

ETHNIC MINORITY DEVELOPMENT PLAN¹

1. **The Project.** The Xinjiang Uygur Autonomous Region Government (XUARG) is implementing the Xinjiang Altay Urban Infrastructure and Environment Improvement Project with support from the Asian Development Bank (ADB). The project is in the county seats of five counties of Altay Prefecture: Qinghe, Buerjin, Habahe, Fuhai, and Jimunai. Project subcomponents will include (i) construction of roads, and upgrading of existing roads; (ii) construction of water supply pipeline networks and water treatment plants (WTPs); (iii) construction of wastewater treatment plants (WWTP) and wastewater pipeline networks; (iv) construction of heating boiler houses, heat exchange stations and heating pipelines; and (v) provision of solid waste landfill sites, garbage collection stations and trash cans.

2. **Legal and policy framework.** The ethnic minority development plan (EMDP) specifies mitigation and enhancement measures to comply with ADB's Safeguard Policy Statement (2009), Safeguard Requirement No. 3 on Indigenous Peoples.² This project is classified as Category B in terms of potential safeguard risks to ethnic minorities. As per ADB requirement, an EMDP has been prepared.

3. The EMDP is designed to ensure that project benefits are distributed equitably and that culturally appropriate measures are taken to (i) avoid or mitigate adverse impacts, and (ii) enhance benefits for ethnic minorities. The project will ensure that ethnic minorities are consulted in matters related to each subproject, and provided with opportunities to participate in decision making and/or implementation activities.

4. **Project benefits and risks.** The project will improve quality of life, including physical well-being, for the town residents as a result of improved (i) environmental sanitation due to better solid and liquid waste disposal; (ii) access to a safe and reliable source of water for domestic use; (iii) road traffic flow and safety; and (iv) centralized town heating and reduced air pollution from town heating facilities. The construction activities are anticipated to create close to 1,500 temporary jobs in the construction areas, which, together with the impacts of local procurement and associated multiplier effects in the labor market, will help reduce the incidence of unemployment in the area. Awareness building activities in road safety and environment will help to ensure the social benefits of infrastructure improvements. The long-term benefits of the project will be increased economic development, opening up of new areas for urban expansion enabling the counties to service a growing population, and encouraging new sectors such as tourism.

5. The potential risks are (i) temporary impacts associated with construction such as dust, noise, disruption to movement, etc; (ii) the need for resettlement and land acquisition; and (iii) and increased risk of HIV/AIDS/STIs transmission from migrant laborers into the local population, should construction require the importation of external labor. Actions to mitigate these risks are in the EMDP.

6. **Ethnic minorities in the project area.** In the project counties, ethnic minority people represent between 45% and 81% of the total county population. The majority of ethnic groups in these counties are Kazakh, who, in 2008, represented over 80% of the ethnic minority population in the project counties. The other ethnic minority groups present are the Hui, the Uygur, and the Mongols. A number of other groups are also present, but in very small numbers. In the county seats which are urban areas and where the project investments are being made, the ethnic minority population represent between 37% and 52% of the total population. Kazakhs

¹ This is a summary EMDP. The full EMDP is available at:

<http://www.adb.org/Documents/IndigenousPeoples/PRC/43024/43024-01-prc-ipdp.pdf>

² For projects in the People's Republic of China, the term "ethnic minorities" is used hereinafter.

are predominant among the ethnic minority population in all the county seats.

7. The poverty incidence rates ranged from 12% to 14% in the urban populations of four of the project counties, and were significantly higher in Qinghe (39.6%). No official figures are available on the ethnic composition of the poor urban population. The household surveys conducted for the project gave no evidence that ethnic minority households in the county seats, in general, had lower incomes than the other households.

8. **Benefits and impacts on ethnic minority people.** The social analysis concluded that ethnic minorities are integrated physically, socially, and economically in the county seats and that they will benefit directly from all aspects of the improved urban infrastructure. The improved infrastructure will support local economic development and creation of new job opportunities and access to basic services. A key benefit of the project—employment during construction—will also be maximized for ethnic minority people through targets that the project management office (PMO) has set for the employment of ethnic minority workers in the construction jobs created. These targets are specified in the plan.

