

# Ethnic Minority Development Planning Document

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Ethnic Minority Development Plan  
Document Stage: Final  
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## PRC: Xinjiang Urban Transport and Environmental Improvement Project

Prepared by the Government of Changji City for the Asian Development Bank (ADB).

The ethnic minority development plan is a document of the borrower. The views expressed herein do not necessarily represent those of ADB's Board of Directors, Management, or staff, and may be preliminary in nature.



ADB Financed Project

**Ethnic Minority Development Plan**

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Changji Roads and Environmental Improvement Component  
of  
Xinjiang Urban Transportation and Environmental Improvement Project

Government of Changji City  
November 2008



## **Affirmation Letter of the EMDP**

1. The Ministry of Finance has approved Changji People's Government, which is located in Xinjiang Uygur Autonomous Region, to implement the Changji Roads and Environmental Improvement Project financed by ADB. The project is planned to begin in 2009 and be finished in 2013. This EMDP has been prepared based on the social assessment and in consultation with ethnic minority groups, civil society and other relevant government agencies that will be involved in its implementation. The EMDP has been prepared in accordance to government laws and the ADB policies on Indigenous Peoples and Involuntary Resettlement. This EMDP is the key data of the project, which is regulated by ADB. Assisted by the PPTA, the EA and IA have finalized the EMDP which contains relevant procedures on implementation and monitoring and will guarantee the effective execution of the EMDP.

2. Changji People's Government has empowered the Construction Commission of Changji to be responsible for the implementation of the project and compilation of the EMDP. Changji People's Government confirms the content of this EMDP and will implement the principles, procedures and measures of the EMDP and guarantee the capital that is required for all measures.

Mayor of Changji People's Government:

Date:

## ABBREVIATIONS

ADB	–	Asian Development Bank
AP	–	affected person
EMDP	–	ethnic minority development plan
HH	–	household
M&E	–	monitoring and evaluation
PMO	–	project management office
PRC	–	People's Republic of China
PSA	–	poverty and social assessment
RP	–	resettlement plan
XUAR(G)	–	Xinjiang Uygur Autonomous Region (Government)
CCDC		Changji Center for Disease Control

道路规模一览表  
Table of Road Works

序号 Serial Number	编号 Number	道路名称 Name of road	道路长度(米) Length of Road line (m)	红线宽度(米) Width of red line (m)	备注 Remarks
1	①—①	(北外环路) North Waihuan Road	1015.12	57.0	
2	①—②	(西外环路) West Waihuan Road	4059.21	60.0	
3	③—③	(宁远西路) Ningyuan West Road	1014.92	66.0	
4	④—④	(健康西路) Jiankang West Road	592.51	30.0	
5	⑤—⑤	(南公园路) South Park Road	2996.75	40.0	宽32米和32米宽(32m-wide, 32m-wide)
6	⑥—⑥	(塔城路) Tacheng Road	3483.90	50.0	
7	⑦—⑦	(石河子路) Shihexi Road	3186.97	40.0	
8	⑧—⑧	(青年路) Qingnian Road	5892.89	40.0	
9	⑨—⑨	(建国西路) Jianguo West Road	993.95	40.0	
	总计 Total		23236.22		

图例 (Legend)

- 本期新建道路  
Proposed New Roads
- 已建道路  
Existing Roads
- 规划道路  
Planned Roads
- 新建公厕  
Proposed New Public Toilets
- 现状水厂  
Water Treatment Plant (WTP)
- 现状(新建)污水厂  
Wastewater Treatment Plant (WWTP)
- 垃圾填埋场  
Landfill Site
- 垃圾收集点  
Garbage Collection Station

垃圾填埋场(榆树沟)  
距离昌吉市15公里  
L=15km  
Landfill site is located 15 km from Changji City



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## SUMMARY ETHNIC MINORITY DEVELOPMENT PLAN

**1. Introduction.** This Ethnic Minority Development Plan (EMDP) has been prepared to ensure that ethnic minority people are able to benefit equally from the Changji Urban Road and Public Facilities Construction Project, and that any negative impacts that might affect them are either reduced or mitigated. Adequate provisions to enhance economic conditions of minority groups have been integrated into the project design. Special mitigation measures have also been included in the resettlement plan to help ensure that ethnic minorities affected by resettlement will benefit from the Project. Government policies and programs for minorities further help to protect and enhance project benefits. The EMDP is based on relevant People's Republic of China (PRC) laws and regulations, and on the Asian Development Bank (ADB's) *Policy on Indigenous Peoples*.

**2. Project Description.** Changji is a satellite city of Urumqi being less than 30 kilometers from the latter and it is the intention of the Xinjiang Uygur Autonomous Regional Government that ultimately Changji will be absorbed by Urumqi. In Changji 9 new municipal roads with a total length of 23.24kms will be constructed. There will also be a new bridge of 32 meters in length. Additionally, there will be a range of other traffic safety measures financed by the Project, 2 snow clearing machines, and a range of road maintenance equipment. Eight public toilets, 394 garbage bins, and 33 refuse collection points will be included as part of the environmental sanitation sub-component to improve environmental health. As part of this sub-component an awareness and participation program targeted at the local population linking solid waste management with environmental improvements will be implemented. A variety of vehicles will be purchased to collect and dispose of solid waste materials. The Project will also support road safety awareness initiatives in Changji with an emphasis on multi-modal forms of transportation, including the importance of NMT. It will address the institutional capacity of the Changji Construction Committee to implement all aspects of the Project, including the proactive implementation of social safeguard provisions associated with resettlement and ethnic minority development issues.

**3. Socio-economic Profile.** The population of Changji is 411,200 with an average household size of 2.98 persons. Males constitute 51.4% of the population and the non-agricultural population 69.3% of the city population. Ethnic minorities constitute 22.9% of the total population, the largest of these groups being the Hui (13.4%), followed by the Kazak (4.4%), and Uyghur (2.18%). However, there are nine other ethnic minority groups (Mongol, Manchu, Xibo, Russian, Uzbek, Tartar, and Daur) who also live in Changji. The three major ethnic minority groups are all Muslim although the Kazak and Uyghur historically are more closely associated with other peoples of Central Asia than the Hui. The Hui are more likely to be engaged in non-agricultural based livelihoods than either the Kazak or Uyghur. Compared to cities of XUAR where significant concentrations of Uyghur people are found such as Turpan, Kuqa and Kashgar, Changji is one of the least populated Uyghur cities in XUAR.

Despite Changji being a satellite city of Urumqi, it is still an important producer of cereal crops, vegetables, melons, livestock, cotton, and oil-bearing crops. Horticultural production is also relatively important in Changji, despite the limited number of frost free days, low rainfall, and cold winter temperatures, with grapes, apples, apricots, and peaches being produced in reasonable quantities. According to official statistical data agricultural workers constitute 35.2%

of the paid workforce and the Project Socio-Economic Survey<sup>1</sup> reveals that 26.1% of ethnic minority households (cf. 10.2% of the general population) are involved in primarily agricultural and livestock based livelihoods and another 15% (cf. 12% of the general population) derive their livelihoods from a combination of agricultural and non-agricultural based activities. Industrial production in Changji revolves around pulp and paper, plastics, calcium carbide, textiles, cement, calcium carbide, alcoholic beverages, coal mining and electricity generation. However, fewer workers (25.9%) are employed in the industrial sector than the agricultural sector and fewer of these workers are from ethnic minority backgrounds, although the SES reveals that 25.6% of these workers are actually employed in the industrial sector. In the public sector 29.7% (cf 35.3% of the general population) of ethnic minority workers interviewed for the SES stated they are employed in the public sector (women more likely to be employed especially in the lower echelons) and 3.6% in small and medium enterprises (cf. 14% of the general population). Nevertheless, there are significant numbers of Hui and Uyghur who manage their own small businesses and do not rely on waged incomes.

One-quarter (25%) of ethnic minority households according to the SES live on less than the equivalent of US\$2 per capita, per day (cf. 12.6% of the general population); 8.4% on less than US\$1 per capita, per day (cf.6.2% of the general population); 0.7% on the equivalent of less than US\$0.50 per capita, per day (cf. 1.6% of the general population); and, all households in receipt of MLSS (3.1%) are ethnic minority households. However, other quantitative indicators of poverty such as food consumption as a percentage of monthly expenditure (33% for ethnic minority households compared to 31% for the general population); monthly income surplus over expenditure per household (CNY3,2183 compared to CNY2,189 for the general population) and net value of households assets (CNY325,496 compared to CNY343,426) indicate that ethnic minority households not living on relative poverty are nearly as well off as the general population. Part of the reason is that ethnic minority households have a larger number of household members but not with higher dependency ratios and they live in larger houses (average size of 191 square meters compared to 99 meters square for the general population). On some other indicators (e.g., educational status ethnic) minority women in general are more likely to participate in post-secondary education than non-ethnic minority women but for those women who have not attended school ethnic minority women are more likely to fall into this category than non-ethnic minority women.

The health status of ethnic minority groups appears to be little different to that of the general population with the exception of poor hygiene practices. More than double the percentage of ethnic minority households attributed respiratory disorders to poor hygiene practices such as burning household waste than the general population and they also resided in areas of the city where solid waste was collected on a less regular basis than elsewhere. Nevertheless, 100% of all ethnic minority households had access to piped water supply and continuous electricity but fewer had access to an indoor flush toilet than the general population and the latter were more likely to have centrally-heated housing (due to living in apartments to a greater extent than ethnic minority households).

The status of women in Changji is partly influenced by different cultural valuations of women. Among the Hui, Kazak and Uyghur, traditional Islamic practices associated with a range of rituals including Friday Prayers at the mosque, circumcision and burial rituals are primarily undertaken in the absence of women. However, this does not mean that women do not have some indirect, private influence over men, and in the agricultural sector it would collapse without the vital

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<sup>1</sup> It was agreed with the Changji PMO that this SES be used for the EMDP because it is considered statistically more robust than surveys previously undertaken in Changji.

contribution of ethnic minority women but of course ethnic minority women like all or most women have a greater daily workload than men because of the domestic work they perform as well.

**2. Project Benefits and Impacts.** The social and poverty assessment (SPA) indicates that the overall positive impacts of the Project on minority people will be almost the same as on the majority Han population. At the macro level the Project is supportive of Changji's incorporation with Urumqi which will result in higher levels of investment and economic development the benefits of which will flow on to all people living in Changji (better urban infrastructure is important to attract investment). However, the Project will also have other positive impacts notably investment in city roads to make them more pedestrian friendly (improvements to pedestrian crossings, footpaths, and illuminated walkways), and safer for all road users (including bus stopping bays in the vicinity of schools, hospitals, shopping centers, and cultural and recreational facilities). City streets will be cleaner because of the more regular use of street-cleaning machines and placement of rubbish tins. The more systematic collection of solid waste will also improve individual household and public hygiene resulting in a reduction of illnesses and injuries. The Project is also people-focused because road safety and hygiene awareness programs will be implemented. Negative impacts for ethnic minority APs will be mitigated by a RP designed to ensure APs are fully compensated for loss of land and other physical structures and the partial income restoration strategies have been designed to ensure all ethnic minority APs are at least no worse off and ideally better off as a result of the Project. Some 620 unskilled jobs will be directly generated for the duration of the Project and will inject approximately CNY10,506,000 into the local economy for up to 3 years and of equal importance 3,100 indirect jobs generated as a result of the Project will inject CNY57,660,000 into the local economy per annum: not all of these jobs will be provided to ethnic minority people but all AP will be accorded first priority. Skills training in construction, language training, and tourism are provided for in the Project and through coordination with other government and local stakeholders. Attention to ethnic minority cultural issues will be addressed through awareness building with workers and prohibitions on construction near religious sites on particular days. Infectious disease information and education activities will be supported. The Project will also facilitate a greater degree of participation by ethnic minority groups, especially of women and vulnerable groups, to ensure that urban development in Changji is socially inclusive.

