenic area for tourism services.

A newspaper report (Zhangye Daily, December 14, 2005) read as follows.

“Provided with abundant tourism resources and labour, Mati Township of Sunan County has actively encouraged and guided the local rural population in the operation of tourism services, which has enabled the tourism industry to become a main source of the townships’ economic development and to bring more income to the rural people. Presently, the gross revenue of tourism industry and service industry is as much as CNY5.05 million equivalent to 10.2% of the total township revenue, while that of tourism industry is around CNY 2.84 million, an increase of 11% on the previous year..”

Minority Histories and Cultures

History and Culture of Yugu

The Yugu Nationality is one of three ethnic minorities exclusive to Gansu Province. The China national census in 2000 reported a Yugu population of 13,719, mainly distributed in the three townships of Minghua, Dahe and Kangle, and the Huangcheng Town of Sunan County. Nearly 90% of the Yugu population is settled in the Sunan Yugu Autonomous County, while there are some living in Huangnibao Yugu Township of Jiuquan.

Yugu people call themselves “Yaohuer”. The people migrated from the legendary “Xi zhi ha zhi” (roughly in today’s east Xinjiang and northwest Qinghai) to the east of today’s settlements during the middle and late Ming Dynasty. Currently, there are three languages used by Yugu people: the western Yugu language (so-called Yaohuer language and part of the Altai and Turks language) as used mainly by Yugu people in west Sunan County; the eastern Yugu language (so-called Enger language and part of the Altai and Mongolian language) as used mainly by Yugu people in east Sunan County; and Chinese. Yugu people have no written language and use the Chinese written language instead.

Historically being a herding tribe, Yugu people still depend on livestock farming on grassland for livelihood. There were several religious beliefs in ancient times, but Tibetan Buddhism (lamaism) became dominant after the eastern migration. The “Saman belief” is also practised by the Yugu.

Traditional and intangible cultural heritage such as myth, legends, fables, folk songs, epic, motto and adage continue to be practised today by Yugu people. The folk songs are special in melody and mostly express labour and love, with two songs, “Huang dai cheng” and “Sa la ma ke” the most prevailing. Research shows that many Yugu folk songs are remnants of melodies of Hun folk songs from 2000 years ago. The Yugu folk song was among the first listed national level intangible culture heritage to be protected. Yugu people are also good at artistic handicraft for daily commodities, making colourful patterns on bags, blankets and bridles that are simple but beautiful. Women are skillful in needlecraft in making vivid and characteristic pictures.

History and Culture of Tibetan

Tibetan people of Sunan County are mainly distributed through the Huangcheng Town and two townships, Qifeng and Mati. With a total population of about 10,000, they believe in the Tibetan Buddhism, and are divided across the three geographic locations as described below.

The Huangcheng Tibetan mainly live in two villages, Huajian and Yang Xiang, with a population of around 2,325. Their ancestors were deeply related with the Tibet dominating the Hexi Corridor in the Tang Dynasty and the “Liu gu bu” Tibet of Liangzhou (today’s Wuwei of Gansu) in the Song Dynasty. The main religious shrine is the “Shagou Temple”.

The ancestors of the Qifeng Tibetan (Tibetan of Shuiguan Village and Dahe Township) lived in the Kangba Tibetan Area, and reached the Qilian mountain area as a military force of about 300 in the Yuan Dynasty. They were called “Dongna” because of the black ox-hair tassel they wore on their weapons and they called themselves “Dongnake”. They are recorded in recent Chinese literature as “San shan kou fan”. There are three main family names, Qiao of Mao lai quan, Pu of Liu zu jia, and She of Gan huang ba. The main religious shrine is the famous “Wenshu Temple”.

For the Mati Tibetan, there are three historical origins, the descendant of Tubo dominating the Hexi Corridor in Tang Dynasty, the Kangba Tibetan Area in Yuan Dynasty (ie the same origin as that of the Qifeng Tibetan), and Qinghai in Ming and Qing Dynasties.

History and Culture of Mongolian

The Mongolian people of Sunan County are mainly found in the Baiyin Township, where there are about 350 Mongolian people. Being of Mongolian, Halh, their ancestors mainly lived in today's Mongolia. Migration has occurred since the 1930s, beginning with about 100 people.

NATIONALITY COMPOSITION IN MATI TEMPLE SCENIC AREA

There are 8 administrative villages (Huangcao gou, Xiaojia wan, Henglu gou, Lijia gou, Mati, Yaocao, Changling, and Xiao shi er) in the Mati Temple Scenic Area and its immediate surroundings. There are total of 409 households and 2,043 people in the 8 villages, including 1,680 Tibetan, 110 Yugu, and the remaining of Han people. Tibetan people are the most populous in the Mati Temple Scenic Area. Yugu and Tibetan people are scattered in different places of this area instead of in a concentrated community. Tibetan people have been living here for thousands of year and most of the Yugu people have moved from other places since 1993 (before 1993 there were total 43 Yugu people within the scenic area).

Since the reforms, and local tourism development, people of the county of all nationalities have been actively participating into the local tourism business. This has made the Mati Temple Scenic Area a special region for cultural communication and common development of multiple nationalities.

LIFE OF MINORITIES IN SUNAN COUNTY AND MAIN ISSUES

Yugu, Tibetan and Mongolian in Sunan County are typical herding nationalities. The way of production by herding and livestock farming have determined certain characteristics for the life of minorities, in that they are dispersed and unstable in settlements, they believe livestock are the source of fortune, and consider the head of livestock owned as a sign of wealth.

The Tibetan people in Mati Township presently still depend largely on herding for their livelihood. Nevertheless, their way of working and living has changed significantly since 1949. Most of the herding population have settled down in townships and smaller settlements after the 1980s. They are however, still living in semi-nomadic manner in that common households would stay with their traditional tents to be used every spring and summer (end of April to end of September) when people of working age take the tents for herding to remote grassland. During these 5-6 months, families are separated, with working aged men and women work on the prairie while senior people and children remain at home. The women of households with school-aged children but without senior persons stay and take care of the children while men go herding on the mountains. Presently, some households hire Han people of their neighbourhood to herd in spring and summer, costing about 10% of income.

Life is not convenient for the herding population in several ways. There are two main problems, lack of power supply for households living in remote and small settlements, and poor medical conditions. People will not go to see a doctor at the township hospital or a city hospital in Zhangye until they were very sick or "too sick to carry on". They worry most about getting sick in spring and summer when they are herding in remote grassland. Field visits revealed that the view of the herdsmen is that the problem with medical services is their affordability rather than accessibility, and that the expense of

medical services has become the most difficult thing in their lives. There is a prevailing local saying that one would not be intimidated by the heaven or the earth, but the sickness of one's parents. Therefore, what they fear the most is a "major sickness", for which the medical treatment would cost them a fortune, too high to be affordable by ordinary households. Like other underdeveloped areas in China, the levels of education level are low. In addition, ethnic minorities are usually reluctant to work year-round away from their hometown.

