

Ethnic Minority Development Planning Document

Ethnic Minority Development Plan
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PRC: Xinjiang Urban Transport and Environmental Improvement Project

Prepared by the Government of Kuitun 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

Kuitun Roads and Environmental Improvement Component
of
Xinjiang Urban Transport and Environmental Improvement Project

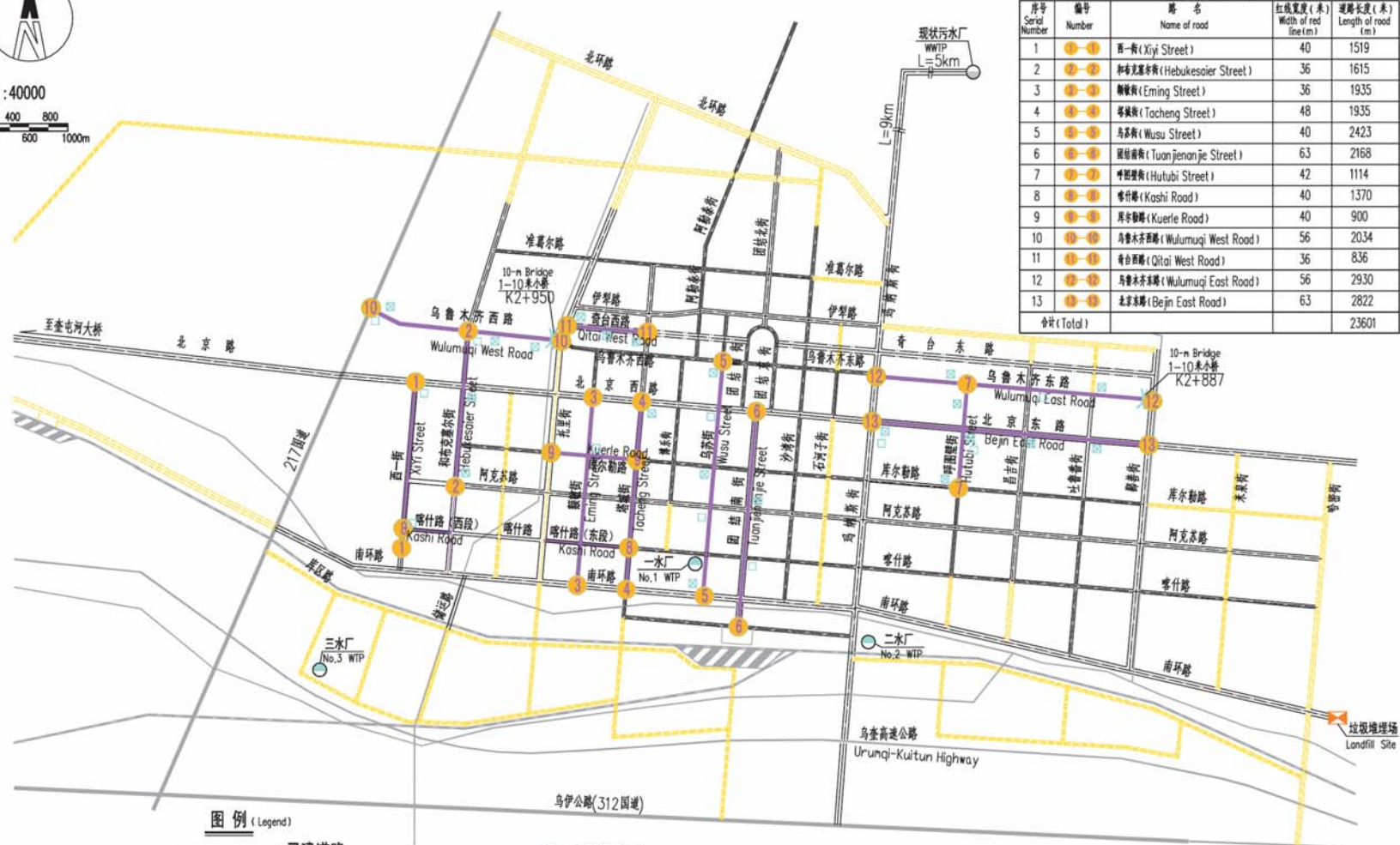
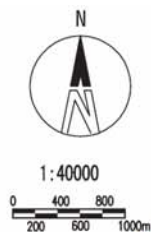
Government of Kuitun City
November 2008

Affirmation Letter of the EMDP

1. The Ministry of Finance has approved Kuitun People's Government, which is located in Xinjiang Uygur Autonomous Region, to implement the Kuitun Roads and Environmental Improvement Project financed by ADB. The project is planned to commence in 2009 and complete 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 consultant, 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. Kuitun People's Government has empowered the Construction Bureau of Kuitun to be responsible for the implementation of the project and the compilation of the EMDP. Kuitun 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 Kuitun People's Government:

Date:



道路规模一览表

Table of Road Works

序号 Serial Number	编号 Number	路名 Name of road	红线宽度(米) Width of red line(m)	道路长度(米) Length of road (m)
1	1-1	西一路(Xiyi Street)	40	1519
2	2-2	赫布克赛尔街(Hebukesaier Street)	36	1615
3	3-3	额敏街(Erming Street)	36	1935
4	4-4	塔城街(Tacheng Street)	48	1935
5	5-5	乌苏街(Wusu Street)	40	2423
6	6-6	团结南街(Tuanjienanji Street)	63	2168
7	7-7	喀斯提街(Kashiti Street)	42	1114
8	8-8	喀什路(Kashi Road)	40	1370
9	9-9	库尔勒路(Kuerle Road)	40	900
10	10-10	乌鲁木齐西路(Wulumuqi West Road)	56	2034
11	11-11	奇台西路(Qitai West Road)	36	836
12	12-12	乌鲁木齐东路(Wulumuqi East Road)	56	2930
13	13-13	北京东路(Beijin East Road)	63	2822
合计(Total)				23601

图例 (Legend)

- 已建道路
Existing Roads
- 本期改扩建道路
Roads to be Modified or Reconstructed
- 规划道路
Planned Roads

- 现状净水厂
Existing Water Treatment Plant
- 现状污水厂
Existing Wastewater Treatment Plant
- 垃圾堆埋场
Landfill Site

- 水冲式公厕
Flush Toilet
- 垃圾收集房
Garbage Collection Station

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)
KCDC	–	Kuitun Centre for Disease Control
MSL	–	minimum standard of living

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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 Kuitun Roads and Environmental Improvement 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. 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. Socio-Economic Profile

Kuitun is a county level city in the Ili Kazakh Autonomous Prefecture, located between Wusu and Shihezi on the railway from Urumqi to the border with Kazakhstan. The city was established in 1975 by the Xinjiang Production and Construction Corp to provide new economic opportunities for both Han people from Eastern China and local people. As such it has the least socio-cultural and historical association with the region compared to the other four Project cities. However, it is in close proximity to one of the fastest growing cities in China, the oil city of Karamay and contains a large "floating population" of people who hope to take advantage of this fact.