9. Resettlement will affect around 372 ethnic minority households (approximately 58% of total) across the five project counties. No ethnic minority communities will be split as a result of relocation and the project will not affect the customary rights of use or access to land and natural resources as a result of land acquisition. The project's resettlement plans (RPs) include specific provisions for ethnic minorities and the environmental management plan (EMP), gender action plan (GAP), and social action plan (SAP) will address other negative impacts that affect the community as a whole.

10. Other project risks specific to ethnic minority people include (i) that their customs and beliefs might be inadvertently disrespected in the course of project implementation, (ii) a moderate risk of HIV/AIDS, and (iii) possible risk of lack of access to inclusive benefits. Some of these risks stem from the expected induced impacts of increases in economic development. To mitigate these risks a number of measures have been designed under the plan.

11. **Implementation arrangements.** The Altay PMO will require that the county PMOs be responsible for implementing the EMDP; each county PMO will assign a staff to be responsible for the project social safeguards. The safeguards staff will also be responsible for coordination of socioeconomic monitoring, including that required by the EMDP. The community office staff will provide an important link between the ethnic minority and other residents, and the county PMO social safeguards staff. They will also assist with any project-related community meetings, facilitating, in particular, the participation of ethnic minority women. The safeguards staff will also work closely with the implementing agencies (IAs) and the implementing units to ensure that contractors are aware of, and in compliance with, their responsibilities under the EMDP.

12. The Ethnic and Religious Affairs Bureaus in each of the counties will assist with those activities in the EMDP that require input regarding the local ethnic minority beliefs and customs. They will also provide support to coordinate, advice, and assist in monitoring the implementation progress.

13. The Center for Disease Control in each county will work with the PMO safeguard staff to conduct HIV/AIDS/STIs awareness and prevention campaigns, both in the community, and among contracted workforces.

14. **Consultation and participation.** To facilitate the involvement of ethnic minority people in planning, decision-making and participation throughout the entire project cycle, all information dissemination and consultative meetings outlined in the EMP, SAP, GAP, and RPs, and any other meetings which may prove desirable in the course of project implementation, will be

translated into Kazakh and disclosed to local communities.

15. Other key issues addressed in this EMDP include (i) ensuring that all measures taken to mitigate general risks, such as campaigns to increase awareness and prevention of HIV/AIDS/STIs and road safety, and all temporary and permanent road signage are bilingual; (ii) measures to ensure that the customs and beliefs of ethnic minority people are respected throughout the project implementation; and (iii) setting of targets and specific measures for the employment of ethnic minority people on construction sites.

16. **Grievance redress mechanism.** Any complaints or grievances of ethnic minority people during the project will be handled in accordance with the grievance redress procedure established in the RPs and/or EMP. An appeal can progress through a number of stages if the appellant is not satisfied with the initial response. The RPs outline (i) details of these stages, (ii) the procedures for moving through the different stages, and (iii) the different agencies which will be responsible for handling an appeal at each stage. To ensure that any complaints on the EMDP, land acquisition, resettlement, compensation, or other issues are handled openly, fairly and quickly, specific contacts have been appointed within each of the agencies which will be responsible for accepting appeals at different stages in the appeal process.

17. **Monitoring, reporting, and evaluation.** The county PMO safeguard staff and the IAs will monitor the progress of the overall project including that of the EMDP, according to the monitoring indicators included in the EMDP. The county PMO IAs will prepare and submit semiannual monitoring reports to Altay PMO who will consolidate the reports and submit them to the Altay Prefecture Government, as the executing agency, for forwarding to ADB. The reports, by subcomponent, will review progress, newly emerged issues, and corrective actions where required.

18. An external monitoring agency (EMA) to provide independent monitoring and auditing of the project has been included in the overall project budget. Before project implementation, the Altay PMO will contract an independent institute or nongovernment organization as the EMA. The EMA will develop a monitoring and evaluation plan. The external monitoring will be conducted twice a year in conjunction with monitoring of the RPs.