ACHIEVEMENT SINCE REFORMS AND OPENING-UP

Mati Temple Scenic Area is a natural and cultural tourism resort in Gansu Province, China, which is attractive in terms of natural views, cultural heritage and ethnic folk traditions. It was listed as a national heritage in 1992, a provincial forest park in 2002, and a 5-A (AAAAA) national scenic area in December 2005.

The Mati Temple scenic area is an important integral part of the ancient Silk Road. The descendants of the ancient herding population that had contributed to the Silk Road prosperity in historical times still live here today. However, located in a western and underdeveloped region, Mati Temple scenic area is far behind other national scenic areas in terms of infrastructures such as heritage protection facilities and visitors' facilities, service and management.

Since Mati became a tourist destination about a decade ago, tourism business has been benefiting the local ethnic public, regardless of the poor infrastructure. People of Mati Township and from other townships have participated actively by starting small tourism businesses or being employed in the new tourist attractions. Seeing such changes in their lives, local ethnic people are eager to see further development of the scenic area, from which they may get more real benefits. Field visits revealed these public opinions, as the two case surveys below indicate.

Box 0.1

Case Study 1

Case

Dai Funian is an ordinary Tibetan herdsman of Yaocao village in Mati. He dropped his whip and gave up his herding life that his father, grand fathers and great grand fathers had been relying on. He set up a ethnic minority tour around the grassland shoal in Mati Temple scenic area and his annual income has reached around CNY60,000. When asked about his plan, Dai said that he would carry on the business as long as the tourism sector continued at Mati Temple. He has great confidence in this career and therefore willing to carry it on and forward, he said.

Facts

In recent years, more farmers/herdsmen of Mati township joined this business. There are now more touring tents and tourist activities. Nowadays, nearly 130 households like the Dai's treat tourism sector as their main income source, representing 12% of the total households of the township. For quite some visitors, it is a rare and curious experience to have local-flavor mutton and buttered tea while being entertained by the characteristic singing and dancing show under a spectacular view of snow mountains and prairie. Households of herdsmen running the services have tasted the sweet reward with average income exceeding CNY20,000 per tourist season. Tourism income of the township reached CNY2.84 million in 2005. A herdsman of Changling village made about CNY80,000 from his tourist attraction in 2005, and has bought a car. In addition to tourism services, he is now also providing a taxi service to visitors, which further increased his income level.

Guo Xiaohua, an unmarried Yugu lady of 24, is from Hubianzi village, Minghua township of Sunan county. She came to the Mati Temple scenic area in 1999 and had worked at several Yugu tourist attractions. She mainly sings and dances, and does other tourist services. Born in a poor family, she takes back most of her income as an important income source to her family. Presently, except for cold seasons, her monthly income is about CNY800 and can earn as much as about CNY5,000 over the four seasons of a year.

BENEFITS OF THE PROJECT FOR ETHNIC MINORITIES

The benefits of the project for the ethnic minorities in the area will be:

- Income diversification, and a reduced reliance on herding;
- Personal skills development; and
- Preservation of ethnic culture through ethnic characteristic tourism.

Further details on the benefits of the project for ethnic minorities are provided in *Annex A*.

Income Diversification and Reduced Reliance on Herding

The project would result in further changes to the local economy that is largely derived from traditional herding and farming activities. People of the project area will be provided with more income sources from the tourism industry. According to the Sunan County Databook, the percentage of revenue from tourism increased to 22.21% of total revenue in year 2006, from 2.28% before 1990. According to the Social Assessment of the Mati Temple Site, “in general, local residents feel positive in their views over the Mati Temple Scenic Area, which implies confidence and a positive attitude of the local people towards the area’s development”. Improved incomes will result in improved human development, including health and educational status.

In addition, the development of tourism will lessen the number of people owning livestock, and potentially reduce livestock numbers, thereby improving the environmental sustainability of livestock herding in the area, through the rehabilitation of pastures.

Personal Skills Development

The project and tourism development will broaden the views of local herding population, and enhance their willingness to learn new skills for employment.

Recently the local tourism administration department has conducted training for herding people, including ethnic knowledge, tourist guide skills and tourism service. These trainings have made great progress for improving the knowledge and skills amongst the herding population.

Minority Characteristic Tourism

The project will help to develop minority characteristic tourism. There will be opportunities for presenting the traditions and culture of ethnic minorities, which in turn will help ethnic minorities develop their awareness of their traditions and culture. This will enable them to use their traditional culture to

economic advantage, helping to reconcile the relationship between tradition and modern.

ADVERSE IMPACTS

Predicted adverse impacts include the following.

1. Rapid tourism development with the project might cause environmental pollution, resulting in adverse impacts to the local ecology and environment on which ethnic communities are dependent. There is some environmental damage in Mati Temple scenic area, related to a lack of solid waste management, littering, and inappropriate burning of wastes, due to the pressure of visiting populations and low awareness of environmental protection. Smoke from burning waste does not dissipate quickly in sheltered areas, especially near Mati Temple.
2. Some forms of modern civilization would come with tourism development, which might generate cultural shock against certain local ethnic traditions and culture. For example, fewer people may engage in the traditional livelihood of livestock farming, changes of social structure might take place amongst the traditional community of ethnic minorities, and younger generations may be less keen to carry forward their ethnic traditions and culture.

Measures to address these impacts are set out in *Section 5*.

FURTHER NOTES ON ADVERSE IMPACTS

Commercialisation of Cultural Resources

The project will finance the gathering and documentation of cultural resources for display at the 2,000 m² Yugu's folk cultural heritage centre. Consultations with World Bank specialists on OP 4.10, has confirmed that these activities do not constitute "commercial development" as set out in paragraphs 18 and 19 of OP 4.10. The project will not finance the commercial development of the knowledge or cultural resources of any of the ethnic minorities at Mati Scenic Area.

Restriction of Customary Physical Access or Customary Practice

None of the activities to be financed by the project will restrict physical access to sites or areas of customary value in the area.

Results of Consultation

Consultations with communities at Mati Temple Scenic Area were carried out in July 2006 over a period of four days and in late June 2007. During the first round of consultation, the team responsible for the IPP preparation consulted 7 tourism investors (out of a total of 11 investors, 64%), 30 employees (18%) and 40 visitors at random in the scenic area. In addition, a workshop involving 29 people also was held by the scenic area committee. *Table 4.1* indicates the ethnic structure of interviewees.

The second round of consultation included interviews with 4 households in 3 villages, 1 tourism investor, 5 commercial service households (small shops in

the scenic area), 4 horse-service households and 2 employees. The findings, summarized below, indicate a consensus that the project activities are supported by the communities.