In 2007 the total population of Kuitun was 305,200 people with an average household size of 2.86 persons although it is estimated the floating population constituted upwards of 40% of the total population. It is also the least "agricultural" of the five Project cities with the rural population constituting only 8.2% of the total population. Ethnic minority groups account for 17.1% of the population: the largest group being the Hui, followed by the Kazakh, Xibo, Uzbek, Manchu, Mongol, Uygur, Russian, Kyrgyz, Tartar, Tajik, and Daur. Muslim groups in Kuitun include the Hui, Kazakh, Uzbek, Uygur, and Tajik.

Per capita GDP at CNY 23,705 is the highest of the five Project cities but this is not translated into high average wages of CNY 15,530 per annum although in the Project area this is the second highest after Changji. The percentage of ethnic minority people living on less than US\$2 per day, per capita is 19% (compared to 15.6% of the overall population and 28.6% of single adult households), US\$1 per day 7.2% (compared to overall average of 4.4% and 14.3% for single adult households), US\$0.50 per day 1.6% (similar to overall average and 1.9% for single adult households according to the SES undertaken as part of the TA and considered statistically more valid by the PMO than other studies of a similar nature).

In relation to education at the level of nine-year compulsory education the enrolment rate of ethnic minority students is close to 100%. The population with junior college or above education accounted for 6.8%, which is higher than the average level of XUAR (1.7%). However, over 70% of ethnic minority women have only attended junior high school or below compared to 95% of other women.

3. Project Benefits and Impacts

The Poverty and Social assessment (PSA) indicates that the overall positive impacts of the Project on minority people will be almost the same as on the majority Han population. Fortunately the Project does not involve any form of involuntary resettlement. The environmental management plan (EMP) outlines strategies for mitigation of negative impacts that will be applicable to both ethnic minorities and Han people alike. In cooperation with the civil affairs department, the RP also outlines special funds which have been established to provide additional aid for vulnerable and ethnic minority groups in their daily life and medical care. The project management office (PMO) has agreed to the assurances obliging contractors to employ local labor and workers from particularly targeted vulnerable groups. Skills training in construction, language, catering, and other vocational training (cleaners, security and traffic control) are provided for in the Project and through coordination with other governments and local stakeholders. Ethnic minority cultural issues will be addressed through awareness building with workers and prohibitions on construction near religious sites on particular days. The development of the Kuitun logistics industry might cause the spread of infectious disease. Infectious disease information and education activities will be supported by the Project and the Kuitun Center for Disease Control. The expansion of bus and taxi service will pay special attention to ensure that public transportation is available for the new relocation sites and the improved roads and lanes (both of which are predominantly ethnic minority areas).

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, and 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) community residential heads and other representatives, (ii) local government agencies and departments, and (iii) women and vulnerable groups. The expectations of local people are addressed through strategies in this EMDP and the RP. From March to May 2008 a series of consultative meetings were held in Kuitun and Urumqi to discuss and finalize the EMDP. 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 Kuitun 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. In order to strengthen 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 any unpredictable matters and ensure smooth construction and project implementation, a clear and efficient complaint and appeal channel has been outlined.

5. Implementation/Institutional Arrangements

The Kuitun city government and Executing Agency will be responsible for implementing the EMDP. The Kuitun Ethnic Affairs Bureau will provide support to coordinate advice and monitor the 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 Kuitun 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 the implementation and coordination. The Project Leading Group will have a member responsible for the EMDP implementation.

6. Budgeting and Financing Sources

Ensuring the general participation of ethnic minorities in different Project activities does not require a separate budget. It is estimated that the implementation of EMDP will need CNY 5.1 million, which will come from project budget (design and planning capability, construction and installation fund, environment protection), and local government development budgets and construction projects of related bureaus and offices. Local government agencies will also collaborate with actions taken by EA and Kuitun 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 PSA 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 the goals have been achieved. Internal monitoring will be undertaken by the Kuitun city government. 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.

8. Project Description

The main components of the Kuitun Roads and Environmental Improvement Project are: (1) Road construction, including 2 trunk roads, 2 sub-trunk roads, and 9 branch roads. The length of urban roads is 23.6 km and the total area is 1.1384 million m². (2) Environmental sanitation facilities, including 11 public toilets, 21 garbage collection units, 30 garbage containers, 480 garbage cans, 105 dustbins, 4 garbage compaction trucks, 2 sprinkling vehicles, 1 street cleaning truck, and 2 snow-removing vehicles.

9. Socio-Economic Profile

Some 17.1% of the population in 2007 are classified as belonging to one of the 30 ethnic minority groups in the city. The largest ethnic minority group in the city is the Hui who constitute nearly two-thirds of the ethnic minority population but interestingly the Xibo, Mongol and Manchu are more numerous in Kuitun than the Uygur, as are the Uzbeks, and this is explained by the fact that Kuitun is a relatively new city. All residents of Kuitun apart from Kazakh living on the fringes of the city in vaguely defined peri-urban areas have migrated to the city since it was formed. Being in Ili Kazakh Prefecture there are also of course more Kazakh here than Uygur as well. While there are a few mosques in the city they are nowhere near as conspicuous as mosques in the other Project cities. Muslims males attend Friday Prayers but Friday is typically a normal day for all or most residents in Kuitun. Most people do not consider Kuitun to be a tourist center but as the EMDP will illustrate the City of Kuitun would still like to showcase minority cultures because it celebrates difference and recognizes the intrinsic value of all cultures, minority and non-minority alike.