**3.** The emphasis in the EMDP, therefore, is on ensuring that ethnic minority people are given the opportunity to fully participate in all stages of the Project cycle, in order to ensure that they have the opportunity to take advantage of Project benefits and that all the strategies developed to mitigate against the negative Project impacts are sensitive to the culture and situation of all affected-minority groups. The skills training provided will help to ensure sustainability of incomes and livelihoods in the future. This is in keeping with the overall purpose of an EMDP which is to i) ensure that development interventions are compatible in substance and structure with the affected ethnic minorities' social, cultural and economic institutions, and consistent with the needs and aspirations of those peoples; ii) design and implement projects which ensure that ethnic minorities are at least as well off as they would have been without development interventions; and iii) make certain that ethnic minorities benefit from interventions.

**4. Consultation and Disclosure.** During preparation, affected people and ethnic minority populations have been consulted about the likely positive and negative impacts of the Project and participated in outlining actions to enhance positive outcomes several times. Other stakeholders consulted include (i) heads of affected person (AP) households and their partners, (ii) village heads and villagers' representatives, (iii) local government agencies and departments, and (iv) women and vulnerable groups. The expectations of local people, addressed through strategies in this EMDP and the RP, are that they will be given preference for jobs and training

arising as a result of the project, and that they will be given fair compensation for their affected houses and structures. From March to May 2008, a series of consultative meetings were held in Changji and Urumqi to discuss and finalize the EMDP. A Resettlement Information Booklet has been distributed to affected people at the end of June 2008 and made available in village offices/committee. Upon ADB approval, the EMDP will be uploaded to the ADB website and distributed to the targeted townships and sub-districts. A meeting with a representative group of ethnic minorities and other stakeholders will be held in Changji to present and discuss the final version of the EMDP after ADB approval. The participation and disclosure plan will use notices and meetings to deal with all aspects of the project, such as notification of employment and training opportunities, land acquisition details, EMDP actions and general information and feedback sessions. During the project implementation period, the PMO will encourage APs to participate in the extra resettlement activities such as skills training. Especially, ethnic minorities were invited to participate in formulation of compensation standards and relocation plans and details of their participation are included in the RP for Changji. In order to strengthen the women's participation, during project construction, the PMO, Women's Federation and the village/sub-district committee will set up a cooperation system to solve the issues raised by women. To solve the unpredictable matters and ensure smooth construction and project implementation, a clear and efficient complaint and appeal channel has been outlined. This process will be the same for grievances arising from both RP and EMDP implementation. Monitoring indicators related to participation and feedback has been incorporated into the plan.

**5. Implementation/Institutional Arrangements.** The Changji City Government and Executing Agency will be responsible for implementing the EMDP; the Changji Ethnic Affairs Bureau will provide support to coordinate, advise and monitor implementation progress. Implementation arrangements for the EMDP have been integrated into the overall Project management, or are part of ongoing government programs. Other key agencies for implementation include the Center for Disease Control, Civil Affairs Bureau, Labor and Social Security Bureau, and All China Women's Federation. The Changji Ethnic Affairs Bureau will provide oversight and will review the external monitoring and evaluation reports and provide recommendations. Township governments and sub-district offices will assign staff to be responsible for implementation and coordination. The Project Leading Group will have a member responsible for EMDP implementation.

**6. Budgeting and Financing Sources.** Ensuring the general participation of ethnic minorities in different Project activities will not require a separate budget. It estimates that the implementation of EMDP needs CNY5.3 million, which comes from project budget ( design and planning capital, RP consultation fund, construction and installation fund, resettlement budget, environment protection),and local government development budgets and building projects of related bureaus and offices. Local government agencies will also collaborate with actions taken by EA and Changji city government; local government staffing and related costs are covered by the local government administrative budgets.

**7. Monitoring and Evaluation.** Monitoring and evaluation (M&E) of the EMDP is required to ensure the plan is implemented properly. The final M&E plan will be formulated shortly before project implementation. Objectives of the M&E plan with respect to minorities will be: (i) to collect data and information to identify project impacts based on the Development Monitoring Framework in the SPA and the monitoring framework for resettlement, including qualitative information to describe social or poverty changes on minority people and their communities; and (ii) to ensure that appropriate approaches have been adopted and if the goals have been achieved. Internal monitoring will be undertaken by the Changji City Government and an independent organization will be hired in conjunction with the RP external monitoring to provide independent advice on progress, impacts and outcomes. Terms of Reference for external

monitoring are appended to the EMDP. The project is scheduled to commence in 2009 and finish in 2013.

## SUMMARY OF ETHNIC MINORITY DEVELOPMENT PLAN

No	Risks and Proposed Actions	Target Group(s)	Budget (CNY10,000)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
<b>A</b>	<b>Mitigation Measures</b>		<b>235</b>					
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	APs in 48 households numbering 206 people.	150	Design Contract and Resettlement Consultation Contract	Resettlement Consultation Unit and PMO	2007.11 -2008.8	<ul style="list-style-type: none"> <li>➤ RP prepared in consultation with AP and EM</li> <li>➤ Serious consideration of design alternatives/alignments and use of government land where possible to minimize impacts</li> </ul>	<ul style="list-style-type: none"> <li>➤ Numbers of ethnic minorities receiving compensation and /or being resettled disaggregated by gender</li> <li>➤ Number of appeals and grievances related to resettlement by ethnic minorities disaggregated by gender and ethnicity.</li> </ul>
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	Residents living near the construction site	25	Project Contract	Project contractors and PMO and affected communities	2009 -2013	<ul style="list-style-type: none"> <li>➤ Ensure construction equipment is correctly operated, with attention to noise pollution.</li> <li>➤ Ensure farmland, grassland and trees are not damaged in any way.</li> <li>➤ Establish temporary waste-collection sites in the project construction area to avoid environmental pollution.</li> <li>➤ Ensure all relevant environmental, occupational safety and health standards are met by the contractors.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Complaints by residents, regarding project construction disturbances disaggregated by gender</li> <li>➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area disaggregated by gender and ethnicity.</li> </ul>
3	Alleviate the Disturbances to the Ethnic Communities	Ethnic minority residents living near the construction site	20	Project Contract	Project contractors and PMO and EAB	2009 -2013	<ul style="list-style-type: none"> <li>➤ Restrictions on the contractors from undertaking project construction on Fridays within 500 meters of any mosque.</li> <li>➤ Awareness-raising about the tradition and culture of ethnic minorities for construction workers and involvement of commission for ethnic and religious affairs.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The number of complaints from ethnic minorities, as a result of project construction disaggregated by gender</li> <li>➤ The extent of acquaintance of ethnic knowledge of workers</li> </ul>

No	Risks and Proposed Actions	Target Group(s)	Budget (CNY10,000)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
4	Public Health	Construction workers Tourists	30	Project Contract (25) CCDC(5)	Project contractors and PMO and CCDC	2009 -2013	<ul style="list-style-type: none"> <li>➤ Provision of waste skips in the construction area, collection &amp; transportation procedures, and provision of on-site toilets for men and women and enforcement of their use.</li> <li>➤ Air pollution measures such as dust dampening.</li> <li>➤ Contract with CCDC to implement a health action plan to prevent the spread of infectious disease, STIs and other diseases</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of infectious disease prevention and awareness efforts disaggregated by gender and ethnicity</li> <li>➤ Numbers of beneficiaries reached disaggregated by gender and ethnicity</li> </ul>
5	Traffic safety education	Communities and schools near the roads	10	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities / village committee	2009 -2013	<ul style="list-style-type: none"> <li>➤ Road signs</li> <li>➤ traffic safety education to communities and schools</li> </ul>	<ul style="list-style-type: none"> <li>➤ population targeted for road safety education disaggregated by gender and ethnicity</li> <li>➤ traffic accident rate disaggregated by gender and ethnicity</li> </ul>
<b>B</b>	<b>Project Benefit Enhancement Measures</b>		<b>295</b>					
1	Employment of Local Labor Force	1278 direct job opportunities; 5584 indirect job opportunities At least 40% of the jobs to EM group with 20% of jobs for EM women	80	Project Contract	Project contractors and PMO and SSB	2009 -2013	<ul style="list-style-type: none"> <li>➤ Local government to consult fully with project construction units, organize skills training, and recommend available local villagers, especially local ethnic minorities for the available positions for project construction work. Priority for unskilled work to be given to local ethnic minorities and women.</li> <li>➤ The Women's Federation will advocate for local women to obtain skills training and organize their participation in skills training related to project construction.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Skilled and un-skilled job opportunities and the average wage level disaggregated by gender and ethnicity.</li> </ul>



No	Risks and Proposed Actions	Target Group(s)	Budget (CNY10,000)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
2	Women's Participation	Women in project area, especially the ethnic minorities	10	RP (5), Capital of Changji women's 11 <sup>th</sup> five-year devt. plan (5)	Project contractors and PMO and WF	2009-2013	<ul style="list-style-type: none"> <li>➤ The project has set a target of 40% female employment and 20% female ethnic minority employment. 50% of project training is to be undertaken by women.</li> <li>➤ The WF will provide training to women on cash-generating activities and especially the tourism industry, such as food preparation and handicraft making.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of women provided training disaggregated by ethnicity</li> <li>➤ Number of job opportunities and average wage level of women in construction and operation period disaggregated by gender</li> </ul>
3	Promote Public Participation	Residents in project area	5	RP	PMO, township government and community / village committee	2008-2013	<ul style="list-style-type: none"> <li>➤ Full disclosure. Implementation of the participation plan.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Time and site of the consultation activities disaggregated by gender and ethnicity</li> <li>➤ Numbers of participants disaggregated by gender and ethnicity</li> <li>➤ Focus of appeals disaggregated by gender and ethnicity</li> <li>➤ Number of grievances successfully addressed disaggregated by gender and ethnicity</li> </ul>
4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	Increasing 20 bus lines in 2010.	100	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013	<ul style="list-style-type: none"> <li>➤ Implementation of bus and taxi corporation expansion plans to increase service areas and service new resettlement areas.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of new bus lines to areas where significant concentration of ethnic minorities</li> <li>➤ Coverage to new resettlement area, and project lanes and roads</li> <li>➤ Number of passengers disaggregated by gender and ethnicity.</li> </ul>
5	Strengthen Assistance for Vulnerable Groups	MSL households and women-headed	10	RP	PMO, township government and community /	2009-2013	<ul style="list-style-type: none"> <li>➤ PMU to give priority to vulnerable groups and ethnic minorities in</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of households receiving assistance disaggregated</li> </ul>

No	Risks and Proposed Actions	Target Group(s)	Budget (CNY10,000)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
		households			village committee		project employment, associated services related to project construction such as catering, and skills training, etc. After project completion, the Changji Environmental Protection Department will endeavor to employ these persons in infrastructure maintenance such as roadside planting and cleaning work.	by gender and ethnicity.
6	Skills Training	For all ethnic minority people but according social and poverty criteria to ensure most vulnerable are accorded first priority.	30	RP	PMO WF and SSB	2009 -2013	<ul style="list-style-type: none"> <li>➤ Training in accommodation services, tour guiding, food preparation and ethnic culture showcasing.</li> <li>➤ Training in ethnic arts and handicrafts.</li> <li>➤ Training on effective agriculture</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of people trained disaggregated by gender and ethnicity</li> <li>➤ Types of training</li> <li>➤ Cost of training per capita</li> </ul>
7	Utilization of Local Building Materials and Transportation Resources	Residents in project area	60	Project Contract	Project contractors and PMO	2009 -2013	<ul style="list-style-type: none"> <li>➤ Stipulate in construction contracts the use of local materials and service providers as much as possible.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The number of local enterprises participating in the Project</li> <li>➤ Consumption from the local market</li> <li>➤ Job opportunities generated by the Project disaggregated by gender and ethnicity.</li> </ul>
<b>Total</b>			<b>535</b>					

## **ETHNIC MINORITY DEVELOPMENT PLAN**

### **1. Project Description**

#### **1.1. Project Background**

1. Changji is the capital of the Changji Hui Autonomous Prefecture and is located 35km from the center of Urumqi and 16km from the main airport in the Xinjiang Uyghur Autonomous Region (XUAR). Historically it was located on the northern route of the old Silk Road and has a recorded history of Han settlement dating back at least 1,400 years. The Uyghur people first settled in Changji some 200 years before the Han and it was only 300 years ago that Hui began to settle in Changji. While the city is quintessentially Han in its dominant cultural orientation the Hui are more prominent than the Uyghur but the latter despite their smaller numbers are more prominent than the Kazak in relation to their access to public office, participation in civic affairs, and higher profiling of their culture. This Ethnic Minority Development Plan (EMDP) has been prepared to ensure that during Project implementation the local population consisting of ethnic minorities can participate in, and benefit from, the Project on an equal basis with other residents of Changji, and that any negative impacts are eliminated or mitigated.