Table 0.1 *Structure of the Interviewees*

When	Where	Types of interviewees	Ethnics				Total
			Zang	Yugu	Mongolian*	Han	
July, 2006	Mati villagers (14persons); & Workers in the Scenic area (16persons)	Villagers					
		Horse-service in the scenic area	3				3
		Employees	4	9	3	1	17
		Visitors					
		Governors	5			1	6
		Others	2			2	4
		Subtotal	14	9	3	4	30
	Workshop in Mati Committee	Tourism investors	2	1		4	7
		Employees	2	4	1		7
		Governors	6			2	8
		Villagers	3				3
		Others	2			2	4
		Subtotal	15	5	1	8	29
June, 2007	Mati, Changling villages; & Scenic area	Villagers	3			1	4
		Investor		1			1
		Small commercials	3	1		1	5
		Horse-vehicle households	3			1	4
		Employees		2			2
		Total	9	4		2	16

*Note: the low number of Mongolians interviewed can be explained by the low numbers of Mongolians in the population and their scattered distribution across each village.

SUMMARY OF FINDINGS

Their first key view is that the traditional economy based on livestock herding is in a critical state where over-herding is exceeding the land carry capacity and resulting in a decline in pasture productivity, and therefore it is essential to find other income sources, such as tourism based on the utilization of the local abundant cultural and natural heritage resources (see case study box).

People of the local ethnic community expressed their strong expectations of improved incomes from tourism development, but at the same time, urged for the maintenance of their traditions, cultural taste, and the characteristic culture of each ethnic minority.

They also voiced concerns that they do not have the capability to manage tourism services effectively, that external businesses from elsewhere will take

over the tourism services, and that their traditional knowledge of their own customs are not sufficient.

CAPABILITIES TO MANAGE TOURISM SERVICES

The communities are faced with an increasing level of demand in the tourism sector, and they are not confident that they can meet this demand or satisfy the requests of tourists.

Due to their largely weak educational and cultural background, they are concerned that they could not satisfy the requests of tourist for which are unprepared.

During a survey of the business operators of such tents run as tourist attractions, most expressed that after about ten years of tent-tour development; they had tried every means to provide tourism services and had felt constraints in their capabilities in service operation. Therefore, they would require training and learning in order to be adaptable to cope with the changing market demand. With training and skill improvement, they could learn new ideas, broaden their views, improve their understanding, and be more prepared for the market demand rather than being overwhelmed.

Time: July 2006; Deng, a herdsman of Mati Village (tourism service), male, 42 and Tibetan nationality.

Question: Why do you join this tour service? Deng: My families have been herdsmen for generations. We used to have about 200 sheep and 10 cattle, supporting us a common life. Regardless of no worry of sustenance, there was no surplus cash for better life and we lived in a broken earth house before 2000. Being a herdsman, there is stable income, but is not promising, which is mainly because of shortage of grassland and low-end breed. We then thought about what if we do otherwise to get more income. Presently, our livestock is largely sold out and we could do nothing now but running tourism services. Being ethnic minority, we are good at nothing but singing and dancing. With our passion and hospitality, we are adaptable to tourism and reception services. We had a second round of grassland allocation and contracting from 2000, when a limit quota of livestock was allocated per household. With such quota specification, it was impossible for herdsmen to get more income by raising say, more sheep and cattle. Everybody was thinking about ways for more household income. I was counted as one that worked out a way in earlier days. I got involved working at the ethnic-featured touring attractions and the income level is more or less satisfactory.

Time: June 2006; Village Mati, Ms. Ma, Zang

2 horses, 1,000Yuan/; 300 herds sheep, sheep sale 6000/year, wool sale 10,000

I have been to join a workshop; I think it was not a problem to me to complain at there.

I just want the infrastructure of the Scenic can be improved quickly, which can make my income improve.

I just built a new house this year, so I feel a little stress of economy; however, I sure I will get off from present difficult in one year.

Time: June 2007; Village Mati, Ms. Wang, Zang

Before 2001, I lived in the Scenic Area. Because of the need of development of the tourism, I moved out. The area of grassland is bigger now than that time I lived in the Scenic Area. I only could keep 50 herds sheep in the past, but now the number of the sheep up 500 herds. Even the quality of the grass is lower than before, the total result is better. I have no time to join the Vehicle-service every day with the busy farming, so I just go to every weekend when the visitors are much many. Also, I only go to the site from May 1 to October 1 when the visitors come here relatively much. My net income of Vehicle-service is 3,000RMB; sheep income is 60,000RMB.

Time: June 2007; Village Changling, Mr. Li, Han

I think the condition of the Scenic site is not good with the reason of poor infrastructure. Many people transferred to other tourism sites for the reason of higher salary. Han nationality is poorer than other minorities because of no grassland. My main incomes include 12,000Yuan/year from milk cow to provide milk for the Scenic site; 5,000Yuan/year small shops.

Time: June 2007; Site investor, Mr. xx, Yugu

I'm here for 13 years. We need to improve our service level to meet the requirement of visitors. The present condition is not good for us to get further development. My net-income is about 60,000Yuan/year. 11 young people work in my site. 4 are Han nationality, others are minority ethnics. Their average income is 7,000Yuan/year.

Case consultation to a local individual sir named Wang, male, 45, who runs a tourist attraction.

Question: Which kind of issues that exist in current tourism operation activities?

Wang: The major issue is the tourists that are constantly more difficult to be entertained. Their expectation become higher and higher and they would ask for all sorts of services that are too demanding to be met to their satisfaction. During the 1990s when tourism industry just started around this place, it was fresh and visitors were curious about such ways of reception at ethnic tourism attractions in minority areas. They would take anything we offered. For example, for singing, they were happy as long as it was an ethnic minority folk song, which is no longer working nowadays. Visitors have been extensively experienced by going to many other similar destinations. Their level of appreciation is higher and commonplace would fail their expectation. They would seek for singing of traditional folk songs with more enchanting voices and prettier faces, but such singers are rarely found nowadays because the good ones would have gone to such large cities as Lanzhou, Shenzhen or even Beijing.

Moreover, visitors also said that our way of reception was so always-the-same that many of them would lose their interest of coming again after one visit because it would be the same activities every time. I have been to a ethnic minority village in Yunnan and people there were more creative than us. They are good mainly in that they are able to integrate and present a traditional culture, while we simply treated visitors as “guests” with passion and hospitality and overlooked their touring purpose. Actually, because of poor infrastructure and capacity constraint, there is not much that visitors could tour around.

EXTERNAL BUSINESSES

It is a concern of the local public that exterior investors are constantly entering the sector and taking a market share, which would compromise the local people of their advantages in the tourism business. There is a need therefore, to explore the traditional and ethnic culture, so that the local business operators could maintain and sharpen their edge in a competing market. Activities to meet this need would have to be relied on support from public budget, and would also need support and involvement from government, organizations and ethnic groups such as the township government, village committees, women’s association, and ethnic development association.