Fewer ethnic minority groups in Kuitun are involved in agriculture than in the other Project cities but this is hardly surprising because Kuitun has a very small rural economy. Nevertheless, 10.2% of ethnic minority households, primarily Kazakhs, derive most of their livelihood from what little cereal cropping, cotton cultivation, market-gardening and livestock rearing takes place in the very small peri-urban areas of Kuitun. There are very few Uygur involved in agriculture in Kuitun. Instead nearly half of all ethnic minorities are involved in private sector waged employment (48.2% compared to overall population of 30.2%) but Han workers are clearly in higher paying jobs in the private sector because they earn an average of 10% more than ethnic minority workers. This pattern is repeated in the public sector but not in small and medium enterprises where incomes of ethnic minority groups are on average or slightly higher.

According to the SES, which Kuitun PMO accepts as statistically more robust than previous surveys of a similar nature, some 19% of ethnic minority people live on less than US\$2 per day, 7.2% on less than US\$1 per day, 1.6% on less than US\$0.50 per day, and 2.5% are in receipt of the MLSS. The percentage of ethnic minority people living on US\$2 per day or less is 30.3% compared to the Han at 24.1%. Food consumption as a percentage of total household income among ethnic minority households is 31%, the same as for the Han but the latter have a higher monthly income surplus of CNY 1,554 compared to CNY 1,190 for ethnic minority households and net value of household assets for the Han is CNY 179,550 compared to CNY 113,600 for ethnic minority households. Ninety per cent of ethnic minority households own at least one mobile phone but all own a color television and DVD/VCD and over 90% a washing machine and refrigerator. None own a donkey or horse or handcart but

80% have at least a bicycle and 10% a motorcycle. So for the most part, ethnic minority households in Kuitun either rely on NMT or public transportation.

Completion rates for 9 years of compulsory schooling approach 100% for both ethnic minority males and females although the SES found that 17.6 of males surveyed had no formal schooling and surprisingly only 10.8% of females. However, this can be partly explained by the fact that these are older males and females who have either come to reside in Kuitun with offspring working there or have migrated from the surrounding countryside over the past 40 to 50 years since Kuitun was established. Senior high and technical completion rates for ethnic minority males are quite high at 26.7% but even higher at 28.6% for ethnic minority females. Illiteracy rates among older people might be quite high but all younger ethnic minority people living in Kuitun are at least bi-lingual and in many instances also tri-lingual.

The most common causes of respiratory disorders in Kuitun are air pollution (71%) followed by the poor health of the floating population (33%), poor dietary practices (24%) and poor hygiene practices (10%). Only half of all ethnic minority households have access to an indoor flush toilet or bathroom, 25% to central heating (compared to 70% for the Han) but 86% have access to piped water supply (more problematic in Kuitun because it lacks a rural fringe) but all ethnic minority households have access to continuous electricity supply.

10. Project Benefits and Impacts

The poverty and social assessment (PSA) indicates that the overall positive impacts of the Project on minority people will be almost the same as on the majority Han population. The only negative impacts come from environment and public sanitation caused by construction. The environmental management plan (EMP) outline strategies for mitigation of negative impacts that will be applicable to both ethnic minorities and Han people alike. In cooperation with the civil affairs department, the RP also outlines special funds which have been established to provide additional aid for vulnerable and ethnic minority groups in their daily life and medical care. The project management office (PMO) has agreed to the assurances obliging contractors to employ local labor and workers from vulnerable groups will be particularly targeted and up to 20% of people directly employed will be EM, and 10% of the jobs to be allocated to EM women. Skills trainings in construction, language training, and catering and other vocational trainings (cleaners, security and traffic assistant) are provided for in the Project and through coordination with other government and local stakeholders. Attention to ethnic minority cultural issues will be paid through awareness building with workers and prohibitions on construction near religious sites on particular days. The development of Kuitun logistics industry might cause the spread of infectious disease. Infectious disease information and education activities will be supported by the Project and the Kuitun Center for Disease Control. The expansion of bus and taxi service will pay special attention to ensuring that public transportation is improved to areas where there is a significant concentration of ethnic minority groups.

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 to 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.

11. 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) village heads and villagers' representatives, (ii) local government agencies and departments, and (iii) women and vulnerable groups. The expectations of local people are addressed through strategies in this EMDP and the RP. During Mar.-May a series of consultative meetings were held in Kuitun and Urumqi to discuss and finalize the EMDP. 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 Kuitun 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. During the project implementation period, the PMO will encourage APs to participate in the extra resettlement activities such as skills training. In order to strengthen 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 any unpredictable matters and ensure smooth construction and project implementation, a clear and efficient complaint and appeal channel has been outlined. EMDP set up an appeal channel and monitoring indicators related to participation and feedback has been incorporated into the plan.

12. Implementation/Institutional Arrangements

The Kuitun city government and Executing Agency will be responsible for implementing the EMDP; the Kuitun Ethnic Affairs Bureau will provide support to coordinate advice 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 Kuitun 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 the implementation and coordination. The Project Leading Group will have a member responsible for the EMDP implementation.

13. Budgeting and Financing Sources

Ensuring the general participation of ethnic minorities in different Project activities does not require a separate budget. It is estimated that the implementation of EMDP will need CNY 5.1 million, which will come 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 Kuitun city government; local government staffing and related costs are covered by the local government administrative budgets.

14. 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 PSA 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 the goals have been achieved. Internal monitoring will be undertaken by the Kuitun city government. 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)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
A. Mitigation Measures			6.5 million					
1	Eliminate and Mitigate Negative Impacts Caused by Project Construction	Residents living near the construction site	0.2 million	Project Contract	Project contractors and PMO and affected communities	2008 -2013	<ul style="list-style-type: none"> ➤ Ensure construction machines are correctly operated, with attention to noise pollution. ➤ Ensure farmland, grassland and trees are not damaged in any way. ➤ Establish temporary waste-collection sites in the project construction area to avoid environmental pollution. ➤ Ensure all relevant environmental, occupational safety and health standards are met by the contractors. 	<ul style="list-style-type: none"> ➤ Complaints by residents, regarding project construction disturbances ➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area
2	Alleviate the Disturbances to the Ethnic Communities	Ethnic minority residents living near the construction site	0.2 million	Project Contract	Project contractors and PMO and EAB	2009 -2013	<ul style="list-style-type: none"> ➤ Restrictions on the contractors from undertaking project construction on Fridays within 500 meters of any mosque. ➤ Awareness-raising about the tradition and culture of ethnic minorities for construction workers and involvement of commission for ethnic and religious affairs. ➤ Use of vocational interpreters to facilitate communication between the units involved in project construction and local ethnic minorities/workers. 	<ul style="list-style-type: none"> ➤ The number of complaints from ethnic minorities, as a result of project construction; ➤ The extent of acquaintance of ethnic knowledge of workers
3	Public Health	Construction workers Sex workers	0.2 million	Project Contract (0.25) TCDC (0.05)	Project contractors and PMO and KCDC	2009 -2013	<ul style="list-style-type: none"> ➤ Provision of waste skips in the construction area, collection & transportation procedures, and provision of on-site toilets for men and women and enforcement of their use. ➤ Air pollution measures such as dust dampening. 	<ul style="list-style-type: none"> ➤ Number of HIV/AIDS prevention and awareness efforts ➤ Numbers of beneficiaries reached