2. The rationale for the Project on Changji is that it will improve the road network as part of a broader strategy to ensure sustainable development is socially inclusive through the multiplier effects of increased levels of economic activity. Greater levels of investment in Changji will lead to increased opportunities for the local population, which with the range of social sector initiatives being financed by other investment projects, both nationally and internationally, will improve both the social and physical quality of life in Changji. The Project bases this rationale on the strategic location of Changji to Urumqi and the emerging markets of Central Asia and the rapidly growing economies of Russia and other CIS states: hence Changji's comparative advantage is its geo-political location. Improvements to the road network within Changji are not simply designed to ensure greater levels of connectivity but also improved road safety for all road users. Illuminated footpaths, bus stopping bays, and controlled pedestrian crossings are examples of this improved road safety approach that address the needs of non-motorized transport users, among whom ethnic minorities are over-represented. Integrated traffic management operations and road safety awareness programs are also included in the Project.

3. The Project also focuses on the provision of sustainable urban infrastructure through the delivery of tangible benefits to Changji's environment by enabling the local municipal authorities to more effectively manage the disposal of solid waste, a reduction in dust from hitherto unsealed roads that will be upgraded, and a general reduction in street litter. The Project also emphasizes the importance of awareness and participation by the local population in the management of solid waste to improve both household and public hygiene thereby reducing the incidence of solid waste related infectious diseases and injuries directly related to poor solid waste management.

#### **1.2. Project Components**

4. In Changji 9 new municipal roads with a total length of 23.24kms will be constructed. There will also be a new bridge of 32 meters in length. Additionally, there will be a range of other traffic

safety measures financed by the Project, 2 snow clearing machines, and a range of road maintenance equipment. Eight public toilets/bathrooms, 394 garbage bins, and 33 refuse collection points will be included as part of the environmental sanitation sub-component to improve environmental health. As part of this sub-component an awareness and participation program targeted at the local population linking solid waste management with environmental improvements will be implemented. A variety of vehicles will be purchased to collect and dispose of solid waste materials. The Project will also support road safety awareness initiatives in Changji with an emphasis on multi-modal forms of transportation, including the importance of NMT. The Project in Changji will address the institutional capacity of the Changji Construction Commission to implement all aspects of the Project, including the proactive implementation of social safeguard provisions associated with resettlement and ethnic minority development issues.

**Table 1-1 Summary of Changji Project Component**

Changji Roads and Environmental Improvement	Roads	Construct 9 new municipal roads with a total length of 23.24km, including one 32-m bridge; Improve/construct associated road facilities (illuminated pedestrian walkways, junction crossings, bus stopping bays, NMT lanes) and purchase road maintenance equipment.  US\$43,000,000
	Environmental Improvement	Construct 8 public toilets and 8 garbage collection station; install 394 dustbins and 33 refuse collection points; purchase 5 garbage compaction trucks, 5 garbage collection vehicles, 4 street sweeper trucks, 2 snow removing trucks, 1 ariel work vehicle, 1 wheeled excavator, 1 tip truck, 1 grapple truck, and 1 sprinkling vehicle.  US\$2,000,000
	Capacity Building	Includes programs associated with better transport management, road safety, environmental sanitation, awareness and participation for solid waste management, and social safeguards issues.  US\$300,000

### 1.3. Policy Framework

#### 1.3.1. Major Policy Framework

5. This EMDP is pursuant to relevant laws or regulations related to ethnic minorities of PRC, the policies for ethnic minorities and involuntary resettlement of ADB and relevant regulations of the XUAR.

#### Relevant Laws and Regulations of PRC and XUAR

- *Constitution of PRC*
- *Ethnic Minority Autonomous Religion Law of PRC*
- *Village Committee Composition Law of PRC*
- *Regulation of PRC for the Administration of Ethnic Minority Autonomous Township*
- *the Tenth Five-year Scheme for Ethnic Minority Enterprise Development*
- *Regulation of Xinjiang Uygur Autonomous Region for Language Work*

- *Regulation of Xinjiang Uygur Autonomous Region for the People's Congress of Autonomous Township, Ethnic Township and Town*

Relevant content of the above laws and regulations:

- *Except for the common rights that are shared equally by all local governments, the local autonomous governments share these additional rights: autonomously making laws, local political affairs self-administration, local economy self-administration, local finance administration, local science, education and culture self-administration, local public safeguard force self-composition, and use and development of ethnic minority language, etc.;*
- *People of PRC have the right to practice their chosen religion, which is protected by national government and local autonomous government;*
- *Development of administration systems and regulations to promote the development of the economy and culture of ethnic townships, assure ethnic minority legal rights and strengthen the union among all ethnic groups;*
- *Except those specifically deprived of political rights, all people over 18 years old share the rights to vote or be voted for, regardless of their ethnic group, nationality, sex, occupation, family, religion, education, property, or residence period;*
- *The national government should assist to accelerate the development of the economy and culture of ethnic minorities from the aspects of finance, materials and techniques, etc.;*
- *All ethnic groups have the right to use their indigenous language; they are guaranteed the freedom of using and developing their indigenous language, and to advocate and encourage all ethnic groups to learn their language.*

Relevant Policies of ADB

*Policy on Indigenous Peoples*

- *The major objective of the ADB ethnic minority policy is to guarantee that ethnic minorities benefit from the project. ADB notes that the socioeconomic conditions and living standard of ethnic minorities are generally lower than the dominant ethnic group, therefore measures should be taken to guarantee positive project outcomes for ethnic minorities. The EMDP should (i) ensure that development interventions are compatible in substance and structure with the affected ethnic minorities' social, cultural and economic institutions, and consistent with the needs and aspirations of those peoples; (ii) design and implement projects which ensure that ethnic minorities are at least as well off as they would have been without development interventions; and (iii) make certain that ethnic minorities benefit from interventions. In addition, the EMDP includes relevant procedures for project implementation, monitoring and evaluation*

### 1.3.2. Ethnic Minority Policy Analysis – PRC and ADB

6. All relevant policies and laws and regulations of PRC are comparable with ADB objectives, that is, centered on the equality and development of ethnic minorities, and paying special attention to the development of the ethnic minority economy, society and culture, with the view of maintaining the rights of ethnic minorities and promoting their socioeconomic status.

## 2. Ethnic Minority Conditions in Project Area

### 2.1. Socio-Economic Conditions of the Project Area

7. There are 8 township villages – Xiaosansigong 1, Xiaosansigong 2, Nanwugong 1, Zhonggou 1, Zhonggou 2, Liuongmiao, Jiujiagou, and Beigou 1 – that will be directly affected by the Project. The two ethnic minority groups affected are the Hui and Uyghur, with a greater number of Hui (139 APs in 34 households) being directly affected than Uyghur (67 APs in 14 households). In 2007 the two groups had a combined city population of 66,819 or 16.2% of Changji's total population.

### 2.2. Population and Ethnic Minority Distribution

8. The total population of Changji is 411,200 consisting of Han numbering 319,521 and at least 12 recognizable other ethnic minority groups ranging from the Hui numbering 55,242 down to the Tajik numbering only 6 persons. The following table summarizes the population and ethnic minority distribution in Changji:

**Table 2-1 Population and Ethnic Minority Distribution in Changji**

Ethnic Group	Total Number	Percentage
1. Han	319,521	77.7
2. Hui	55,242	13.4
3. Kazak	18,277	4.4
4. Uyghur	11,577	2.8
5. Mongol	1,555	0.3
6. Manchu	1,400	0.3
7. Xibo	383	0.0
8. Russian	312	0.0
9. Uzbek	152	0.0
10. Tartar	112	0.0
11. Kyrgyz	91	0.0
12. Daur	26	0.0
13. Tajik	6	0.0

Source: Table 4.6, pp.84-85, XUAR Statistical Year Book, 2007.

9. The birth rate for ethnic minority groups in Changji is 16.37% compared to the Han at 9.68%. Death rates among ethnic minority groups are 2.9% compared to the Han at 3.3%. Natural growth rate for ethnic minorities is 13.4% compared to the Han at 6.3%. Hence the ethnic minority population is increasing at a faster rate in Changji than the Han population but in absolute numbers the Han population is far more numerous than the ethnic minority population, being nearly double the regional population rate for the Han, which in 2007 stood at 39.6% of the total population.

## 2.3. Summary Socioeconomic Conditions of Changji City

### A. Infrastructure

10. **Education:** Changji has a total of 46 schools with nearly 100% enrolment rates in compulsory 9 year education courses for ethnic minority students but less than half (43%) are enrolled in high school, the necessary prerequisite for higher education in China. Literacy rates for ethnic minority groups range from 11.1% for males (cf. average of 9.2%) and 12.9% for females (cf. average also of 9.2%). Only 5.5% of ethnic minority males complete senior high school (cf. average of 18.9%) but a larger percentage of 9.2% of ethnic minority females (cf. average of 18.9%) complete senior high school. However, 5.5% of ethnic minority females (cf. average of 2.5%) graduate from university and 1.8% complete graduate qualifications (cf. average of 0.3%). Up to junior high school level participation and completion rates of ethnic minority groups is similar to those of the Han majority. Somewhat similar findings can be gleaned from the SES undertaken for the TA. Of the major ethnic minority groups the Uyghur are more likely to have completed senior high school than either the Kazak or Hui.

11. **Health and Sanitation:** There are 48 medical institutions in Changji providing a range of healthcare services including 32 medical centers often referred to as hospitals that can accommodate 2,277 patients being provided with services by 1,071 medical personnel. The common cold is the major form of illness in Changji followed by asthma, bronchitis and tonsillitis but hepatitis B, diarrhea and dysentery are also on the increase. The latter are partly attributed to poor sanitation, especially with the disposal of solid waste. According to the SES 25% of ethnic minority households had access to an indoor flush toilet (cf. average of 47%), 71% had to rely on a common outdoor toilet (cf. average of 45%), and 43% relied on common bathing facilities (cf. average of 39%). In relation to piped water supply 100% had access (cf. average of 97%). For poorer and more vulnerable ethnic minority households access rates are on average 20-35% less than other ethnic minority households.

12. **Transport:** Ethnic minority households are more likely to use NMT (25% of households own either a donkey or a horse compared to 15% of the Han population) with the exception of bicycles than the Han population (79% of households compared to 59% of ethnic minority households) but motorcycle ownership, especially among the Hui (21% of households) is higher among ethnic minority groups than among the Han (15% of households). However, for well over 70% of the ethnic minority households in Changji it is necessary to travel by foot or in combination with public transport. This is especially so for ethnic minority women who make shorter and more varied trips on a daily basis than ethnic minority men.