Case consultation to a local individual sir named Guo, male, 30, who owns a tourist attraction.

Question: Do you like people from other places to invest your tourist attraction?

Guo: No, I would rather not. Recently, some people came to me and expressed interest of investment. They wanted to buy my place but I did not say yes. My concern is that they would screw up the place, while operating on my own would make me more comfortable. We would never let them ruin our brand name of ethnic traditions and culture.

LIMITS TO THEIR TRADITIONAL KNOWLEDGE

Entertainers working at the scenic area largely believed that there was a limit in their talent and skills because visitors were asking for better and more. For example, the minority singers felt that their singing could meet less and less visitors demands on several aspects. Particularly, they were born during and after the 1980s and they knew not many folk songs of their own nationalities. While many visitors like to enjoy some indigenous folk songs, which is much in demand, local ethnic performers would find it difficult due to their lack of performing capacity. What they are good at are not ethnic, but are pop songs, more often those adapted from Tibetan and Mongolian songs. As a result, sometimes visitors would see people wearing Yugu garment were singing Tibetan songs or pop songs, which would appear strange.

Box 0.4**Case Study 10**

Case consultation to a folk song singer performing at site, female, 24, and of Yugu nationality in Minghua Township.

Question: What kind of songs that people like?

An: In general, they like anything as long as it is a folk song of ethnic minority. Usually, they don't like us singing pop songs. Visitors also like our adaption of old songs. Singers here are largely of herdsmen. With natural good voices, we developed our own skills. Few of us has ever been trained or specially learnt to sing. There are very few people here who could sing traditional Yugu folk songs. There might be some individual that could sing one or two old folk songs. However, people here left hometown in when they were young and they had not had a chance to learn traditional folk songs. We have a girl here who can sing several folk songs in Yugu language, such as "Yugu people from Xizhi Hazhi", "Sari Mark" and "Bee lady". She is particularly popular. Last year her songs were recorded and video-taped by Hong Kong and Taiwan visitors. People like to have picture with her. We also want to follow her but we have not had a chance.

Box 0.5**Case Study 11**

Case consultation to a local herder sir named Niu, male, 52, Zang nationality, living in Changling Village, 5km from Mati Temple, total four people in the family. There are total 110 goats, 7 cow and 13 mu farmland owned to his family.

Question: What are you opinions on developing tourism industry for World Bank financed Mati Temple Project?

Niu: I am old and tourism service is not suit to me but for young people. The tourism condition is not good enough before so the people can not earn money from it continuously. Tourism development is a good thing for ethnic young people. This is a new way for them to making a livelihood in future. There are a lot of good examples that people living around Mati Temple make benefit from tourism development.

Measures to be taken during project implementation

IPP PURPOSE

The purpose of the IPP is to ensure that the project's support to heritage protection and tourism development at the Mati Temple Scenic Area will (i) enhance benefits to local ethnic minorities, and attract the ethnic minority population to benefit on equal basis from the project, and (ii) enable the protection and development of ethnic minority traditions and culture during project implementation.

FRAMEWORK FOR CONSULTATION

The following steps will be taken to provide an effective way to consult with ethnic communities at Mati, in a timely manner:

- The Management Committee of Mati Temple scenic area will appoint the Administrative Division as the organization responsible for issuing information on the project, collecting public opinions, and informing the public where they can take their complaints;

- Sunan county government will address and deal with public opinions collected by the Administrative Division, the Management Committee of Mati Temple scenic area;
- Regular meetings involving local community representatives and the project parties will be organised;
- Easily readable brochures on all related project information will be prepared and copies made available to the public;
- M TSAAC will collect any comments or suggestions from the public from five suggestions boxes set up within the scenic area;
- Information on the project will be made available by internet.

MEASURES TO ENHANCE BENEFITS

The following measures will be taken to enhance the participation of ethnic minorities and enhance the benefits that they receive from the project. The measures are based on the development objectives of the project as well as the actual needs of local ethnic minorities.

Training

To address ethnic communities' concerns that they have insufficient skills or knowledge of their traditional culture, the PPMO and County PMO will provide training to communities to enable them to strengthen this knowledge and more readily benefit from growing tourism. The PPMO will provide guidance on the standards required and budget, while the County PMO will be responsible for implementation. Training will be provided 2 to 3 times per year. Table 5.1 shows the content, intended targets, and costs for the training.

Table 0.1 Training

Items	Trainees		Cost
	Employees	Local people	
Homestay/cook/acommodation/etc.	50		
Tourism revalant jobs			
Transition jobs	50		
Others			
Total			

Cultural Heritage

Participatory components will be supported by the local government through funding and relevant policies. Investment channels would be explored and

policies be issued to encourage the participation of individual and communities during project implementation.

The measures are:

- A RMB 840,000 project about on relics and folk handicraft preservation, collection and training;
- Presentations at an Ethnic Cultural Exhibition Centre;
- Workshop for the development of ethnic and folk handicraft;
- Research and development for the marketing of traditional ethnic food and recipes;
- Research on ethnic and folk culture.

Through these activities the project will:

- Facilitate compatible economic, ecological, social and cultural development of the county and the scenic area;
- Help to improve the environmental conditions and living standards of the ethnic minority population in the project area;
- Build up the potential of local ethnic minority people of the project area to be more adaptable to the market economy and development;
- Provide local ethnic minority people with opportunities of knowledge and training; and
- Help to enhance the capacity of local ethnic minority people by providing participatory and supervisory opportunities to them through project preparation and implementation.

PRESENTATION AT AN ETHNIC CULTURAL EXHIBITION CENTRE

Need for the Ethnic Cultural Exhibition Centre

Sunan County hosts settlements of multiple ethnic minorities, where the Mati Temple Scenic Area is a region that is characterized by local ethnic minority culture and traditions, and featured in its compatible status among different races and diversified cultural streams. There are two major tourism resources in the Mati scenic area, the nature and the people, where the local ethnic minority peoples are a basic attraction that would provide sustainability to the regional tourism sector and development.

One of the reasons that visitors come to Mati Temple scenic area is to experience the culture and traditions exclusively to the local ethnic minorities. Presently however, visitors are only able to experience to a limited part of the ethnic minority traditions and culture, for example, the special ways that minority people would treat their guests, their folk singing and dancing. Visitors have nowhere to experience more or learn further about a colourful ethnic culture, the traditions and background. It is considered that an exhibition centre with well designed display of best ethnic culture and traditions would help where visitors can learn more about the ethnic people than their singing and dancing, ie their long histories of legend and myth, colourful cultural and traditions, and other achievements.

Because of lack of research and activity in this aspect of tourism potential that tourists might be interested in, people came to Mati were left with such an impression as saying that it is a place for them to eat and drink while singing and dancing wildly. This say implies that Mati is providing opportunities only

for simple activities, rather than to become knowledgeable about and explore other aspects of ethnic culture, history and traditions.