19. **Budget and financing.** Ensuring the participation of ethnic minorities in different project activities will not require a separate budget. The actions to be implemented under the EMDP will either (i) be included as part of the project budget in the RPs and EMP; (ii) represent expenses contractors incur as line items in their budgets; or (iii) be implemented by staff of government agencies such as the Ethnic and Religious Affairs Bureau. Apart from that budgeted for in the RPs, the only additional cost anticipated to be incurred by the project in ensuring the inclusion of ethnic minority people in project activities is that of producing HIV/AIDS/STI information, education, and communication materials in the Kazakh language—estimated to cost CNY10,000 (\$1,500) per county and this has been agreed to. The costs for supervision and external monitoring and evaluation of the EMDP is incorporated in the in the costs of each RP budget. The total budget for both the resettlement and EMDP supervision, monitoring, and evaluation is CNY593,000.

Summary Ethnic Minority Development Plan

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Action	Beneficiaries	Responsible Party and Timing	Budget/Costs	Monitoring and Indicators
1. Enhancement Measures				
1.1 Permanent and temporary road signs to be produced in both Chinese and Kazakh	All ethnic minority communities	PMO and Department of Roads	Project cost and regular administrative expenses of authorities	All road signage is bilingual, in Chinese and Kazakh.
1.2 Road safety sessions conducted at community offices by the traffic control police for residents living along newly constructed roads, or roads being significantly upgraded will be: (i) translated into Kazakh; and (ii) held at a time appropriate for the attendance of ethnic minority people, especially ethnic minority women	All residents, including ethnic minority people	Traffic Control Police, in conjunction with the community office staff, to be carried out at commencement of road works.	Routine administrative expenses of authorities involved	(i) Number of sessions held (ii) Number of beneficiaries disaggregated by sex and ethnicity
1.3 Community sessions on environmental and sanitation awareness. This program will incorporate traditional ethnic minority values on the environment.	All residents, including ethnic minority people	IA safeguard staff, Department of Environment Protection	Routine administrative expenses of authorities involved	(i) Number of awareness sessions (ii) Number of beneficiaries disaggregated by sex and ethnicity
1.4 Community consultations on location of garbage bins, pickup sites, and other sanitation improvements prior to placement	Residents of areas in vicinity of location of bins, including ethnic minority	IA with assistance from community office staff, coordinated by PMO safeguard staff	Routine administrative expenses of respective authorities	(i) Number of meetings held (ii) Number of participants (disaggregated by sex and ethnicity)
1.5 Employment of ethnic minority people on construction sites and post construction These will be monitored in supervision consultant reports and the external EMDP monitoring reports. (i) Coordination for outreach will be done with the Labor Bureau and Community Offices (ii) On-the-job training will be provided by contractors	All ethnic minority people interested in obtaining work on project construction sites and post construction jobs. Total jobs anticipated are: 1,465 temporary construction and 353 permanent	Apart from advertising jobs in Chinese and Kazakh : (i) Contractors will provide information to the Labor Bureaus and community offices on jobs available and requirements for job candidates. (ii) Labor Bureaus and community offices will identify and select	Requirement to be specified as part of contractors' contract Labor Bureau budget Contractor costs	Number of workers employed disaggregated by sex, ethnicity, age, and job type