13. **Markets:** Are used by ethnic minority households for a variety of reasons but their major function, especially for households relying on agriculture and horticulture, is as the initial link in the supply chain from farm to market. These markets are very busy on a seasonal basis when agricultural crops and horticultural fruit products are made available for non-domestic consumption. It is at this time of the year that roads from farms to markets are very congested with animal-powered carts. To ban the use of such NMT in the peri-urban areas of Changji would be to undermine the livelihoods of many households. However, transport planners in Changji recognize this and plans to ban the use of such NMT are restricted to high-volume roads such as those linking Changji with Urumqi or main through roads.

14. **Electricity Supply and Central Heating:** All households in Changji irrespective as to their ethnicity or income level have access to continuous electricity. This electricity is used to power color television, DVD/VCD, refrigerators, cooking stoves, washing machines and computers. According to the SES ownership and usage rates among ethnic minority households is nearly on a par with Han households, exceptions being refrigerators (75% cf. 90%) and cooking stoves (26% cf. 39%). For poor and vulnerable ethnic minority households ownership and usage rates for color television, refrigerator and washing machine are of a comparable level but not for other consumer durables requiring access to electricity. Only 21% of ethnic minority households have access to central heating compared to 37% of Han households but this is because most ethnic minority groups, especially the Uyghur and Kazak, do not prefer to live in apartments unless forced to do so. The Hui by way of contrast will live in apartments although as with other ethnic minority groups still prefer free-standing residential houses.

15. **Communications:** Mobile phone ownership is quite high in ethnic minority households with 71% of households surveyed for the SES reporting such ownership. However, among poorer households mobile phone ownership is 100%, in large part because poor households cannot afford fixed landlines because of the need to pay on a monthly basis but also because these mobile phones are used to find jobs on a daily basis. The digital divide as reflected in computer ownership is not very great (9% of ethnic minority households cf. 11% of Han households) but no poor and vulnerable households, irrespective of ethnicity own or use a computer, except if they access an internet café. Usage rates for internet cafes have increased dramatically as hourly use charges have dropped dramatically but Han are still more likely to use internet cafes than ethnic minority groups with the exception of the Uyghur who use the internet to stay in touch with the Uyghur diaspora.

16. **Public Waste Facilities:** It is estimated that 86% of all solid waste generated in Changji is collected on a regular basis but ethnic minority households surveyed in Changji argued they were not getting full value for solid waste disposal and would be prepared to pay up to 100% more for waste management fees than they pay at present (CNY1.25 per capita on a monthly basis) because they understand the importance of disposing of household-generated solid waste.

## ***B. Economy and Labor***

17. **Economic Development:** The per capita GDP for Changji in 2007 was CNY21,237 and its gross regional product CNY989 million of which agriculture contributed 15.2%, industry 34.1% and goods and services 50.7%. Last year CNY2.82 billion was invested in the Changji economy of which 89% was either invested in the industrial sector or the goods and services sector. However, very little of this included foreign investment (Hong Kong and Taiwan are excluded) with only 7 projects with a total value of CNY14,805,000 or 0.5% of total investment. Very few of the investors, except in the agricultural sector, belong to ethnic minority groups although both the Hui and Uyghur invest quite heavily in the real estate market and at the bottom end of the investment market there have been growing investments in small enterprises (e.g. Uyghur restauraners and bakers moving from Southern Xinjiang cities such as Kashgar in search of new economic opportunities combined with enhancing educational opportunities for household members in neighboring Urumqi City).

18. **Agriculture:** The main agricultural commodities produced in 2007 were vegetables (551,748 tons), melons (155,941 tons), cereal crops (132,257 tons), cotton (30,009 tons), and oil-bearing crops (2,296 tons). Livestock meat production (40,828 tons) was also important. In



relation to horticultural production, grapes (107,240), apples (7,671 tons), apricots (3,619 tons), and peaches (1,590 tons) were the main products. According to the SES ethnic minority households were more likely (26.1% of all households surveyed) than Han households (10.2% of all households surveyed) to be involved in agriculture and horticulture. Moreover, another 15% of ethnic minority households relied to some extent on agriculture and horticulture (cf. 12% of Han households).

**19. Industry:** In relation to industrial production paper products (92,057 tons), plastic products (76,612 tons), calcium carbide (74,096 tons), textiles (54,951 tons), alcoholic beverages (21,107 million liters), coal (9,500,00 tons), cement (3,500,000 tons) and sulfuric acid (39,712 tons). However, fewer ethnic minority workers derive direct income from the industrial sector because they lack the work experience and technical training to compete – except in very basic employment – with Han industrial workers. Workers in the industrial sector earn an average of CNY21,863 per annum or CNY1,821.91 per month with those working for state-owned enterprises receiving the highest average salary (CNY2,218 per month) and those in the private sector the lowest average salary (CNY1,678.16 per month).

**20. Goods and Services:** In the goods and services sector ethnic minority groups are more likely to be involved in the tourism sector, sale of small goods in the market-place, or the preparation of foodstuffs. Last year 942,000 tourists spent at least a day in Changji spending CNY320,000,000 or CNY318.47 per capita. In Changji the Hui primarily dominate the tourism trade although in relation to restaurants the Uyghur have a higher profile because their food is considered to be more varied and tasty than that of the Hui. However, supply chains from producer to consumer for most agricultural and horticultural products (especially beef, lamb and vegetables) are controlled by the Hui as the major trading intermediary. Nevertheless, it would be misleading to depict the Uyghur and Kazak as inconsequential players in the supply chains but their problem is that they cannot capture as high a value as the Hui who are very competent supply chain operators and generally able to speak Chinese, Uyghur and Kazak (and in Changji also Mongolian).

## 2.4. Poverty among Ethnic Minority Groups in Changji

21. The incidence of poverty among ethnic minorities using the relative poverty level of US\$2 per day, per capita is 25% (cf. to average of 12.6%); US\$1 per day, per capita, it is 8.4% (cf. to average of 6.2%), US\$0.50 per day, per capita, it is 0.7% (cf. to average of 1.6%), and 3.1% of ethnic minority households are receiving MLSS (same as the average). Other quantitative indicators of poverty reveal that ethnic minority households consume 33% of their monthly expenditure on food (cf. to average of 31%), net monthly income over surplus is CNY 3,283 (cf to average of CNY 2,189), and net value of household assets CNY 325,496 (cf. to average of CNY 343,426). <sup>2</sup>The reasons why there are higher net monthly income surpluses in ethnic minority households but higher net value of household assets among the Han population is because ethnic minority households have a larger number of people earning income from more diversified income sources but the Han population is able to mobilize higher levels of household savings because they have fewer extended kinship obligations.

22. The SES did not undertake a survey of the different foodstuffs consumed but data provided by the XUAR Statistics Bureau in 2007 demonstrated that the poorest of all urban

<sup>2</sup> The source for this information is the SES undertaken by the Project and as explained in the previous footnote the PMO agreed that the SES should be used because it is statistically more robust than previous surveys of a similar undertaken in Changji.

households consumed 89.4 kg of grain per capita compared to higher income households who consume only 61.4 kg of grain per capita. Low income households also consume less protein (beef, mutton, poultry and fish) with an aggregate total of 24.1 kg per capita compared to the 48.9 kg per capita of better off households. The only protein where there is not a significant difference per capita in relation to mutton, poor households per capita consume on average 9.6 kg compared to better off households that consume 10.4 kg of mutton. However, better off households consume 9.1 kg of pork compared to 2.9 kg per capita for poor households. As the three major ethnic minority groups in Changji are Muslim and do not consume pork it is reasonable to assume that Han households are more likely to be non-poor than ethnic minority households. Nevertheless, it must not be assumed that all ethnic minority households in Changji are poor because they are not.

23. As mentioned above a significant minority (26.1%) of ethnic minority households derive most of their livelihood from livestock and cropping. According to the SES the average per capita household income is CNY 18,345 which is higher than the average per capita household income of CNY 16,250 for the Han population involved in similar activities. The same applies to ethnic minority households deriving at least a portion of their livelihood from livestock and cropping: average per capita income of CNY 20,175 compared to Han per capita household income of CNY 19,327. However, in the private sector per capita household incomes at CNY 26,616 are higher for Han households than the CNY 23,250 per capita household income for ethnic minority households. In relation to small and medium enterprises ethnic minority households actually have higher per capita incomes averaging CNY16,650 than the CNY14,848 of Han households but a smaller percentage of ethnic minority households (3.6%) derived their livelihoods in Changji compared to Han households (14%) according to the SES. It is instructive to note that for households classified as poor by the SES (less than US\$1 per capita per day) the per capita household incomes are up to 40% lower than for both non-poor ethnic minority households and Han households.

24. The Hui and Uyghur together with the very small Russian ethnic minority are the least poor of ethnic minority groups in Changji. A major reason is that both ethnic minority groups rely to a lesser extent on farm-based income in the peri-urban areas of Changji than other ethnic minority groups, especially the Kazak and to a lesser extent the Manchu and Mongols. However, the even smaller ethnic minority groups notably the Kyrgyz, Xibo, Daur, Tajik, Uzbek, Tartar and Daur are to some extent even more marginalized than the Kazak, Manchu or Mongols but for instance the Kyrgyz, Tajik and Uzbek (latter two culturally related to the Uyghur although the Uzbek more so) prefer to remain living in Changji than returning to Kyrgyzstan, Tajikistan or Uzbekistan. They are quite aware of the socio-economic conditions that currently exist in these three Central Asian countries and have decided that Changji provides more opportunities economically if not socially for them and their children. Hence the marginalization of these smaller groups has to be seen in this context.

## **2.5. Gendered Development Contexts**

25. Three of the major ethnic minority groups, as pointed out, are Muslim – Uyghur, Hui, and Kazak – and as such the Islamic religion does have some impact on gender hierarchies among these three groups. Most notably the Islamic religion impacts on the public participation of women in both religious and civil affairs that are not typically constraints for Han women. Examples include women from each of these three ethnic groups being accorded less status than men in relation to activities surrounding the mosque ranging from weekly prayers, to circumcision ceremonies and rituals associated with funerals. Women are also generally

excluded from directly participating in public decision-making processes related to matters that impact upon the household but this has little or nothing to do with Islam.

26. The kinship structure, which is largely patrilineal in nature, of these three groups is biased towards males in several aspects. Firstly, the oldest male is generally considered as the authority figure-head in the household and when he dies the next oldest male in the household is expected to assume this role. Secondly, property is generally inherited through males thereby according males a control over a significant economic resource. Thirdly, males generally control financial resources within the household thereby reducing the financial independence of females. Finally, on marriage the newly-wed female spouse typically leaves her parental household to reside in the household of her male spouse and thereby becomes subject to the formal authority of her spouse, his father, uncles and older brothers. In more traditional contexts, although now “outlawed” in China she might also be subject to the authority of other, older wives. It is generally considered that younger, unmarried Uyghur men have more “autonomy” than their unmarried sisters.

27. Han women by way of contrast have fewer restrictions on their public participation, are less likely to be subject to arranged marriages (although after marriage they may temporarily live in their spouse’s natal household under the formal control of his mother) and have much greater autonomy in relation to financial matters. There are also fewer restrictions on younger, unmarried Han women living and working away from their parental household, including in provinces faraway where there might be greater economic opportunities.