There is an existing exhibition facility in the Mati Temple scenic area, an ethnic culture exhibition centre with floor area of 110m². With minimal display conditions and lack of basic facilities for heritage protection, the existing centre only has rounds of display of ordinary cultural relics of little value. Because of the limited area and space available for display, there are many folk relics of the ethnic minorities that cannot be displayed inside the existing centre. Some visitors believed it meaningless to go to the folk exhibition centre because, in their opinion, there is not much to see. Should it be a well-sized facility with valuable and interesting relics being properly organized, displayed and presented, the exhibition would be more colourful and integrated and hence more impressive.

Contents of Exhibit and Presentation

The exhibit composition is proposed to comprise the following with a total cost estimate of CNY 345,000.

1. **Physical items of ethnic and folk culture**, which may include farming tools, household items, religious and cultural articles that minority people had used in histories as well as special items of their modern lives. Such types of exhibit are central feature of the overall display, which is to represent about 65% of the total exhibit. *Box 5.1* provides further details.
2. **Cultural heritage of ethnic minorities of Sunan**, which may be local excavated relics and may comprise 30% of the overall exhibit, as described below.
 - Local excavated cultural relics, such as cliff painting by ancient herding tribes of Qilian Mountains (both picture and relics), relics of ancient tombs of Han and Yuan Dynasties, relics of Xixia Dynasty. Cost estimate for this item is CNY 5,000;
 - Cultural relics of local ethnic minorities, such as those of Yugu people (official letter in Qing Dynasty, valuable items of celebrities, pictures of western adventurers in China Yugu settlements), those of Tibetan (official letter in recent dynasties, local government letters, valuable items of celebrities, religious articles), and those of Mongolian. Cost estimate for this item is CNY 20,000; and,
 - Cultural relics of Mati Temple, ie, those relics that are presently presented at several different locations, which may be collected and displayed together at the proposed exhibition center. Cost estimate for this item is CNY 1,000.
3. **Publication of all sorts associated with ethnic studies as to be collected or acquired.**

Since 1949, there have been domestic and international studies on the Yugu, Tibetan and Mongolian nationalities of Sunan County, and hundreds of papers and books have been published. Local government, cultural institutions and intellectuals also contributed in ethnic and historical studies. It would be meaningful to collect, inventorise and present this research at the proposed exhibition center, where more people

could learn the cultural values and historical significance of the history, heritage, culture and ethnic traditions of the area. Collection of such publications would represent 5% of the overall exhibit as proposed. Cost estimate for this item is CNY 50,000 (to be spent in 5 years with CNY 30,000 in the first year, and CNY 5,000 for the subsequent four years).

Display of ethnic costume.

Costume of Yugu people is both different between east and west and varies among some tribes. Display of costume may be organized by tribes. There are 10 tribes of Yugu with at least 5 types of costume for display. In addition, there are new designs of traditional raiment that is also an option for display. Cost estimate for this item is CNY80,000;

Tibetan people of Sunan County are mainly distributed in the Huangcheng Town, Qifeng and Mati Townships, where the traditional costume styles vary among the three places. It is advisable for them to be organized and separately displayed. There are again designs of traditional raiment optional for display. Cost estimate for this item is CNY30,000; and,

Regardless of small population and uniform costume, the Halh Mongolian people of Sunan County are outstanding in that theirs are different from the Mongolian raiment of Inner Mongolia, Xinjiang and Qinghai. The costume of Halh Mongolian of Yugu is rarely seen elsewhere of Mongolian settlements. Cost estimate for this item is CNY10,000.

Display of ethnic farming tools and household items.

Camel harness and fittings of Yugu people, including saddle (of at least three kinds), commanding fittings (all sorts of drum, camel bells, 3m and cattle skin whip, and wooden muzzle), bags (specially woven by wool or cattle hair), transport maps (reaching Kumul on the west and Baotou on the east), camel fleet pictures, and camel household items (like special copper tea pot and small tent). Cost estimate for this item is CNY10,000;

Big-wheel cattle cart of Yugu people, a high-cart created by "High Cart People" (Gao che ren in Pinyin) in Tang Dynasty, who are Yugu's ancestor. With wheel diameter of about 2m, such a transport equipment was suitable for riding on rough grassland and was once widely used before 1980s. Cost estimate for this item is CNY5,000;

Spinning and weaving tools and textile of Yugu people, such as spinning tools, weaving machine, and wool textile. Cost estimate for this item is CNY3,000;

All sorts of baskets and household items of Yugu people woven with small reed, such as pair-basket, hand basket, barn, brush, ropes, mat and door screen. Cost estimate for this item is CNY3,000;

Dairy tools, process and products, such as traditional yeast, cream cheese and associated containers. Cost estimate for this item is CNY2,000;

Tea, liquor and tobacco furniture of Yugu people, such as tea, tea set of fire-pan, fire-pan bracket and tea pot), hand mill for tea preparation, special wine pot and bag (of leather), special hand-made sets of tobacco and snuffing tobacco. Cost estimate for this item is CNY10,000;

Tibetan's boat on grassland, the yak, and a culture reflected by spinning and weaving textile of yak fur (e.g., tent, bags, rein-rope), yak harness and fittings (e.g., saddle, muzzle, special bags), handicraft of yak head, yak tail product, feather rope, feather raft, feather bags, feather tent, etc. Cost estimate for this item is CNY20,000;

Tibetan's traditional weaving machines for textile and rein-rope. Cost estimate for this item is CNY5,000; and,

Tibetan's traditional furniture, such as small table on bed, teapoy, cabinet, trunk, table and indoor niche. Cost estimate for this item is CNY50,000.

Display of multi-ethnic horse culture.

The exhibit may include saddles, stirrup, rein, blanket, whip, and winery tools of kumiss. Cost estimate for this item is CNY40,000.

DEVELOPMENT OF ETHNIC AND FOLK HANDICRAFT

A RMB 840,000 culture protection programme, focused on relics and folk handicrafts collection and training is underway, jointly financed by the Ministry of Culture and this project. A RMB 400,000 component for the study of ethnic culture was launched by the Ministry of Culture recently. A vice-director of Institution of National Cultural Broadcast named An Qingpin is the manager of this programme, and other 7 experts of Yugu Ethnic from Sunan

County are the assistants. See *Chapter 6, Table 6.1, And Part D* for further detail.

In addition, a workshop will be provided at either the visitor centre or the proposed exhibition centre, where folk handicraft and processes of all the local ethnic minorities will be organized for the research and development of special handicraft related souvenirs. Space may also be allowed for the trading of products. Local government will provide the research and development space, presentation and sales market as well as basic facilities, while private investment may be raised from individuals or collectives. Main activities may include the following, with a total facility investment of CNY 310,000.