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
4	Traffic safety education	Communities and schools near the roads	0.05 million	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities / village committee	2009-2013	<ul style="list-style-type: none"> ➤ Contract with KCDC to implement a health action plan to prevent the spread of HIV/AIDS, STIs and other diseases ➤ bilingual Road signs ➤ traffic safety education to communities and schools 	<ul style="list-style-type: none"> ➤ EM population receiving traffic safety education disaggregated by gender and age ➤ traffic accident rate among EMs in Kuitun
B.	Project Benefit Enhancement Measures		4.45 million				<ul style="list-style-type: none"> ➤ 	<ul style="list-style-type: none"> ➤
1	Employment of Local Labor Force	<p>130 direct jobs and 270 indirect jobs</p> <p>40% of employment opportunities directed to EMs</p> <p>20% of the jobs to EM women</p>	0.6 million	Project Contract	Project contractors and PMO and SSB	2009-2013	<ul style="list-style-type: none"> ➤ 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. ➤ The Women's Federation will advocate for local women to obtain skills training and organize their participation in skills training related to project construction. 	<ul style="list-style-type: none"> ➤ Skilled and unskilled job opportunities disaggregated by ethnicity and gender ➤ (ii) Average wage level disaggregated by gender and ethnicity
2	Women's Participation	Women in project area, especially the ethnic minorities	0.05 million	Capital of Kuitun women's 11 th five-year debt. plan (0.05)	Project contractors and PMO and WF	2009-2013	<ul style="list-style-type: none"> ➤ The project has set a target of 20% direct EM female employment. 50% of project training is to be undertaken by EM women. ➤ The WF will provide training to women on cash-generating activities and especially the tourism industry, such as food preparation and handicraft making. 	<ul style="list-style-type: none"> ➤ Number of EM women provided training ➤ Number of job opportunities and average wage level of EM women in construction and operation period
3	Promote Public Participation	EM residents in Kuitun	0.5 million	Project management	PMO, township	2009-2013	<ul style="list-style-type: none"> ➤ Full disclosure. Implementation of 	<ul style="list-style-type: none"> ➤ Time and site of the consultation

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
				fee	government and community / village committee		the EMDP	<ul style="list-style-type: none"> activities ➤ Numbers of participants ➤ Focus of appeals ➤ Number of grievances successfully addressed
4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	Increasing 20 bus lines in 2010.	0.6 million	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013	<ul style="list-style-type: none"> ➤ Implementation of bus and taxi corporation expansion plans to increase service areas and service new resettlement areas. 	<ul style="list-style-type: none"> ➤ Number of new bus lines serving EM areas ➤ Coverage to EM areas ➤ Number EM of passengers disaggregated by gender
5	Strengthen Assistance for Vulnerable Groups	Ethnic Minority MSL households and women-headed households	0.05 million	poverty alleviation fund of civil administration bureau	PMO, township government and community / village committee	2009-2013	<ul style="list-style-type: none"> ➤ PMU to give priority to vulnerable groups and ethnic minorities in project employment, associated services related to project construction such as catering, and skills training, etc. After project completion, the Kuitun Environmental Protection Department will endeavor to employ these persons in infrastructure maintenance such as roadside planting and cleaning work. 	<ul style="list-style-type: none"> ➤ Number EM households receiving assistance disaggregated by poverty and FHH
7	Skills Training	Available to all EMs	0.1 million	Annual skill training budget of Labor and Social Security Bureau	PMO, ACWF and LSSB	2009-2013	<ul style="list-style-type: none"> ➤ Training in vocationally relevant fields ➤ Training in Chinese language. 	<ul style="list-style-type: none"> ➤ Number of EM people trained disaggregated by gender ➤ Types of training undertaken by EM and disaggregated by gender ➤ Cost of training undertaken by EM and disaggregated by gender
8	Utilization of Local Building Materials and Transportation Resources	Residents in project area	2 million	Project Contract	Project contractors and PMO	2008-2010	<ul style="list-style-type: none"> ➤ Stipulate in construction contracts the use of local materials and service providers as much as possible. 	<ul style="list-style-type: none"> ➤ The number of local enterprises participating in the Project ➤ Consumption from the local market

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
								➤ Job opportunities generated by the Project
Total			5.1 million					

ETHNIC MINORITY DEVELOPMENT PLAN

A. Project Description

1 Project Benefits

1. The project will improve the urban infrastructure and environmental health in Kuitun, facilitate new employment opportunities, increase the incomes of local people, promote the economic development of ethnic minority areas, and improve the living conditions of ethnic minorities, particularly with regard to transportation.

2 Project Investment and Construction Period

2. The total project investment is CNY 197.2727 million, which includes an ADB loan for 108.5 million (17.5 million USD, exchange rate 1:6.2). The construction period is divided into two phases: Project preparation phase for two years (from 2007 to 2009). Project implementation phase will be for five years (from 2009 to 2013) and includes all construction and commissioning.

3 Objectives of the EMDP

3. The ultimate objective of this EMDP is to ensure that ethnic minorities have the opportunity to participate in the project construction and equally share the benefits brought by the project. The EMDP states the measures that are being taken. The measures include improvement of living conditions, poverty reduction, employment promotion, protection of the culture and traditions of ethnic minorities, and assistance to vulnerable groups, especially mitigation of negative impacts that are caused by land acquisition and resettlement.

4 Policy Framework

a. Major Policy Framework

4. 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*

b. Ethnic Minority Policy Analysis – PRC and ADB

5. 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.