28. However, gendered relations are changing among these three groups, especially among the more urbanized of these groups. Younger Uyghur women and to a lesser extent Kazak and Hui are now exercising greater choice in who they marry although for the Uyghur especially it is preferred that marriage is with a Uyghur male or at least another Muslim (Uyghur males are not required to marry a Muslim if they choose not to do so). Educated Uyghur women are encouraged to find paid employment and educational outcomes in Changji are at least equal to or better than for all males irrespective of ethnicity and also the general female population. Interviews with key informants also suggest that nowadays ethnic minority women either control or jointly manage household finances and are directly consulted over the more important issues such as children’s education.

29. Hence gendered hierarchies are more complex than the traditional stereotypes would imply. The key issue is one of participation and the empowerment of local women that is associated with the greater participation of women, irrespective as to their ethnicity, in this Project. Of relevance to this Project are: (i) there are no real constraints on women fully participating in the resettlement processes (and that includes receiving cash compensation if entitled to do so); (ii) women are able and willing to engage in paid work either directly or indirectly emanating from the Project; (iii) women are able and willing to assist in the design of the Project; and, (iv) women are also able and willing to actively monitor implementation progress and evaluate Project outcomes.

30. Ethnic minority women are more negatively impacted upon by resettlement than Han women. The strength of ethnic minority women is in bonding social capital through the continued existence of traditional community-based organizations whereas Han women are generally better at bridging social capital through the development of new social networks. By rupturing traditional community-based organizations the Project impacts negatively upon ethnic minority women. The stated preferences of Uyghur women for maintaining links with their own kindred and living arrangements need to be taken seriously. During the preparation of the RP the local authorities and also APs were quite unequivocal in making such points.

31. Apart from these specific needs of ethnic minority women it is also necessary to ensure that they are as fully informed about the project benefits of the Project as Han women. Generally speaking young ethnic minority women are able converse in the Chinese language but the same does not apply to older women. To reach out to older women it is necessary to use ethnic minority languages, especially for the Uyghur and Kazak, although many older Hui women not only speak Chinese (the Hui do not have a language of their own) and some of these women also speak Uyghur and Kazak. The use of ethnic minority languages is not simply an issue of communicating in these languages but also ensuring that all signage, publicity materials, and legal documents are also translated into these languages, although for practical purposes in XUAR only Chinese and Uyghur languages are used on road signages.

32. Because ethnic minority women are subject to more socio-cultural constraints in relation to public participation, which is an essential characteristic of this Project, it is necessary to effectively facilitate the participation of these women in all aspects of the Project. It is not necessary to create a schism between male and female ethnic minority people but it is important to ensure that ethnic minority women can actively participate without necessarily having to rely on ethnic minority men as interlocutors. However, during the course of the SES it was found by the TA Consultants that ethnic minority women were able and willing to participate in all activities ranging from being surveyed to participating in the FGDs to agreeing to be interviewed as key informants.

33. In reality despite the specific needs of ethnic minority women, the positive impacts of this Project will also accrue to them where they are sufficiently gendered. As with all women the ethnic minority women living in Changji they want to be able cross the road safely, they want footpaths that are illuminated during the hours of darkness, improved access to different public transport options, and other road safety improvements. Perhaps one important difference between some ethnic minority women and all other women is the reliance ethnic minority women living in peri-urban areas place on animal-drawn forms of NMT. The donkey-drawn cart is a ubiquitous symbol of at least Uyghur cultural identity and there still needs to be a place in day-to-day life for the donkey-drawn cart: it not only transports people around but plays a crucial role during harvest. The main point is that NMT forms of transport are even more important to ethnic minority women than they are to Han women.

### **3. Project Impacts on Ethnic Minorities**

#### **3.1. Analysis of Positive Impacts**

34. The rationale for the Project in Changji is that it will improve the road network as part of a broader strategy to ensure sustainable development is socially inclusive through the multiplier effects of increased levels of economic activity. Greater levels of investment in Changji will lead to increased opportunities for the local population, which with the range of social sector initiatives being financed by a range of investment projects, both nationally and internationally. Hence the Project also has a pro-poor approach embedded in it. The Project bases this rationale on the strategic location of Changji because of its close proximity to Urumqi to the emerging markets of Central Asia and the rapidly growing economies Russia and other CIS states. The Project also focuses on the provision of sustainable urban infrastructure in Changji through the delivery of tangible benefits to the city's environment by enabling local municipal authorities to more

effectively manage the disposal of solid waste, a reduction in dust from hitherto unsealed roads that will be upgraded, and a general reduction in street litter. The Project also emphasizes the importance of the awareness by the local population and active participation in the management of solid waste. Integrated traffic management operations and road safety awareness programs are also designed to make Changji more habitable.

35. **Urban Transport Improvements:** There are a number of interventions designed to improve urban transport: (i) designing road junctions to ensure pedestrians can cross wide roads safely; (ii) designing city roads to allow for the inclusion of proper bus bays and crossings in the vicinity of schools, hospitals, shopping centers, and cultural and recreational facilities; and, (iii) provision of illuminated pedestrian walkways that not only enhances road safety but personal security of women and other vulnerable road users.

36. **Improved Access to Social Infrastructure:** The Project will make it easier for households in peri-urban areas and urban wards not currently well-served by good roads to access schools and hospitals in the center of Changji, which are important for participation in higher education or dealing with more complex health issues.

37. **More Effective Multi-Modal Transport Use:** Changji is witnessing a significant increase in the use of motorized vehicular traffic but in the outlying peri-urban areas more traditional forms of NMT are still used and there are still a majority of road users who do not always use motorized forms of transport. Transport planning associated with this Project is designed to reconcile the needs of all road users in Changji.

38. **Making Changji a More Habitable City:** Changji has aspirations to becoming a cleaner and greener city and (i) street cleaning machines will render city streets and roads cleaner; (ii) rubbish tins improve the aesthetic appearance of the city; and, (iii) more effective garbage collection also improves the aesthetic appearance of the city but it also contributes to an improvement in household and public hygiene.

39. **Generate both Direct and Indirect Employment:** A total of 1,278 jobs worth CNY24,735,600 will be created as a result of the Project for up to 3 years and 5,584 jobs worth CNY151,941,600 per annum will be created indirectly as a result of the Project. It is expected that some of these jobs (apart from those reserved for ethnic minority AP) will be filled by different ethnic minority groups living in Changji. However, in the interests of social equity and project transparency priority will be accorded to people in Changji who are considered to be the least well off: some Han will also be included in this category not just ethnic minority persons.

40. **Improved Livelihoods for Affected Peoples:** 106 ethnic minority males and 100 ethnic minority females will be directly affected by the Project. Of these numbers more than 80% will require partial income restoration measures to ensure their livelihoods are maintained and preferably improved upon. The range of measures included in the RP is likely to ensure livelihoods are improved upon.

41. **Continue Revival and Development of Culture of Ethnic Minorities:** Through assistance lent to tourism development the Project will assist showcasing local ethnic minority cultures and reinforce self identity. Communities want to develop local tourism as one of several livelihood improvement options and some will use land acquisition compensation to kick-start cultural tourism activities at the village level. While the Project is according priority to local communities directly affected by resettlement impacts of the Project it is also intended in line with the revival and development of the cultures of ethnic minorities to develop a more broad

city-based and systemic approach to tourism development that will demonstrate to people visiting Urumqi that Changji has specific cultural characteristics that set it apart from Urumqi.

42. **Empower Women by Facilitating Greater levels of Participation:** The participatory processes associated with Project participation have been designed to provide an enabling environment hitherto absent from Changji's urban planning processes and the City will build upon the Project experiences to promote a more systemic approach to stakeholder participation in urban planning processes. These approaches are now more fully cognizant of both pro-poor and pro-gender approaches to urban planning.

### 3.2. Negative Impact Analysis

43. **Impacts of Land Acquisition and House Demolition:** 106 males and 100 females will need to be resettled and 85 males and 80 females require at least partial income restoration due to loss of farming land or other forms of livelihood. Ethnic Minority APs account for 15.75% of the total affected households. 711.57mu of land will be acquired in 8 villages. Table 3-1 shows the location and percentage of ethnic minority APs

**Table 3-1 Affected Ethnic Minorities**

Village	Total Affected Population		Total EM		Hui		Uygur		Percentage of Total (%)
	HH	APs	HH	APs	HH	APs	HH	APs	
Xiaosansigong Two	55	189	10	38	7	30	3	8	20.1%
Nanwugong One	45	160	6	27	2	6	4	21	16.9%
Xiaosansigong One	3	5	1	2	1	2	0	0	40.0%
Zhonggou One	54	218	4	14	3	9	1	5	6.4%
Zhonggou Two	17	64	3	13	0	0	3	13	20.3%
Liugongmiao	84	383	13	73	10	53	3	20	19.1%
Jiujigou	74	252	8	26	8	26	0	0	10.3%
Beigou One	14	37	3	13	3	13	0	0	35.1%
Total	349	1308	48	206	34	139	14	67	15.7%

However, the negative impacts of land acquisition and house demolition are assessed as being only of a medium negative impact.

44. **Public Sanitation and Environmental Pollution:** Where roads are being constructed there will be noise from road construction machinery (e.g. pneumatic equipment), materials used in construction (e.g. hot bitumen mixes), increased levels of dust (e.g. resurfacing of roads), and solid waste generated (e.g. workers disposing of construction or personal waste). There will also be considerable increased pressure on existing limited public toilet facilities thereby posing heightened public hygiene risks. This is assessed as a medium negative impact.

45. **Impacts on Ethnic Minority Cultures:** There is some risk that workers from outside Changji unfamiliar with local ethnic minority cultures may be insensitive to these cultures and inadvertently generate feelings of ill-will in local communities. Instances might include wanting to undertake construction work during Friday Prayers or on days that are culturally auspicious to local ethnic minority groups. This is mostly assessed as a one of a medium negative impact.

46. **Infectious Disease Risks:** Outside construction workers, who are typically either single or unaccompanied by families, bring with them greater disposable cash incomes but also a greater risk from infectious diseases including STIs and HIV/AIDS, hepatitis, typhoid, and tuberculosis. However, this is assessed as of a relatively low negative impact but the IA is seeking to ensure that the Project minimizes not maximizes the risk of infectious diseases, not least of all because of their possible higher incidence among ethnic minority peoples in Changji.

47. **Increase in Traffic Accidents:** Improved roads as a result of the Project will likely to bring not only an increase in motorized traffic but such traffic will be traveling at greater speeds than before local roads were improved and this is likely to result in an increase in traffic accidents. This is assessed as being of a high negative impact in the post-Project period.

### 3.3. Views and Expectations of Ethnic Minorities on the Project

48. Ethnic minority people in Changji who participated in FGDs to assess the impact of the Project on their lives accorded high priority to (i) the provision of footpaths, street lighting, controlled crossings, and traffic calming measures and (ii) continued access to central city markets for NMT involved with the transport of agricultural products. Reasonably high priorities were also accorded to (i) better transport connectivity between home, workplace, school, market, hospital, and entertainment venues and (ii) for private transport operators to provide services that respond to local demands. Lower priorities were accorded (i) permanent surfacing of roads that are currently un-surfaced leading to residential areas and other public spaces and (ii) more vigorous enforcement of traffic regulations to improve road safety. However, when ethnic minority female FGD participants were consulted on their own they accorded equal priority to all of these urban transport related improvement issues.

49. In relation to urban environmental sanitation improvements very high priority was accorded the idea that Changji needs to be cleaner and greener but not at the expense of economic development and employment growth. Lower priorities were accorded (i) improving air quality to reduce the impact of upper respiratory illnesses; (ii) improvements to both the quantity and quality of water available in Changji; and, (iii) disposal of solid waste needing to be better managed at present and people being able to afford to use the service. The least priority was accorded an urban environmental issue not directly related to sanitation improvements – measures to ensure noise levels from increased traffic are not too high – because the environmental sanitation issues have a greater impact on ethnic minority FGD participants' lives. However, ethnic minority female FGD participants accorded very high priorities to all of these issues.