- Tailoring of traditional Yugu costume, with cost estimate of CNY 50,000;
- Sandstone carving of Yugu folk art, with cost estimate of CNY 50,000;
- Feather carving of Yugu folk art, with cost estimate of CNY 40,000;
- Tailoring of traditional Tibetan costume, with cost estimate of CNY 50,000;
- Tibetan handicraft by weaving, with cost estimate of CNY 40,000; and,
- Mongolian dairy process and products, with cost estimate of CNY 80,000.

RESEARCH AND DEVELOPMENT OF TRADITIONAL ETHNIC FOOD AND RECIPES

A survey of local ethnic food and cuisine is proposed and the survey may cover traditional and special food of mainly the Tibetan, Yugu, Mongolian nationalities of the entire county jurisdiction. Research will be carried out, and based on the survey results, certain foods and cuisine will be tested for market development. Expert review and advice or special technical expertise will be used in identifying or improving processing techniques and market development. A budget plan is provided in *Table 5.1* with total cost estimate of CNY 230,000. Source of the funds may be from government investment and/or raised by the scenic area administration.

Table 0.2 ***Budget Plan for Development of Marketable Food***

Description	Subtotal (CNY)	Survey (CNY)	Initial R&D (CNY)	Initial Evaluation (CNY)	Secondary R&D and evaluation (CNY)
Tibetan food – survey, R&D	90,000	10,000	30,000	10,000	40,000
Yugu food – survey, R&D	90,000	10,000	30,000	10,000	40,000
Mongolian food – survey, R&D	50,000	5,000	15,000	10,000	20,000
Total	230,000				

RESEARCH ON ETHNIC AND FOLK CULTURE

Ethnic culture is the basis of the local characteristic tourism and it is necessary to carry out some research of cultural exploration to meet the needs of the industry. It is helpful to obtain from local ethnic officials and the ethnic public, their understanding of issues regarding traditions and ethnic culture that are to be addressed. Such cultural research subjects may be sponsored by a science and research fund as set up by the government. Activities may include collection, inventory and study and research. Proposals may be requested for certain subject research from domestic or even international researchers.

In order to facilitate the research and its purpose to contribute to the ethnic, cultural and traditional characteristic tourism, some subject research activities are proposed below with associated cost estimates, totalling CNY 840,000.

- Conservation survey and research of Yugu language, with funds secured from China Ministry of Culture for CNY400,000;
- Research and publication on Yugu history and culture. With cost estimate of CNY80,000, the research and publication intends to present the traditional culture of Yugu people, which would enable visitors of further appreciation of this ethnic minority;
- Collection and research of Yugu traditional folk oral words (not including songs). With cost estimate of CNY 100,000, it intends to collect the oral words and meanwhile invite expert to conduct research on the language;
- Research and publication on Tibetan history and culture of Sunan County. With a cost estimate of CNY 80,000, the research and publication intends to present the traditional culture of Sunan Tibetan people, which would enable visitors further appreciation of this ethnic minority;
- Collection and adaption of Tibetan traditional folk songs of Sunan County. Located in three different places, the Tibetan people in Sunan have folk songs of far different styles that are worthy of research. Cost estimate of this item is CNY 100,000; and
- Collection and adaption of Mongolian traditional folk songs of Sunan county. The Sunan Mongolian were originated from today's Mongolia. Being away from other Mongolian settlements for long distances and with a small population, Sunan Mongolian are often overlooked. Nevertheless, their folk songs may be more endangered and in need of conservation research. Cost estimate of this item is CNY 80,000.

ADVERSE IMPACTS AND RECOMMENDATIONS

Rapid Tourism Development Resulting in Environmental Pollution

Recommendations:

- A. The Sunan County Government and the Mati Temple Scenic Area Administration Committee will make additional efforts in public education on environmental protection.
- B. Information boards will be designed and provided to advise visitors' on environment-friendly behaviour;
- C. Environmental protection-related topics will be included in training, not only for improving the environmental awareness of the management staff of the scenic area, but also for educating the scenic area service operators as well as local ethnic minorities that environmental protection is an essential provision to enable the development local tourism sector. Mati Temple Scenic Area Administration Committee has conducted annual training on other topics for the management team since 1992, and will include environment relevant training in future; and
- D. Environmental protection investments such as environment-friendly toilets (5 unit), trash bins (two hundreds), refuse collection trucks (one unit), solid waste landfills (1000m²), and water supply improvement will be included in the project.

Cultural Change

Sunan county will continue to follow its existing policies and mechanisms to promote the preservation of local cultures. For example:

- A. Sunan County has issued relevant policies and regulations in order to protect the traditions and culture of ethnic minorities. For example, it is stated in the “Autonomous Administration Regulations of the Sunan Yugu Autonomous County” in the Clause 46 that, “the administration of the Autonomous County should carry on and carry forward the ethnic culture and traditions through activities that would explore and develop the characteristic and unique literature, arts, music and dancing of the Yugu and other ethnic minorities, by collection and inventory of intangible culture heritage of the ethnic people, through activities for protecting historical monuments, valuable relics and other significant heritage, and by working on local histories”;
- B. An organization called the “Research Academy of Yugu Culture” was set up by the Sunan County in 2004 with special research personnel and supported by annual budget allocation of CNY 80,000. The academy is for such activities for exploration and inventory of the traditional culture of the Yugu people, and for promoting such traditional culture for better public awareness;
- C. There are such annual county events like the “ethnic folk singers contest” that have been organized for 5 times in 2006, and there were 30 people joining the final contest in 2006. Since 2006, the county initiated the “Sunan Ethnic Fashion Contest” and 30 people joined the final contest in 2006; and,
- D. There is a preference to people wearing traditional garment during major tourism festivals in that they would be provided with free entrance to the scenic area. This is a county regulation that is intended for enhancing the awareness of the ethnic people on protecting their own traditions and culture and for high-profile of the ethnic minorities’ characteristics.

Cost estimates and financing plan

The proposed activities and associated cost estimate are summarized below. There is a grand total of CNY 1,725,000.

The local county government and scenic area administration will finance the proposed activities.