5 Analysis of Social Organization and Stakeholders

6. Kuitun is the most non-agricultural based city of the five cities included in this Project although ethnic minority groups are more than 5 times likely to be employed in agriculture than the overall population. However, for the most part all ethnic minority groups with the exception of the Hui are found in both public sector and private sector waged employment. Because this city was only founded in recent times all ethnic minority groups attracted to this city have fewer culturally specific social institutionalized structures than in the other four cities and as with Altay Muslim groups in Kuitun attend Friday prayers at the same mosque (this also includes a sizeable Uzbek minority which actually outnumbers the Uyghur). However, as though to indicate how this city is integrated into mainstream Han society Friday is a normal work day in Kuitun. There are very few reports of cultural tensions between and among different ethnic groups and the city goes out of its way to welcome people irrespective of ethnicity from anywhere in China. Of course in this context the Han are economically dominant but because of Kuitun's close proximity

to the oil-rich city of Karamy it attracts different ethnic minority groups from throughout the XUAR as well.

7. A summary stakeholder analysis is show in Table 1 below. The direct project stakeholders are villagers and urban residents of the project area. Indirect stakeholders include the Construction Bureau, D&R Commission, Tourism Bureau and other institutions of Kuitun Government, such as the Land Resource Bureau, Environmental Protection Bureau, and Transportation Bureau, Public Health Bureau and the administration staff of the ten affected townships and villages.

8. Villagers and urban residents of the project area will be affected by noise, pollution and inconvenient traffic. These negative impacts will be alleviated through mitigation measures. The project management unit will pay special attention to ethnic minorities in the project area. With property loss and income impacts effectively alleviated, local ethnic minorities stand to benefit from the project greatly. Villagers and urban residents of the beneficiary area will benefit much from the project. Through improved roads, reductions in travel time, improved living conditions, disabled persons and vulnerable group transport assistance, increased employment opportunities and income as a result of economic development (especially transport trade).

9. The Executing Agency of the project is the Kuitun City Government and the Implementing Agency is the Construction Bureau of Kuitun. Both agencies share the same objectives with regard to improving the living standards of ethnic minorities. Stakeholders at all levels have been consulted several times during the preparation of this plan, and all strongly support the Project especially after they learned that the City will also look into the existing Master Plan to ensure that locally unpaved roads will be paved according to local community priorities during the implementation of the Project and that measures will be implemented to improve road safety.

Table 1 Major Stakeholders

No.	Stakeholder	Impact/ Interest	Major Benefits or Negative Impacts
1	Residents living in Kuitun City	Direct	Improved traffic conditions and living conditions.
2	ADB	Indirect	More employment opportunities and increase income Monitoring of loan use, safeguards and project construction participation.
3	Tourism bureau	Indirect	Monitoring and developing tourism sector
4	Public Health Bureau (Center of Disease Control)	Indirect	Public health management during construction and operation period, especially the infectious diseases (HIV).
5	Construction Bureau	Indirect	Implementation agency, management department and monitoring agency.
6	D&R Commission	Indirect	Agency for cooperation, management and monitoring.
7	Finance Bureau	Indirect	Assistance and support for finance.
8	Environmental Protection Bureau	Indirect	Environmental monitoring, management and relevant monitoring.
9	Transportation Bureau	Indirect	Traffic items construction and related management.
10	Civil Administration Bureau	Indirect	Disaster relief, payment of social security for the poor in the project area.
11	Department for Environment and Sanitation Management	Indirect	Solid waste cleaning and environmental protection facilities management within project area.
12	Department for Orchard and Forest Administration	Indirect	Management and maintenance of the facilities of urban forestation.
13	Traffic Police Battalion	Indirect	Traffic security management, accident disposal and license tag approval.

No.	Stakeholder	Impact/ Interest	Major Benefits or Negative Impacts
14	Land Resource Bureau	Indirect	Examination, management and monitoring of project land use.
15	Ethnic and Religious Affairs Bureau	Indirect	Ethnic and religious affairs management, and management and monitoring of special capital used for ethnic minority development and frontier prosperity.
16	Taxi Drivers	Indirect	Passenger transportation within the urban area. Some construction disturbance but benefit from lower vehicle maintenance after project.
17	Bus company	Indirect	Passenger transportation within the urban area. Some construction disturbance but benefit from lower vehicle maintenance after project.
18	Women's Federation	Direct	Involvement in implementation of project-related training and motivating women to take advantage of project opportunities.

B. Project Impacts on Ethnic Minorities

10. The major objective of the project is to improve the conditions of urban traffic and infrastructure, improve investment environment, and drive local and nearby economy development. Affected persons will benefit from the city development, increased income and reduced poverty. During the period of project construction, however, the project will have temporary but mitigatable negative impacts. Therefore, it is necessary to take relevant measures and conduct specific activities to maximize positive impacts and alleviate negative impacts.

1 The Project

11. In Kuitun 13 municipal roads with a total length of 23.6kms will be upgraded, which will include 2 trunk roads, 5 sub-trunk roads, and 6 branch roads. Additionally 2 bridges each 10 meters in length will be constructed. As in Altay, Changji and Hami there will be a series of traffic safety measures financed by the Project and a range of road maintenance equipment procured. Eleven public toilets will be constructed under the environmental sanitation sub-component to improve environmental health along with 30 refuse collection points. Additionally 480 garbage bins and 2 garbage compaction trucks will be provided. An awareness and participation program targeted at the local population linking solid waste management with environmental improvements will be implemented. The Project will also support road safety awareness initiatives in Kuitun with an emphasis on multi-modal forms of transportation, including the importance of NMT. As with Altay, Changji and Hami, the Project in Kuitun will address the institutional capacity of the Kuitun Construction Bureau to implement all aspects of the Project, which for Kuitun will only involve social safeguard issues associated with ethnic minority development issues because there is no resettlement. Notwithstanding the lack of resettlement issues in Kuitun, the Project will also support the Kuitun Construction Bureau to institutionalize the capacity in future to address social safeguard issues associated with resettlement.