50. Specific linkages with the Project also generated some interesting views and expectations. It was argued that (i) upgraded roads would largely benefit non-ethnic minority groups but if (ii) improved transport management also addresses the concerns of NMT users, especially women and children, and, (iii) local labor is employed on the road component this will benefit both the individual household and local economy. Ethnic minority FGD participants also argued that (i) public toilets are good for city hygiene but need to be designed in a culturally appropriate way and (ii) AP must be adequately compensated for all losses incurred and able to restore their livelihoods and incomes. There is also support for improving the aesthetic appearance of Changji by the placement of rubbish tins at strategic intervals along main streets but a greater priority is the more effective management of solid waste. Ethnic minority FGD participants also want to participate in the Project but they feel they need to be invited otherwise they cannot. There was

very little difference between women and men on linkages with the Project.

51. Generally it can be argued all or most ethnic minority people, irrespective of gender or income level in Changji support the Project one way or the other. The most problematic group, as to be expected, are those impacted upon by resettlement. These AP want to reserve their judgment until they see whether or not the Project impacts upon them positively or negatively. They argue for all other ethnic minority peoples the Project has general impacts but for them it has highly specific impacts.

#### 4. Public Participation and Consultation

52. Extensive public participation with ethnic minorities, community and religious leaders, and providers of government social and other services to affected communities have been undertaken during project preparation. A comprehensive participation and consultation plan has been prepared as part of the project communications plan. Public participation and consultation in Changji has included focused community discussions with ethnic minorities, interviews of typical cases, an extensive household survey and existing data collection. Most interviews and focus group discussions were concentrated in the project affected area and paid much attention to persons living in poverty and affected seriously by the project construction. A summary of interviews and focus discussions are shown in Table 4-1.

**Table 4-1 Summary of Participation and Consultation**

Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
Dec.2007-Jan. 2008	APs, village leaders, project design	Surveys on APs	120	50	➤ Introduction of project background ➤ Minimizing land acquisition and house demolition impacts
Jan-Feb, 2008	The men in charge of Zhongshan Road office and Jianguo Road office. Zhonggou Two Village, Nanwugong One village, Liugongmiao village, Xiaosansigong Two village, Zhonggou One village, Xiaosansigong One village, Beigou One village, Jiujiagou village.	Household interview Community interview	180	95	➤ Appeal of affected minorities ➤ Sample survey to affected households ➤ Restoration plan discussion
Mar. 2008	Officials from relevant bureaus, such as CAB, Tourism Bureau, LSSB, MAB	Bureaus interview	19	50	➤ Attitudes to the Project ➤ The ongoing projects implemented by the local government ➤ Recommendation by the local government



Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
Mar. 2007	Village representatives	Community interview	150	80	<ul style="list-style-type: none"> <li>➤ Attitudes and aspiration to the project of the ethnic groups</li> <li>➤ Identification of the impacts on the ethnic minorities</li> <li>➤ The required alleviation measures and benefit measures</li> <li>➤ The impacts on women and vulnerable groups</li> </ul>
April. 2008	Related government department, village representatives	Community interview	120	45	<ul style="list-style-type: none"> <li>➤ Ethnic minority groups plan discussion</li> </ul>
May. 2008	PMO	Community interview	40	15	<ul style="list-style-type: none"> <li>➤ Further introduction of the Project</li> <li>➤ RP and Ethnic minority groups plan discussion</li> </ul>

## 5. Ethnic Minority Development Action Plan

53. The objectives of this EMDP are to (i) ensure that development interventions are compatible in substance and structure with the affected ethnic minorities' social, cultural and economic institutions, and consistent with the needs and aspirations of those peoples; (ii) design and implement projects which ensure that ethnic minorities are at least as well off as they would have been without development interventions; and (iii) make certain that ethnic minorities benefit from interventions. Based on the conclusions of the RP, the SES of Changji City, the interviews and FGDs with relevant bureaus, mass organizations, affected communities, leaders of these communities, interested stakeholders from the private sector, and academic experts, and after evaluating the positive and negative impacts on ethnic minorities induced by project construction and fully consulting with all related parties, these EMDP measures have been prepared. The EMDP includes livelihood improvements for vulnerable groups, employment of local labor, mechanisms to ensure the greater participation of women, strengthening of public participation, skills training, expansion of public transport, and use of local building materials and transportation for Project-related activities.

### 5.1. Measures to Benefit Reinforcement

#### 5.1.1. Employment of the Local Labor Force

54. Both the project construction unit and local government will endeavor to provide local residents with employment opportunities. During the period of project construction, local government at all levels will consult fully with project construction units, organize skills training, and recommend available local villagers, especially local ethnic minorities for the available

positions for project construction work. In addition, when employing unskilled labor, the project construction units will give priority to local ethnic minorities, including women, with the explicit aim of increasing their incomes during the period of project construction and ensuring ethnic minorities are able to use this employment to derive tangible benefits from the Project.

55. The All China Women's Federation will arrange for local women to obtain skills training and organize their participation in skills training related to project construction. Before claiming the project area and commencing project construction, the project contractors will advise local government of their labor requirements including the types and numbers of workers required, and arrange for job-related training in order that more women can benefit from project employment. The project has set a target of 40% female employment and this target will be reflected in the employment of ethnic minority women and the PMO has provided specific assurances that it will meet this target.

#### 5.1.2. Women's Participation

56. There are a number of measures to ensure that ethnic minority women can actively participate in and benefit from this Project. These measures facilitated by the ACWF include: (i) working with the IA and local communities to ensure ethnic minority women are appraised of the progress of the Project and via participatory processes able to provide feedback on how the Project is impacting upon them and participating in its implementation; (ii) poorer and vulnerable women will be explicitly targeted for direct employment on the Project; (iii) training will be provided in the areas of food service delivery, showcasing ethnic minority culture, and handicrafts to increase women's income; and, (iv) assistance will be provided to enable ethnic minority women to access locally available sources of micro-finance to assist in the financing of small enterprises. Ethnic minority women who also rely on agricultural-based livelihood activities and are affected by resettlement will also be afforded the opportunity to participate in training programs such as new cropping technologies and improved livestock breeding techniques to restore and increase their incomes.

#### 5.1.3. Expand the Coverage Area of Transport Providers

57. The city bus company has agreed to expand its services to areas directly impacted upon by the Project and to provide a service that not only meets the needs of daily commuters to work, market, and school but also the needs of women managing households. However, the company also stresses that such services need to be demand driven and also to prove economically viable. It will not continue to provide services to neighborhoods where demand is limited and continued operation of services is financially non-viable. The city has also agreed that private providers of transport are welcome to respond to local demand and provide a more flexible service than the public providers of transport services. This importantly includes to areas of the city where ethnic minority groups are found in significant numbers.

#### 5.1.4. Strengthen Assistance for Vulnerable Groups

58. The PMO and the Changji Labor and Social Security Bureau will prioritize vulnerable groups for employment and associated job opportunities, i.e., catering, skills training, etc. After completion, the Changji Environmental Protection Department will prioritize these persons for roadside planting and cleaning work. With improved bus services vulnerable groups will also be

able to take advantage of subsidies offered for bus travel and access to bus stops – both on boarding and alighting – that are designed to make travel more safer will benefit women with small children, school-age children, the elderly, and physically impaired.

59. Not every ethnic minority person living in Changji can be classified as vulnerable nevertheless it is important to ensure that such groups do not slip further into poverty or households living in relative poverty become poor as a result of the Project. Several measures are proposed including: (i) arranging for members of poor households to receive appropriate skill training and assistance with employment; (ii) accord priority in employment opportunities directly generated by the Project; (iii) ensure that gendered issues relating to vulnerability such as access to training and employment benefit vulnerable ethnic minority women; and, (iv) provide sustainable income restoration/alternative livelihood opportunities for vulnerable ethnic minority APs.

#### 5.1.5. Skills Training

60. Training in labor-based technologies appropriate to this Project (e.g. use of pneumatic drills or bitumen batch mixing) will be provided to ethnic minority AP to ensure that at least some of this group are upskilled and able to be employed on the Project as skilled rather than unskilled workers and provided with a range of competencies enabling employment on other projects of a similar nature. Such training will not just be provided to ethnic minority AP males but also females desirous of being trained in labor-based technologies.

61. Training in newer forms of cropping technology and livestock breeding will be provided to ensure that ethnic minority AP will be able to intensify and diverse agricultural production to generate higher incomes of a sustainable nature than is possible under existing farming systems. To ensure all ethnic minority APs, especially older females who may not be functionally literate in Chinese are also able to participate in these training programs. Training will be designed to ensure traditional forms of agricultural knowledge held by ethnic minority farmers are not undermined by these training programs.

62. Training in ethno-tourism, including agro-tourism, will be provided. Local people are eager to participate in the tourism industry but they do not necessarily have experience providing the services demanded by tourists including the showcasing of ethnic minority cultural performances. Therefore training will be provided in the operation and maintenance of public toilets and bathrooms, principles of tour guiding, food preparation, accommodation, and staging of cultural performances to facilitate entry into the tourism sector. Ethnic minority peoples living in Changji have a comparative advantage over the more numerous Han population because people visit Changji to experience local culture and even though Changji is more Han in character than many other cities in the XUAR it is the closest city to Urumqi capable of showcasing a variety of different ethnic minority cultures.

#### 5.1.6. Utilization of Local Building Materials and Transportation Resources

63. The IA will stipulate that construction units should purchase required building materials such as soil, sand, stone, cement and lime, etc. from local producers as much as possible. In the procurement process ethnic minority producers of such building materials will be accorded equal consideration. Conditions permitting, contractors will be encouraged to hire local transportation providers, including ethnic minority providers who also use traditional NMT for such services

thereby ensuring flow on effects of opportunities created.

## **5.2. Measures to Mitigate Negative Impacts of the Project for Ethnic Minorities**

### **5.2.1. Land Acquisition and Resettlement for Ethnic Minority APs**

64. The design has been optimized to use existing roadbed and surface and minimize impacts on the farmland, buildings and trees and also on population and environment. The amount and degree caused by land acquisition and house demolition are big. According to national, local and ABD policies and also consultation with affected persons and related parts, IA will decide compensation standard and resettlement plans (including moving and relocation, livelihood restoration, special facilities restoration), which will respect the cultural customs and religious beliefs of local people.

### **5.2.2. Environmental Waste and Public Health Measures**

65. There are a range of negative environmental and public health impacts that will be mitigated during the Project by the following measures:

- (a) When construction units carry out their work in ethnic minority residential areas, they will implement strict measures to ensure construction machinery is correctly operated with strict attention to noise pollution and safe operation and avoidance of damage to farmland, orchards, and other assets. Construction units will be required to construct temporary roads that are convenient for local residents, erect bilingual warning signs to enhance resident's safety, and rehabilitate damaged public facilities in a timely manner. Construction units and their staff and workers will receive training in environmental protection.
- (b) Project construction will make use of local resources and reduce earthworks near roadbeds as much as possible. Where earthworks are unavoidable construction units will adopt proper methods and utilize crushing plants avoiding as much of this work as possible during periods of heavy rain. The solid waste produced by project construction will be discharged at fixed allocated sites to minimize environmental pollution, including the use of portable toilets. A robust occupational safety and health program will be implemented among construction units, staff and sub-contractors to ensure public health and sanitation.
- (c) Information and awareness on STIs and HIV/AIDS and other communicable diseases will be undertaken by the contractors. As part of this program construction workers will be provided with condoms and lubricants free-of-charge and where desired safe and confidential testing for HIV/AIDS and any necessary counseling will be provided. The IA reserves the right to exclude injectable drug users, irrespective of their ethnicity and poverty status from being employed on the Project without IDUs agreeing to personal safeguard measures.