Table 0.1 *Summary List of Participatory Components and Cost Estimates*

No.	Description	Source of Investment	Cost Estimate (CNY10 ³)
Part A	Presentation Development at Ethnic Cultural Exhibition Center		
1	Physical items of ethnic and folk culture	Sunan County Government	--
1.1	Display of ethnic costume	Sunan County Government	--
1.1.1	Costume of Yugu people	Sunan County Government	80.0
1.1.2	Costume of Tibentan people	Sunan County Government	30.0
1.1.3	Costume of Mongolian people	Sunan County Government	10.0
1.2	Display of ethnic farming tools and household items	Sunan County Government	--
1.2.1	Camel harness and fittings of Yugu people	Sunan County Government	10.0
1.2.2	Big-wheel cattle cart of Yugu people	Sunan County Government	5.0

No.	Description	Source of Investment	Cost Estimate (CNY10 ³)
1.2.3	Spinning and weaving tools and textile of Yugu people	Sunan County Government	3.0
1.2.4	Woven baskets and household items of Yugu people	Sunan County Government	3.0
1.2.5	Dairy tools, process and products of Yugu people	Sunan County Government	2.0
1.2.6	Tea, liquor and tobacco furniture of Yugu people	Sunan County Government	10.0
1.2.7	Yak fur products, yak harness and fittings	Sunan County Government	20.0
1.2.8	Tibetan's weaving machines and products.	Sunan County Government	6.0
1.2.9	Tibetan's furniture	Sunan County Government	50.0
1.2.10	Display of multi-ethnic horse culture	Sunan County Government	40.0
2	Cultural heritage of ethnic minorities of Sunan	Sunan County Government	--
2.1	Local excavated cultural relics	Sunan County Government	5.0
2.2	Cultural relics of local ethnic minorities	Sunan County Government	20.0
2.3	Cultural relics of Mati Temple	Sunan County Government	1.0
3	Collection and publication of ethnic studies	Sunan County Government	50.0
Subtotal of Part A		2	345.0
Part B	Development of Ethnic and Folk Handicraft		
4	R&D of Yugu folk handicraft and process	Sunan County Government	--
4.1	Tailoring of traditional Yugu costume	Sunan County Government	50.0
4.2	Sandstone carving of Yugu folk art	Sunan County Government	50.0
4.3	Feather carving of Yugu folk art	Sunan County Government	40.0
5	R&D of Tibetan folk handicraft and process	Sunan County Government	--
5.1	Tailoring of traditional Tibetan costume	Sunan County Government	50.0
5.2	Tibetan handicraft by weaving	Sunan County Government	40.0
6	R&D of Mongolian folk handicraft and process	Sunan County Government	--
6.1	Mongolian dairy process and products	Sunan County Government	80.0
Subtotal of B			310.0
Part C	R&D of Traditional Ethnic Food and Recipe		
7	R&D of Tibetan food	Scenic area administration	90.0
8	R&D of Yugu food – survey,	Scenic area administration	90.0
9	R&D of Mongolian food	Scenic area administration	50.0
Subtotal of C			230.0
Part D	Research of Ethnic and Folk Culture		840.0
10	Conservation survey and research of Yugu language	Ministry of Culture	400.0
11	Research of Yugu history and culture (edition and publication)	Sunan County Government / World Bank	80.0
12	Research of Yugu traditional folk songs	Sunan County Government / World Bank	100.0
13	Research of Tibetan history and culture of Sunan county (edition and publication).	Sunan County Government / World Bank	80.0
14	Research of Tibetan traditional folk songs of Sunan county.	Sunan County Government / World Bank	100.0
15	Research of Mongolian traditional folk songs of Sunan county.	Sunan County Government / World Bank	80.0
Subtotal of D			840.0
Total			1,725.0

Disclosure and Grievance Procedures

INFORMATION DISCLOSURE AND GRIEVANCE SYSTEM

Information disclosure will be maintained throughout project implementation. Effective ways of disclosure and communication will be established to ensure that all the project information including that of any adverse project impacts during the implementation and after the completion would be always available to the local public in a timely and well-informed manner.

The following measures will be taken:

- A special organization will be set up to be responsible for information disclosure and grievance appeal. With respect to the Mati Temple Site, the Mati Temple Scenic Area Administrative Committee will delegate its administrative section and propaganda section as the information disclosure and grievance unit of the project, so that the local public would be provided with an official source of information and a channel of grievance appeal should they have any;
- The management department (MD) of MTSAAC (Mati Temple Scenic Area Administration Committee which is in charge of project implementation) will be responsible for receiving complaints from people within the scenic area or outside of scenic area. The MD will reply to the complaint, coordinating with other Sunan government departments depending on the contents of the complaint.
- If the reply from MTSAAC does not solve the grievance, grievance can be taken to the Sunan Tourism Administration Bureau.
- A grievance channel will be set up at the level of county government. The Sunan County Government will delegate one of its government division to address public opinions or grievances if any;
- Channels of information disclosure will be set up as appropriate, including project information to be published on an appropriate internet web site.

Monitoring

The Management Committee of Mati Temple Scenic Area will carry out monitoring of the implementation and effectiveness of the IPP.

Suggestions and opinions of the public gathered to date will be integrated into an implementation plan (or a manual), and progress against this plan will be monitored. The implementation plan, including principles and procedures, will be followed to ensure the close, in-depth and equal participation of ethnic minorities and ensure that they benefit from the project.

The Management Committee will report annually on the implementation progress of the IPP measures set out in *Section 5* above.

GOVERNMENT AWARENESS REGARDING NEEDS OF ETHNIC MINORITIES

Project management authorities will visit ethnic minority communities and discuss concerns with people to understand their actual difficulties and economic, social and cultural needs. Their opinions and suggestions towards the project and implementation will be recorded, and village committee meetings, household interviews, and questionnaire surveys will be used.

REGULAR SUPERVISION AND EVALUATION

The following will be incorporated into the supervision and evaluation system:

1. Coverage of the participatory components in terms of communities and population during the project implementation will be monitored, and compared to the baseline. Results will be used to evaluate the performance and effectiveness of participation;
2. A system to track and monitor a sample of communities and tourist attractions, including the recording of experiences, opinions and other information on project participation;
3. A system to address the reported experiences, opinions and other information on project participation, through project adjustment as appropriate. Minor changes to the IPP measures may be needed in response to the implementation experiences and the issues that are identified through monitoring.

Annex A – Details on the Project Benefits for Ethnic Communities

TO DIVERSIFY ECONOMIC AND INCOME STRUCTURES

Sunan Yugu Autonomous County is a livestock-driven county depending much on husbandry. Sector of livestock farming dominates the county's national economy. Being a main region of livestock husbandry and a base of raising fine wool sheep in Gansu province, husbandry sector is a pillar sector that supports the economy of the autonomous county. There are 21.33 million mu of grassland over the entire county. Livestock population reached 706,9000 heads in the county in 2005, including 499,500 sheep, 159,800 goats and 39,500 cattle. The county raised 790 deer, with annual production of fresh hairy deerhorn of 1,380 kg. Income from husbandry sector accounted for 78.2% of the county's fiscal revenue in 2006.

Ethnic minorities of Sunan County, mainly Tibetan, Yugu and Mongolian, are all of nomadic tribe ancestors with a history of traditional and nomadic lives on prairie land. The minority population however, is largely distributed in highland and desert prairie where grass generation is relatively low and the prairie ecology is vulnerable. Recession of grassland has been severe in recent years, making poverty more aggravating to the local minority population that living on herding. Both Mati and Minghua townships for example, are listed poverty townships of Zhangye municipality. Raising livestock such as sheep, goat, cattle and horse is almost the only source of income to local ethnic minority people and their way of husbandry still remains traditional, extensive and less productive. Although most households of herdsmen have resided or half-resided, their settlements are less convenient because of remoteness and

poor transport accessibility. As a result, their living standards and income level is far below those living otherwise in the surrounding areas.