2 Positive Impacts

a. Generation of Local Employment Opportunities

12. While the Project will not create a lot of direct local employment opportunities it is estimated that up to 400 jobs will be created at least during Project implementation of which 340 jobs would be allocated to poorer and more vulnerable people including ethnic minorities who fit into this category. Receipt of MLSS will be the major criteria utilized because people in receipt of MLSS are considered the poorest in the city. Each year during Project implementation this employment will be worth approximately CNY 9,575,600 or CNY 47,878,000 for the whole period of implementation. Without this Project these jobs and the income generated, much of which will be spent in Kuitun, would be non-existent.

b. Provision of Skill Training to Leverage the Job Market

13. The Project will also provide skill training in the use of machinery and powered tools that will enable people employed on the Project to find employment in the lucrative oil industry once the Project is completed. For quite some time ethnic minority groups have complained that employers in this industry will not employ them because they are both inexperienced in the world of paid employment and lack the basic technical skills. The City via this EMDP is determined to demonstrate to the oil industry that ethnic minority peoples are fully capable of being employed in better paying sectors of the economy as it recognizes that employment rather than “handouts” is the key to improved livelihoods.

c. City Roads Rendered More Friendly to NMT Users

14. As a relatively new city Kuitun has quite good roads but they are not as NMT friendly as they ought to be. For pedestrians there will be more clearly designated footpaths that will have barriers to their use by motorized transport. However, it is recognized that motorcyclists without adequate policing will still try and use these footpaths. Therefore, there should be adequate policing of motorized transport users. For cyclists, the overwhelming majority of NMT users, especially among ethnic minority groups, designated cycle-ways will be added and improved. Motorized transport users will be prosecuted if they impinge upon these cycle-ways.

d. Improvements to City Transport for Women and Children

15. The local bus company has agreed to provide more services off-peak to ensure that women and children can also use buses for non-work related activities or in the case of women undertaking part-time employment. Many ethnic minority women are seeking to enter the paid workforce but those with young children, especially school-age children cannot work on a full-time basis and find the existing public transport schedules less convenient than they should be. The local bus company has also agreed that where it cannot provide these services economically it will not stand in the way of other potential providers. Choice of providers will not necessarily result in a reduction of fares but will in an improvement of services. Also the design of City roads, such as new and improved turning circles for buses will make it easier for the existing providers of services to initiate new services.

e. Better Road Safety for All Road Users

16. Roads will be reconfigured at junctions to make it easier and safer for pedestrians to cross from one side to the other. Bus stops and associated pedestrian crossings near schools and other centers such as markets and places of religious worship will be constructed to improve safety especially for children and the elderly, the two most vulnerable groups in Kuitun. A road safety program targeted at both children in school and people at large will be initiated and every attempt will be made to ensure that ethnic minority people are targeted.

f. Personal Security of Vulnerable Groups Improved

17. Increased road lighting will improve the personal safety of all road users especially poorer and more vulnerable road users. In Kuitun with a large number of “migrant” workers many ethnic minority people have expressed concern about personal security issues, especially during the hours of darkness. This discourages people from taking night-time jobs and it has been recognized by the City.

g. Reduction in Injuries, Disease and Infections

18. Through improved solid waste management, especially more frequent collection during the summer months, the environmental health of all people in Kuitun including ethnic minority groups will improve. Building more public toilets in downtown areas will enable people using downtown areas but not having access to existing toilets in government or private buildings access to a public convenience that is sorely lacking at present in Kuitun.

h. Project Related Longer-Term Impacts

19. Ethnic minority groups living on less than US\$2 per day, per capita will be reduced from 30.3% in 2008 to 14% by 2014; increased employment opportunities (directly or indirectly related to the Project) will see per capita income rising from CNY 23,207 in 2007 to CNY 48,584 in 2014; increased investment and business opportunities with increased GDP rising annually from by 15.3% from CNY 3,408 billion in 2008 to CNY 6,016 billion in 2014; reduced incidence of environmental health-related diseases by 10% over the next five years; average number of sick days reduced from 7 in 2008/09 to 4 days in 2014 and average amount spent per person on

environmental health-related diseases reduced from CNY 40 per month in 2008/09 to CNY 25 per month in 2014; and, traffic accidents reduced from 0.33/10,000 in 2008/09 to 0.17/10,000 in 2014.

3 Negative Impacts

a. No Involuntary Resettlement Issues

20. Unlike the Project in the other four cities there will be no land compulsorily acquired or people forced to relocate. The PMO deliberately identified roads to be upgraded that would avoid such issues because it realizes they are socially disruptive and economically costly. However, it realizes that for subsequent urban development programs it might not be possible to avoid involuntary resettlement and hence will use this Project to more fully understand safeguard issues relating to resettlement and especially their impact on ethnic minorities.

b. Construction Hazards

21. During road construction and upgrading there will be nuisances created by noise and dust and dangers posed by heavy machinery and roads in the process of construction. The EMP has outlined measures to ensure that both noise and dust do not unnecessarily impinge upon the physical or emotional health of people living in construction areas. For instance, in areas near schools noise levels will need to be within a range that do not impede teacher-student interaction and during Friday Prayers no construction can take place within 500 meters of a mosque. All road signage will be in Chinese, Uyghur and Mongol to ensure all ethnic minorities understand dangers that exist.

c. Spread of Communicable Diseases

22. HIV/AIDS and other STIs are an ever present social risk in Kuitun, not least because of the large “floating population”. It has been assessed that this Project will do little to increase this risk because nearly all people directly employed on the Project will be recruited locally. However, the IA shall encourage any at-risk workers to have access to existing programs in Kuitun and shall publicize the fact that such programs are available by providing posters in the workplace.

d. Increase in Traffic Accidents

23. Kuitun already has quite good roads and while road improvements will mean more and faster traffic in some local neighborhoods the engineered road safety improvements coupled with stricter enforcement of traffic regulations and awareness programs in the schools and local community will mitigate the this negative impact and it is further assessed that as a result of the Project there will be a decrease in traffic accidents.

e. Marginalization of Ethnic Minority Cultures

24. Urban development programs often marginalize ethnic minority cultures but the City of Kuitun is determined not to allow this to happen in Kuitun. Otherness and difference is celebrated in Kuitun because everyone realizes this is essential for greater social inclusiveness and economic advancement of all of the city’s population.

4 Specific Gender Impacts

25. Ethnic minority women will enjoy at least the same benefits as ethnic minority men and the positive impacts outlined above also apply to women as do the negative impacts. However, unlike in other Project cities where existing social networks could be disrupted as a result of resettlement this will not occur in Kuitun. The Project to date has (i) facilitated an enabling environment for ethnic minority women not only to participate in the development of this EMDP but also to suggest modifications to the actual project (e.g. one road was excluded on the advice

of ethnic minority women because it was found older ethnic minority women grow crops close to the road); (ii) there are assurances that ethnic minority women will not only be directly employed on the Project but will be entitled to skill training (e.g. also in areas that women are not traditionally trained in); (iii) for ethnic minority women who so desire Chinese language training will also be provided and women participating will be connected with local employers seeking to employ local labor; (iv) the All China Women's Federation will assist ethnic minority women to access micro-finance and provide small business training to establish local businesses or build upon existing businesses; and, (v) ethnic minority women will be invited to monitor and evaluate the outcome of the Project also taking into account the specific provisions of this EMDP.