### **5.2.3. Negative Cultural Impacts on Ethnic Minorities**

66. Typically when there is a significant influx of construction workers from different cultural

backgrounds into host communities there are always some negative impacts based on the former's inability or unwillingness to understand and respect local traditions, customs, and religious beliefs. On this Project as much local labor as possible will be employed but nevertheless there will be a significant number of skilled labor from elsewhere employed for varying lengths of time. To ensure that conflicts and misunderstandings are minimized the construction unit will conduct awareness-raising programs for its workers to enable them to understand what local traditions, customs, and religious beliefs need to be respected. In particular because many of the skilled workers will either be single males or unaccompanied married males gender issues will feature prominently because of traditional Islamic attitudes to unmarried women that are not always understood by non-Muslim men in China. Other issues relate to the consumption of non-Halal foodstuffs and alcoholic beverages and the religious importance of Friday Prayers (e.g. local male construction workers from Hui, Kazak and Uyghur backgrounds absent from work). The construction unit will invite the Changji Bureau of Ethnic and Religious Affairs to assist it explain local cultural sensitivities to non-local construction workers.

#### **5.2.4. Road Safety Issues for Ethnic Minorities**

67. Disaggregated fatal traffic accident and personal injury accident data (permanent impairment) by ethnicity is impossible to obtain in Changji but the PSB has provided some data that shows while the accident rates are higher for motorized vehicle users the accident rate in Changji is still 0.18/10,000 but the PSB is seeking to halve this rate by 2014. A road safety education will be targeted at school age children, road signage will continue to be bilingual (Chinese and Uyghur) and traffic police personnel will be recruited who are able to speak Chinese, Uyghur and Kazak. However, the road design and accompanying safety features are also designed to contribute to road safety and there will be stricter enforcement of traffic regulations for all road users.

### **5.3. Ethnic Minority Development Programs in Changji**

68. In China where there is a significant concentration of ethnic minority groups local government attempts to promote ethnic minority cultures through a variety of locally financed projects. At present in Changji an investment of CNY16, 430,000 has been made with assistance from the regional administration in a street showcasing ethnic Hui cultural characteristics. The city government has also lent its support to the private sector by raising no objection to developments to finance projects showcasing ethnic minority cultures. In Changji local business has invested in several upmarket Uyghur restaurants because Uyghur culinary dishes are keenly sought out by visitors. Plans are afoot to make even more investments in culturally-related ethnic minority development programs and Changji has adopted the policy that for developments leveraging its ethnic minority cultures it is necessary to employ ethnic minority peoples because not only does it improve their livelihoods but more value is added to the range of goods and services showcasing ethnic minority cultures if ethnic minority groups are actively involved in the provision of these goods and services.

### **5.4. Public Participation and Disclosure**

69. For those ethnic minority APs, in line with the project preparation phase participation, the Changji PMO and relevant stakeholders will undertake ongoing public participation. Table 5-1 shows the details of the public participation arrangements. A Resettlement Information Booklet was be distributed to affected people in June 2008 and made available in village offices. Upon

ADB approval, the EMDP will be uploaded to the ADB website and distributed to the targeted townships and sub-districts. A meeting with a representative group of ethnic minorities and other stakeholders will be held in Changji to present and discuss the final version of the EMDP after ADB approval. The participation and disclosure plan will use notices and meetings to deal with all aspects of the project, such as notification of employment and training opportunities, land acquisition details, EMDP actions and general information and feedback sessions. During the project implementation period, the PMO will encourage APs to participate in the extra resettlement activities such as skills training. Especially, ethnic minorities will be invited to participate in formulation of compensation standards and relocation plans. In order to strengthen the women's participation, during project construction, the PMO, All China Women's Federation and the village/sub-district committee will set up a cooperation system to solve the issues raised by women. To solve the unpredictable matters and ensure smooth construction and project implementation, a clear and efficient complaint and appeal channel has been outlined. This process will be the same for grievances arising from both RP and EMDP implementation. Monitoring indicators related to participation and feedback has been incorporated into the plan.

70. For those ethnic minority households not directly impacted upon by resettlement a series of participatory-based consultations were facilitated by the PMO in February and March of 2008. Ethnic minority households consulted in various areas of the city and from different socio-economic groups including women, the poor and vulnerable, waged workers and the self-employed were consulted as to how they think this Project could specifically work for them. The ideas they came with have been incorporated into this EMDP, including some changes as a result of a second round of consultations in May 2008 relating to the showcasing of local cultures.

**Table 5-1 Public Participation Plan**

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
Ensure EMG APs are not disadvantaged by the Project	Preparation of RP.	February and March 2008	Changji IA	Affected Communities	Options for Project design to minimize resettlement impacts
Ensure EMG APs are able to receive positive benefits from this Project to improve their social and economic well-being.	Preparation of EMDP.	February and March 2008 and May 2008.	Changji IA and Bureau of Ethnic and Religious Affairs.	Cross-section of different EMGs living in Changji.	Specific type of activities that would benefit EMGs.
Publish EMDP and project information booklet	Hand out Booklets	The end of June 2008	Changji IA	Distributed to all community centers where EMGs reside.	Ascertain whether EMGs think EMDP has positive impact on their livelihoods.
Publish RP or information booklet	Hand out Booklets	June 2008	Changji IA	Community residents	Publish compensation standard and channel of appeal
Publish the primary draft of RP	Village news board and ADB website	The end of June 2008	Changji IA	Affected villages	EMDP aspects can be discussed in conjunction with RP consultations

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
The bulletin of land acquisition	Community information board and conference Organized for APs.	January 2009	Changji IA and the leaders of Land Administrative Bureau, Towns and villages	Affected villages	Publish the area of land acquisition, compensation standard & plans for spending compensation funds
Practicalities check	Field survey	January 2009	Changji IA and the leaders of Land Administrative Bureau, Towns and villages	Affected villages for both RP and EMDP and other EMG communities for EMDP.	Checking shortcomings and filling gaps, assess final impacts of RP and EMDP
Affirm the income recovery plan and implementation	Conference of APs (repeated as often as necessary)	Before implementation	Changji IA and the leaders of Land Administrative Bureau, towns and villages	Affected Villages	Discuss the final income recovery scheme and the compensation use plan.
Training Information Sessions	Community based conferences and notices	As required a month prior to each planned training session	Changji IA and the leaders of Land Administrative Bureau, towns and villages	Affected Villages for measures identified in both the RP and EMDP and other EMG communities for measures identified in the EMDP.	Discuss planned training content, objectives, time frame, application procedure and any quotas for vulnerable groups
Project Training	Theory and field based training courses	Training plan to be developed	Changji IA, ACWF, and other bureaus	EMG APs and other EMG's communities agreeing to be targeted by the EMDP	Range of identified training from Chinese language to construction skills, agricultural techniques and food preparation etc.
M&E	Household Interviews Institution Interviews	December 2008 until January 2011.	Changji IA and towns and villages	Sample	RP implementation and AP Income Restoration for EMG APs and EMDP for all EMGs.

## 5.5. Grievance Procedure

71. The grievance procedures for ethnic minority people affected by resettlement in this Project

have been explicitly stated in the RP for Changji and there is no need to elaborate on these procedures in this EMDP except to stress that all APs from ethnic minority backgrounds will be treated in a similar manner as non-ethnic minority APs and will enjoy the same right to compensation for land, houses or other physical assets acquired and for income restoration measures designed to ensure they are at least as well off and preferably better off as a result of the Project. However, because the Project is also seeking to ensure that ethnic minority people in Changji receive equitable and transparent access to employment resultant directly from the Project the IA will consult directly with ethnic minority communities to ensure that such an outcome is possible. The IA has agreed that local communities can identify potential candidates based (i) on whether adversely affected by resettlement; (ii) poverty and vulnerability indices; (iii) gender and current employment/unemployment status; and, (iv) other factors such as expressed willingness to be employed. If local communities felt they are not being targeted fairly or individual households feel they are being excluded they will have the right to appeal to the IA and the IA must explain its rationale for excluding communities or individual households. For APs from ethnic minority backgrounds this process is relatively easier than for other ethnic minority communities and individual households but the IA has agreed it will address this matter as equitably and openly as possible.

## 5.6. Implementation Agencies and Investment

72. The EMDP to be implemented are either included as Project investment (design and planning capital, RP consultation fund, construction and installation fund, resettlement budget, environment protection) and local government development budgets. It estimates that the implementation of EMDP needs CNY 5.3 million. The implementation agencies and capital sources are shown in Table 5-2.

**Table 5-2 Budget of EMDP**

No.	Mitigation/Reinforcement Measures	Budget CNY 10,000	Capital Source	Implementation Agency	Timing
<b>A</b>	<b>Mitigation Measures</b>	<b>235</b>			
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	150	Resettlement Consultation Contract	Resettlement Consultation Unit and PMO	2007.11-2008.8
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	25	Project Contract	Project contractors and PMO and affected communities	2009-2013
3	Alleviate the Disturbances to Ethnic Minority Communities	20	Project Contract	Project contractors and PMO and EAB	2009-2013
4	Public Health	30	Project Contract (20) CCDC(10)	Project contractors and PMO and CCDC	2009-2013
5	Road safety education	10	Traffic Police Division	Traffic Police Division Education Bureau Communities/ Township Committees	2009-2013



<b>B</b>	<b>Reinforcement Measures</b>	<b>295</b>			
1	Employment of Local Labor Force	80	Project Contract	Project contractors and PMO and SSB	2009-2013
2	Women's Participation	10	RP (5), Capital of Changji women's 11 <sup>th</sup> five-year devt. plan but because there are no local NGOs it will be necessary for the ACWF to facilitate the participation of women.	Project contractors and PMO and WF	2009-2013
3	Strengthen Public Participation	5	The RP contains measures for APs including ethnic minorities but this EMDP has been designed to target all ethnic minorities.	PMO, township government and community/village committee	2008-2013
4	Strengthen the Coverage Area of the Bus and Taxi Corporations	100	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013
5	Strengthen Assistance for Vulnerable Groups	10	The EMDP through ensuring training and employment generation will target vulnerable ethnic minority groups.	PMO, township government and community/village committee	2009-2013
6	Skills Training	30	All ethnic minority households seeking to participate in skills training provided this Project will be entitled to do so.	PMO, WF and SSB	2009-2013
7	Utilization of Local Building Materials and Transportation Resources	60	Project Contract	Project contractors and PMO	2009-2013
<b>Total</b>		<b>530</b>			

## 6. EMDP Supervision, Monitoring and Evaluation (M&E)

73. In order to ensure the effective implementation of this EMDP and the realization of expected objectives, it is essential to monitor and evaluate EMDP implementation. The following section describes the intended methodology, tasks, procedure, agencies and timeframe.

### 6.1. M&E Method

74. M&E will adopt methods combining regular contractor reporting and supervision documentation, field study, sample survey, technical analysis and evaluation by professionals. Monitoring on ethnic minority participation in jobs and skills training opportunities will be done through the regular project monitoring mechanisms. Compensation and resettlement data on ethnic minorities will be generated from the RP monitoring process.

A field study is to be carried comparing local impacts with the wider area, including a general survey of the implementation of the procedures, expenditure, effects, institutional capacity and management of the EMDP.

Implementation of a sample survey of the families in the project beneficiary area and project affected area. Through random sampling based on classification, typical samples of ethnic minorities should be surveyed utilizing a fixed-point tracking survey. The rate of sampling of affected persons should not be less than 20%, and the proportion of ethnic minorities should be greater than 50%.

The survey should be conducted in order to collect relevant data to fill out impact tables comparable to the data presented in this EMDP and the social survey/resettlement survey.