The traditional practice of prairie husbandry has attained a critical status in that the livestock population on the prairie has far exceeded its livestock carrying capacity. Over-herding prevails, which has caused grassland recession and constant desertification. With annual decrease of grass production and little change of traditional herding practice, the prairie ecology and environment is being overstressed and deteriorating and the consequence could be never so severe. Meanwhile, because of lack of sufficient grass at prairie, herdsman are forced into Qilian mountain forest for husbandry, which in turn damaging the forest ecology and environment. The water conserving forest of the Qilian Mountains is shrinking in area year by year and the flows of associated main waterways are constantly decreasing.

Since reforms and opening-up, this unicity of economic structure has been a key issue that Sunan County would want to address. Active measures were taken in developing mine industry. In addition, the county is highly aware of its potential in tourism sector and the opportunity of economic restructuring to be driven by sustainable tourism development. It is working proactively on this development approach by exploring a variety of natural and cultural tourism resources.

TO HELP LOCAL MINORITY COMMUNITY FOR DEVELOPMENT

The problem of too much reliance on livestock husbandry and lack of other income source is more outstanding in view of the grazing and herdsman community of Sunan County. For Mati County, it has a more vulnerable part of the county's grassland, while traditional livestock husbandry on grassland remains almost the only production activity and source of income of the local ethnic minority people. The situation changed in 1992 when the county started development and exploitation of the diversified tourism resources of the township. Policies were issued and measures were taken as appropriate to encourage local public and ethnic people to explore the business and share the market. After development of a decade or so, tourism has become an important channel of additional income, part of household livelihood, and a way of poverty alleviation to the local ethnic community. The number of household that engaged in tourism business became 130 in 2006 and average income for household engaged in tourism business has been over CNY 20,000 per year (May to October). The total revenue of tourism in Mati County reached CNY2,840,000 in 2005.

However, local infrastructure development of the scenic area is behind the demand of overall tourism development because of poor economic conditions and constraint. Not only are many visitors complaining about the poor infrastructure and visitors' facilities, business operators and employees are also appealing to the government for more inputs into the scenic area to address the issue and improve the infrastructure and service facilities. For example, the scenic area road and safety facilities for cultural protection was in bad condition and no formal service centre.

To improve the infrastructure and service facilities for the Mati Temple scenic area is therefore, a critical link of the next step that would further develop the tourism sector of the region. A well-designed and developed infrastructure system is also an important provision for sector sustainability for the region.

Infrastructure development would facilitate overall tourism development of the scenic area and would provide supporting platform where the ethnic minorities especially herdsmen of Mati township, are able to have extensive participation into tourism and service sector. Only through extensive and effective participation, would they be provided with more opportunities and ways of development.

POTENTIAL TO DEVELOP LOCAL CHARACTERISTIC TOURISM

Multiple ethnic cultural background and compatible racial relationships are the guarantee for the development of characteristic tourism industry.

Ethnic minority people in Sunan Yugu Autonomous County share common religious belief in that most of them believe in Tibetan Buddhist Gelu Sect. They have similar way of livelihood, i.e., prairie husbandry type of economy. In addition, the national ethnic policy and religious policy being implemented in the project area have created racial harmony and formed basis of an equal, integrated and friendly ethnic relationship. The Sunan Yugu Autonomous County won a national award of being an model region in terms of national ethnic integration in 1999 and there are many individuals who were awarded as model individuals in contributing for the ethnic integration. In Sunan County, there is a monthly campaign every year to promote ethnic integration when all the behaviours facilitating ethnic integration would be advocated and any behaviours hurting ethnic integration would be opposed. A secure and stable social environment of cultural diversity would facilitate common development of all nationalities and would help people to stand up for their common career and benefits. This provides a reliable social safeguard that would facilitate further development of characteristic tourism resources at the Mati Temple scenic area.

It was learnt in field visit that a so-called horse-riding workers' association of Mati Temple Scenic Area was organized by the Mati branch of the Industry and Commerce Administration of Sunan County in August 2005. In the past, horse-riding services (people who provide service for tourist to ride horse and ensure the safety for tourist, total 105 in 2007) in the scenic area was always in a disorganized status where the service was less quality, the economic benefits were less ideal, while management was challenging. Being confronted with such problems and management difficulty, the Industry and Commerce Administration branch of Mati initiated the horse-riding workers' association of Mati Temple Scenic Area in view of benefits of both the scenic area and the individual horse-riding service providers. By exercising management responsibilities and providing service guidance, the association is intending for service quality and regulation by sector management, which is helpful in building up a good image for the scenic area and generating more economic benefits to individual operators. It also implied a trend of sector development that this popular service area had become more and more regulated. While being active and passionate about the new business sector, the awareness of independent development was improved among the local ethnic community. Such positive trend of development and public awareness provided also community basis for next step of local tourism development.

To explore the advantage of characteristics ethnic culture in tourism sector development would ensure more benefits to local ethnic minority people.

To develop ethnic minority characteristic tourism is in line with the national industry policies. Regional cultural diversity as to be maintained at the meantime of exploration and development of natural resources is an important assurance for the region's tourism sustainability. Being an indigenous land and home of Yugu, Tibetan, Mongolian, Tu and other ethnic minorities, Sunan county is proud of its colourful minority people and ethnic culture that provide very important cultural characteristic to tourism in Mati Temple and assure vitality for the local tourism sector. Without a background of colourful ethnic culture, the scenic area of Mati Temple would be less charming and attractive.

During the process of modernization in an indigenous area, it is necessary to handle the interrelationship between tradition and modern. It is particularly needed for tourism development in that it would provide golden opportunity for revitalization of traditional culture while confronting the traditional culture with modern challenge. Effort is needed to find a way out for traditional culture during the process of heritage conservation and cultural revitalization, so that traditional culture and heritage could play a due role in the project area's tourism development. By shooting a card of characteristic culture, the local cultural and natural heritage could be in harmony and co-echoing the local tourism development.

For the ethnic minority and herdsmen of Sunan County, they are neither well educated nor economically well provided. Nevertheless, they are fully eligible of using their advantages of their wisdom and ethnic culture to expand their role in local tourism development. With ten some years of tourism development, ethnic tour has become an important feature of tourism in the Mati Temple scenic area, which may be further explored in the future. Development and utilization of such featured tourism will on the other hand, depends much on improvement in infrastructure and overall level of operation and management. Local ethnic public are eager to see their traditions and culture to be respected and expanded and more ethnic characteristic tourism products to be developed through the development of tourism sector, so as to benefit more from it.