C. Public Participation and Consultation

26. Extensive public participation by 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 Kuitun 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 2. Details of stakeholder participation and consultation can be found in the PPTA Consultation and Participation Plan, including summary recommendations of stakeholders.

Table 2 Summary of Participation and Consultation

Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
March 2008	Officials from relevant bureaus, such as CAB, Tourism Bureau, LSSB, MAB	Bureau Interviews	120	114	<ul style="list-style-type: none"> ➤ Attitudes to the Project ➤ The ongoing projects implemented by the local government ➤ Recommendation by the local government
March 2008	Included a range of ethnic minority groups, including women and other vulnerable groups.	Community Interviews	120	110	<ul style="list-style-type: none"> ➤ Attitudes and aspiration to the project of the ethnic groups ➤ Identification of the impacts on the ethnic minorities ➤ The required alleviation measures and benefit measures ➤ The impacts on women and vulnerable groups
April. 2008	Included all EM participants from the March consultations.	Community Interview	110	110	<ul style="list-style-type: none"> ➤ Ethnic minority groups plan discussion
May. 2008	PMO, Kuitun	Technical Discussion	8	2	<ul style="list-style-type: none"> ➤ Finalization of Project for Kuitun ➤ EMDP Design Discussion

AP = affected person, CAB = Civil Affairs Bureau, EM = ethnic minority, LSSB = Labor and Social Security Bureau, MAB = Minority Affairs Bureau, PMO = project management office.

1 Views and Expectations of Ethnic Minorities for the Project Construction

27. Through a series of participatory consultations, primarily FGDs with different ethnic minority groups, the following conclusions were reached by ethnic minority groups:

- If the upgraded roads would also benefit all people living in Kuitun rather than just specific groups (e.g. downtown businesses) then the Project would make life easier for everyone. Also because the Project does not involve any resettlement issues, people are very happy as they do not wish to be relocated. The only exception to that were some of the “floating population” that would like to be relocated from their substandard accommodation to a “warm apartment” especially during the winter time.
- There is general support for improving transport management in Kuitun, especially if it means it is safer, easier and more convenient for people who either have to rely on public transport or use NMT whether it be as pedestrians, cyclists, or in some instances hand-carts, and in very rare instances in Kuitun donkey or horse powered carts.
- If local labor can be employed directly on the Project and/or the Project creates

additional employment opportunities, including for people to be up skilled then it contributes (i) to reducing the poverty of individual households; (ii) injects additional money into the local economy; (iii) provides opportunities through up skilling for unskilled people to earn higher wages in future; and, (iv) provides jobs that would not have existed had the Project not been designed.

- Public toilets are essential for good public hygiene and in Kuitun there are many migrant workers who if they do not have access to public toilets tend to urinate and defecate in public places, which looks bad, smells bad, and is a health threat to the rest of the population. Moreover, Muslims find it offensive when people urinate or defecate in public.
- Uncollected solid waste during the summer is a problem for all people and if the Project can ensure that more of the solid waste can be collected then this will be good for everyone. It also improves the appearance of Kuitun.
- There is the expectation that traffic safety will improve thereby making it safer for the elderly, physically impaired and parents with young children to travel safely on the roads of Kuitun, whether on foot, on bicycle, bus or other mode of transport.
- Ethnic minority people living in Kuitun are very interested to actively participate in the Project and have looked upon this Project so far as representing the first opportunity they have had to offer their opinions on what Kuitun could or should look like in the future to render it more habitable for everyone.

28. Ethnic minority women in particular affirmed much of what mixed groups of women and men affirmed but were more positive in the following areas:

- Road safety and personal security are very important issues. Improved street lighting according to ethnic minority women in Kuitun not only makes it safer for them to walk along city roads at night-time but also safeguards them from motorized vehicles that drive too fast. However, they expect that the Traffic Department should more vigorously enforce traffic rules and punish road users who constantly violate these rules.
- Public toilets are welcome for all ethnic minority women (for Muslims as long as they are sensitively designed as well) because unlike men who appear to be able to at least urinate in public (which women disagree with) it is not possible for women to do so.
- Improved solid waste management is not just about rendering Kuitun cleaner and greener but also reducing the threat of infectious diseases in local communities, especially among children who are prone to play in close proximity to uncollected garbage.
- Offering jobs, even unskilled jobs is very welcome because there are not enough paid jobs in Kuitun and ethnic minority women are very keen not only to gain paid employment but become more skilled workers so they can earn higher pay. Ethnic minority women in Kuitun do not want government

“hand-outs” but real jobs that pay well enough for them to assist in properly caring for their immediate family members.

- Women would like to participate in the Project and expect now that the PMO has extended them the opportunity to offer their opinions that during Project implementation they will be further consulted.

29. Poorer and more vulnerable ethnic minorities in Kuitun are more concerned about whether the Project can create jobs that will be offered to them. While they accept the positive impacts as seen by other ethnic minority peoples who are neither poor or vulnerable they expect that some of the jobs, both directly and indirectly, should be offered to them. They also expect that they should be provided with relevant training.

30. However, all ethnic minority groups consulted argued that this Project as a stand-alone project would not bring about all the livelihood improvements they desire both now and for the next generation but they are realistic enough to understand that (i) not everything can be achieved via just one project and (ii) it is also up to them to work as closely as possible with local city government to determine other priorities to make Kuitun a more habitable place to reside in.

D. Ethnic Minority Development Action Plan

31. 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 household SES of Kuitun and the series of participatory consultations with a cross-section of different ethnic minority groups, and after evaluating the positive and negative impacts on ethnic minorities induced by Project construction and fully consulting with all related stakeholders these EMDP measures have been prepared. The EMDP includes poverty reduction measures focusing on employment creation, women's participation and enhancement, public transport improvements, and environmental sanitation improvements.