A database of consultations and results should be compiled in addition to files, photos, records, videos and other relevant material in the process of EMDP M&E.

Regular contractor supervision and monitoring reports will provide data for many of the indicators.

## 6.2. Terms of Reference for EMDP Monitoring and Evaluation Implementation

75. During the period of EMDP M&E implementation, an external M&E agency will monitor the M&E twice a year. External monitoring of the EMDP will be undertaken using the same contractor as for external RP monitoring. Through field observations, a fixed-point tracking survey for typical samples of ethnic minorities and random interviews with residents of project affected area, the agency should undertake the following:

- Assess the implementation and recommended processes of mitigation and reinforcement measures specified in this EMDP in the project affected area and project beneficiary area;
- Track budget expenditure on all EMDP measures;
- Review institutional capacities in relevant implementation measures;
- Evaluate the impacts of EMDP implementation by each measure;

76. Investigation and statistics to measure progress against all indicators of EMDP M&E, including the compensation standard for land acquisition and house demolition, the proportion of ethnic minorities' complaining about project construction, the rate of typical diseases in the project area and changes in income per capita per year, etc.

77. Monitoring indicators for EMDP M&E are shown in Table 6-1.

**Table 6-1 Monitoring Indicators for EMDP M&E**

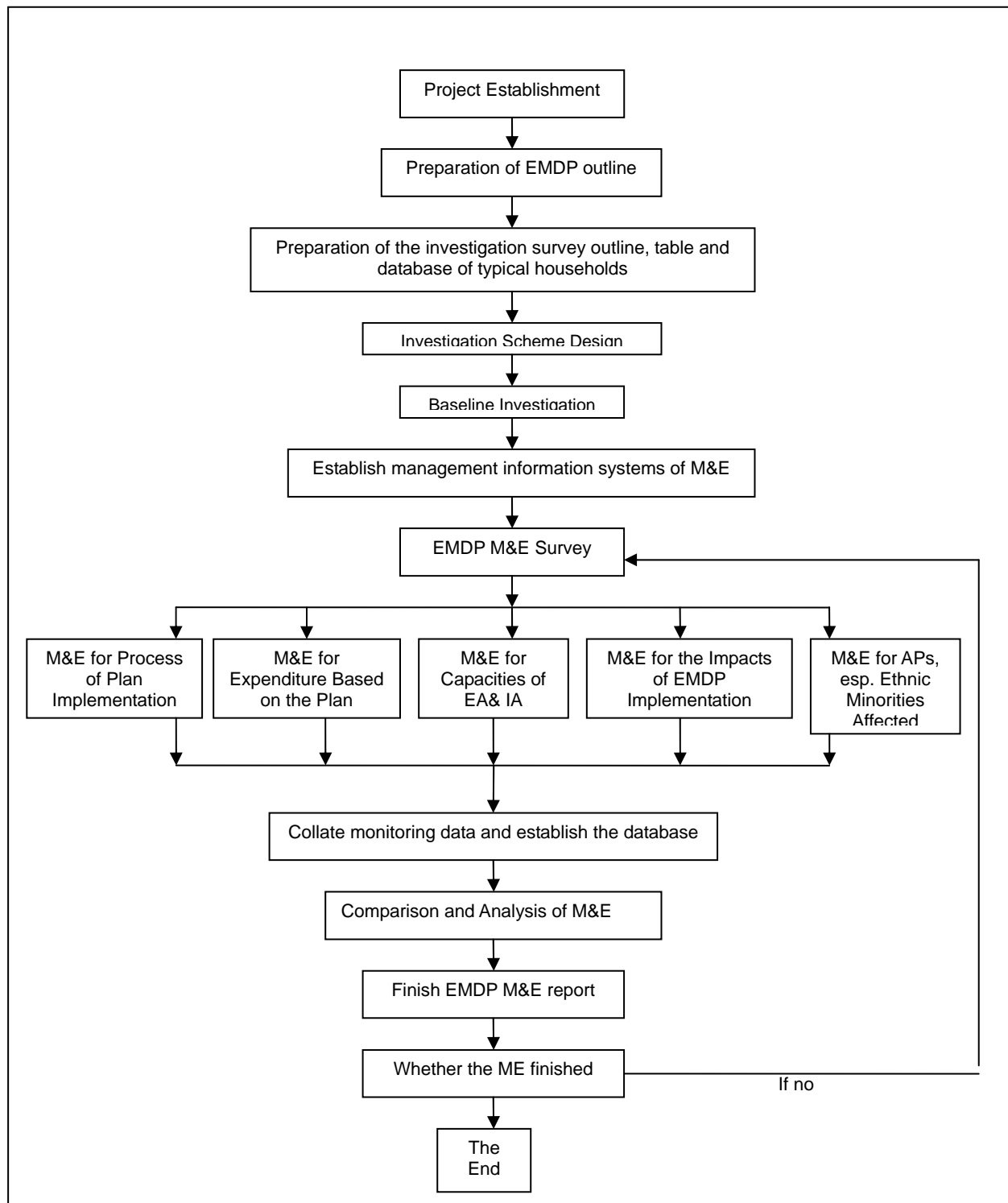
No	Mitigation/Reinforcement Measures	Monitoring Indicators
<b>A</b>	Mitigation Measures	
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	<ul style="list-style-type: none"> <li>➤ Numbers of ethnic minorities receiving compensation and /or being resettled.</li> <li>➤ Number of appeals and grievances related to resettlement by ethnic minorities</li> </ul>
2	Eliminate and Mitigate Negative Impacts	<ul style="list-style-type: none"> <li>➤ Number of complaints by residents, regarding project construction</li> </ul>

	Caused by Project Construction	disturbances
3	Alleviate the Disturbances to Ethnic Minority Communities	<ul style="list-style-type: none"> <li>➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area</li> <li>➤ The number of complaints from ethnic minorities, as a result of project construction;</li> <li>➤ The extent of acquaintance of ethnic knowledge of workers, local ethnic minority satisfaction with the project.</li> </ul>
4	Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities	<ul style="list-style-type: none"> <li>➤ Decreases in cuts and infections from sharp waste, burns and respiratory trauma from burning waste, toxicity from exposure to hazardous waste, chronic respiratory disease, bacterial and viral blood infections, eye and skin infections, and contaminated water.</li> </ul>
5	Road safety education	<ul style="list-style-type: none"> <li>➤ Number of ethnic minority people participating in road safety education programs and decrease in accident rate including reduction in deaths and serious injuries.</li> </ul>
<b>B</b>	<b>Reinforcement Measures</b>	
1	Employment of Local Labor Force	<ul style="list-style-type: none"> <li>➤ Skilled and un-skilled job opportunities and the average wage level</li> <li>➤ The number of hotels and restaurant added in construction period</li> </ul>
2	Women's Participation	<ul style="list-style-type: none"> <li>➤ The number of women provided with training</li> <li>➤ Number of job opportunities and average wage level attained by women in construction and operation period</li> </ul>
3	Strengthen Public Participation	<ul style="list-style-type: none"> <li>➤ Time and site of the consultation activities</li> <li>➤ Numbers of participants</li> <li>➤ Focus of appeals</li> <li>➤ Number of grievances successfully addressed</li> </ul>
4	Strengthen the Coverage Area of the Bus and Taxi Corporations	<ul style="list-style-type: none"> <li>➤ Number of new bus lines</li> <li>➤ Coverage to new resettlement areas and project lanes and roads to areas populated by ethnic minority groups</li> <li>➤ Number of passengers</li> <li>➤ Cost of gasoline per hundred kilometers</li> </ul>
5	Strengthen Assistance for Vulnerable Groups	<ul style="list-style-type: none"> <li>➤ The number of households receiving assistance</li> </ul>
6	Skills Training	<ul style="list-style-type: none"> <li>➤ Number of people trained</li> <li>➤ Types of training</li> <li>➤ Training expenditure</li> </ul>
7	Utilization of Local Building Materials and Transportation Resources	<ul style="list-style-type: none"> <li>➤ The number of local enterprises which participated in the Project</li> <li>➤ Consumption from the local market</li> <li>➤ Job opportunities generated by the Project</li> </ul>
		➤ Broad Social Development Outcomes
1	Poverty reduction of ethnic minority households	<ul style="list-style-type: none"> <li>➤ Increase in household income and expenditure and reduction in households where per capita income less than equivalent of US\$2 per day.</li> </ul>
2.	Increase in full-time waged employment and decrease in underemployment and unemployment	<ul style="list-style-type: none"> <li>➤ Number of ethnic minority households where adult members able to find full-time waged employment</li> </ul>
3.	Development of small and medium enterprises	<ul style="list-style-type: none"> <li>➤ Number of small and medium enterprises created by ethnic minority entrepreneurs and/or employing at least one ethnic minority person.</li> </ul>

### 6.3. M&E Implementation Procedure

78. The implementation procedure for EMDP M&E as undertaken by an external M&E agency is shown in Figure 6—1.

**Figure 6-1 Technical Procedure of EMDP M&E Implemented by External M&E Agency**



## 6.4. EMDP M&E Agencies

79. EMDP M&E Agencies will implement an internal EMDP M&E mechanism and external EMDP M&E mechanism, which can be the same contractor/agency as for RP M&E. Internal monitoring will be undertaken by the project unit, while the external monitoring is contracted to an independent agency with relevant experience ensured by Changji PMO and endorsed by the ADB. The Construction Bureau of Changji as the IA will be responsible for implementation of the EMDP but to ensure that the EMDP is more effectively implemented the Changji Bureau of Ethnic and Religious Affairs and in communities where there are significant Muslim ethnic minorities the local Islamic Association will also be involved as an implementation partner.

## 6.5. EMDP M&E Timeframe and Reporting

80. Internal and external reports for EMDP M&E will be submitted once each year. The first baseline investigation should be carried out at month 3 of project implementation, after which an EMDP M&E report should be submitted every twelve months.

81. An internal EMDP M&E report compiled by the project unit will be submitted to the ADB semi-annually and an external EMDP M&E report compiled by a contracted external M&E agency (invited by the project unit) will also be submitted to the ADB.

82. A timetable for EMDP M&E reporting is shown as follows:

- First EMDP M&E Report (baseline investigation): Nov of 2008;
- Second EMDP M&E Report: Nov of 2009 to Dec of 2009;
- Third EMDP M&E Report: Nov of 2010 to Dec of 2010;
- The fourth EMDP M&E Report: Nov of 2011 to Dec of 2011

## 6.6. Implementation Schedule

**Table 6-2 EMDP Schedule**

No.	Action	Schedule	Progress
1	EMDP preparation		
1.1	Changji PMO establishment	Oct. 2007	Completed
1.2	EMDP outline preparation	Feb-Mar.2008	Completed
1.3	Socio-economic survey	Mar-April, 2008	Completed
1.4	Final EMDP	May-June, 2008	Completed
2	information Disclosure and public participation		
2.1	Communication with related bureaus, offices and APs	Since Mar. 2008	Ongoing
2.2	Publish EMDP,RP and Project Information Booklet	June and July 2008	Completed
2.3	Publish revised RP and project information booklet if necessary	June 2008	Completed
2.4	Publish abstract of SES study, RP and EMDP on ADB web site	November 2008	To Be Finalized
3	Implementation		I
3.1	sign LA and resettlement contract and pay capital	Jan. 2009	-
3.2	Work starts	Feb. 2009	-

No.	Action	Schedule	Progress
3.3	Income restoration measures in RP and activities outlined in this EMDP begins	Mar. 2009~Mar. 2010	I-
4	M&E		
4.1	Baseline Investigation	Nov. 2008	planning
4.2	internal monitoring	Nov.2008~Dec. 2011	planning
4.3	External M&E	Nov.2008~Dec. 2011	planning