	post-construction. Targets for each component for ethnic minorities and women in each county have been agreed to (see Table 23).	suitable people (iii) PMO and IA safeguard staff with monitor during implementation		
1.6 Training in Kazakh language for those members of county seat bureaus who work with ethnic minority people and issues but cannot speak Kazakh	County bureaus of: ERAB, Civil Affairs, Labor Bureau, Grassland Monitoring and Supervision Station, County Land and Resources; Forestry	Bilingual staff members in each respective department to carry out training in-house	According to PMO, costs will be minimal and will be funded through the government: currently each bureau submits an application for training to the government and the government pays the costs.	Number of staff trained disaggregated by sex and position
2. Mitigating Measures				
2.1 Construction Disturbances. (i) Contractors will erect all temporary safety/diversionary signs etc during construction will be in both Kazakh and Chinese (ii) During the Muslim Eid-ul-Adha and Eid-ul-Fitr festivities, contractors involved in construction which affects pedestrian or vehicular traffic flow will be required to take whatever extra site safety precautions that the traffic control police advise (iii) No construction will take place within 500 meters of any mosques during Friday prayer times, or during Muslim Eid-ul-Adha and Eid-ul-Fitr festivities.	All ethnic minority people living or working in the near construction activities	Responsibility of contractor, with PMO and IA safeguard staff and construction supervision consultants ensuring compliance. Ongoing throughout all construction activities Contractors, with Traffic Control Police ensuring compliance	Contractors costs	Random checks by supervision consultants and PMO/IA safeguard staff and community focal points Number of accidents attributable to disruptions Number of grievances received from residents on these issues

<p>2.2 Respect for Local Customs</p> <p>(i) If contractors need to provide a canteen on site, they will provide a separate Muslim canteen</p> <p>(ii) ERAB briefing notes on ethnic minority customs</p> <p>(iii) ERAB briefing sessions for contractors</p>	<p>Ethnic minority residents and workers employed by contractors</p>	<p>- Contractors. Throughout all relevant construction activities</p> <p>- County ERAB to prepare briefing notes</p> <p>- Contractors to be responsible for briefing of employees and supervisors</p> <p>- Contractors' supervisors will be responsible for ensuring workers respect ethnic minority customs and beliefs</p> <p>- Prior to commencement of any new construction activities</p>	<p>Contractors costs</p> <p>ERAB budgets</p>	<p>(i) Number of Muslim canteens</p> <p>(ii) Number of briefing notes disseminated and briefing sessions held</p> <p>(iii) Number of grievances received</p> <p>Random checks by supervision consultants and PMO/IA safeguard staff and community focal points</p>
<p>2.3 HIV/AIDS Awareness and Prevention</p> <p>- Contractors will be required to ensure that all employees attend briefing sessions on the causes and prevention of HIV/AIDS and STIs. Briefings should be in both Kazakh and Chinese.</p> <p>- Promotion of community awareness of HIV/AIDS and STIs in communities near any construction camps as part of CDC ongoing awareness raising activities</p>	<p>All communities, including ethnic minority men and women</p>	<p>Sessions to be organized by contractor, conducted by CDC and monitored by PMO and IA safeguard staff</p> <p>Prior to commencement of any new construction activities</p> <p>Community sessions to be organized by PMO and IA safeguard staff and conducted by county CDC</p>	<p>Costs to be part of contractors' costs of induction of new employees</p> <p>County Treasury will provide, CNY10,000 (\$1,500) per county to cover costs of producing information, education, and communication materials in Kazakh</p>	<p>(i) Number of awareness sessions and number of beneficiaries (disaggregated by sex and ethnicity)</p> <p>(ii) Number and kind of training materials in each language</p> <p>(iii) IAs and implementing units and their supervision engineers are responsible for monitoring and collecting reports from contractors</p>
<p>2.4 Livelihood Restoration Measures in RPs</p> <p>Training in livestock breeding for ethnic minority people affected by land acquisition</p>	<p>All ethnic minority affected persons</p>	<p>Animal Husbandry Bureau, Labor and social security bureau will be the implementation agency.</p> <p>Timing: 2011–2014</p>	<p>Included in the RP budget</p>	<p>(i) Proportion of ethnic minority AP participating in training</p> <p>(ii) Participants' satisfaction with training</p> <p>(iii) % increase over previous years from improved animal breeding</p>

AP = affected person; CDC = center for disease control; EMDP = ethnic minority development plan; ERAB = Ethnic and Religious Affairs Bureau; GAP = gender action plan; IA = implementing agency; PMO = project management office; RP = resettlement plan; STI = sexually transmitted infection.