1 Enhancement Measures to Strengthen Benefits of Project for Ethnic Minorities

a. Employment of the Local Labor Force:

32. There will not be a large number of jobs directly created by this Project because of the limited nature of the civil works. However, at least 70 unskilled jobs will be directly created worth an estimated CNY 1,162,000 per annum. It is estimated that another 150 unskilled jobs be created indirectly worth an estimated CNY 2,980,000 per annum. For each ethnic minority person employed either directly or indirectly this represents a per annum income of CNY 16,600 or the equivalent of US\$ 2,391 or US\$6.5 per day. This would lift all ethnic minority households currently living in poverty, including relative poverty of the equivalent of US\$2 per day, per capita out of poverty, albeit on a temporary basis. However, it also provides cash income that would not otherwise exist for the beneficiaries of this Project and because the wage earnings are considerably in excess of the average wage that most ethnic minority people earn it would enable savings to be used for other livelihood improvement needs. Targets at 40% of all Project-related employment (with 20% of jobs for women) have been set to ensure that ethnic minority people are employed on the Project and the PMO will rigorously enforce these targets

b. Provision of Skill Training:

33. To ensure that ethnic minority peoples can also be employed in jobs at a higher skill level, including in this Project, it is proposed to provide skill training specifically in the field of road construction activities. This will include in areas such as the operation of pneumatic jack-hammers and drills, bitumen mixing techniques, leveling and preparation of road surfaces, topographic surveying techniques, culvert construction, and assessing construction quantities. However, skill training will also be provided in areas relevant to a Project such as this one based on realistic demand in the local workforce for people with higher skill levels than they have at present. The aim is to ensure that at least 50% of the skilled jobs can be filled by local people, including ethnic minority people.

c. Encouraging Women to participate in the Project:

34. Ethnic minority women have been encouraged to participate in the Project from the outset via the participatory consultations that they have been invited to. Measures include: (i) being invited to participate in the implementation, monitoring and evaluation of the Project, including an important role to determine whether the Project activities in practices (e.g. installation of street lighting or channelization of vehicular traffic) actually reflect the Project's agreed upon design in Kuitun; (ii) offered the opportunity to be employed directly as unskilled workers (or skilled workers if already skilled); (iii) offered training to be up skilled in relevant Project-related skills; (iv)

provided with additional training in the Chinese language to enhance employability on both the Project and for other livelihood improvement activities; (v) training in the showcasing of their local cultural traditions for both preserving culture and income-generation purposes; (vi) guarantee of employment in the cultural center that will be partly financed under this EMDP; and, (vi) training in the preparation, handling and serving of local foods.

2 Measures to Mitigate Negative Impacts of Project for Ethnic Minorities

a. Road Construction Safety

35. Bilingual “caution” signs and a “reduce speed” section at the road entrance and exit signs, crossing sites, turning sites, and on roads near schools, markets, and affected workplaces will be erected. Unlike the EMDP for the Xinjiang 1 Project (specifically the Kanas Environmental Improvement and Recovery Infrastructure Project) it is not considered necessary to erect signs in other ethnic minority languages because of the non-rural nature of Kuitun (has a very small peri-urban area) and an assessment that other ethnic minority peoples apart from older Uyghur are literate in basic Chinese. Nevertheless, to ensure that there are no misunderstandings the EMDP has secured agreement that using clearly understood symbolic images denoting that caution by local road users will be necessary. Schools will also be instructed to ensure that students understand caution is necessary, information flyers will be posted around the city, and local radio and television will alert residents of Kuitun, including in ethnic minority languages, of the possible dangers posed during road construction.

b. Road Construction Nuisances

36. During road construction there will be heightened noise levels, a greater nuisance posed by dust, and possible danger to local people posed by the use of construction machinery. The EMP addresses measures to ensure noise levels are kept within acceptable limits (e.g. ensuring that all equipment used does not exceed acceptable noise levels) and nuisances created by dust are mitigated (e.g. daily watering of roads under construction). The Project will also ensure that during Friday Prayers or on other important occasions work will not be conducted within 500 meters of the mosque or other sites. The EMDP will also ensure that ethnic minority peoples have the right to question contractors should they not desist with construction activities as agreed upon.

c. Disposal of Construction Waste

37. A certain amount of waste will be generated as a result of road construction activities and arrangements have been made to ensure contractors promptly dispose of this waste, especially waste of a hazardous nature (e.g. old pavement rubble). This solid waste will be discharged in fixed allocated sites to minimize environmental pollution and away from residential areas, including the small peri-urban areas where most of Kuitun’s ethnic minority population is to be found. Portable toilets will also be installed to ensure the public hygiene of construction workers.

d. Awareness of Ethnic Minority Cultures

38. In areas of Kuitun where there is a significant concentration of ethnic minority groups every attempt will be made to ensure that workers employed are aware of local cultural traditions and treat the local population with dignity and respect.

e. Environmental Impacts in Project Construction

39. During construction, some issues are addressed in the loan assurances to minimize noise and protect trees, farmland from grind. Temporary garbage collections will avoid pollute environment. All relevant environmental, occupational safety and health standards are met through environmental management plan implementation. In order to not affect construction, builders should walk in appointed pavements which should be built 1m away from new road border. Road surface should be flat and not affect passerby. In order to guarantee pedestrian' safety, prominent signs should be put 2m ahead of pavements if direction changes.

f. Disturbances to Ethnic communities

40. Disturbance to mosque area, problems with workers regarding respect of local traditions and religious activities, difficulties in communication: Restrictions on construction activities within 500 meters of the mosques on Fridays will be enforced .Information and awareness raising materials about ethnic minority traditions and culture will be distributed to workers and the effectiveness of this information outreach will be monitored.

g. Public Health

41. The public sanitation problem in construction site is the disposal of garbage. The measures include: to stack and dispose garbage together; no littering policy; setup some public toilets; dustproof to prevent air pollution.

42. The PMO will work in conjunction with the Bureau of Public Health to ensure that specific actions for the control of transmissible diseases are undertaken for the construction of the Project. Kuitun City Government will implement this plan through cooperation with the Kuitun Centre for Disease Control (TCDC) which will take the lead role to plan, coordinate and monitor activities in each county. TCDC has demonstrated strong support for this action plan and has prepared proposals for ensuring that labor contractors disseminate information and training on HIV/AIDS and STD prevention to workers employed on Project-related construction activities. Both verbal and written assurance has been obtained from the PMO that provisions related to such activities will be explicitly stipulated in all works contracts.

h. Road Safety Education

43. To reduce accidents and improve road safety the following measures will be implemented:

(a) Technical measures

- (i) In Hebukesaiier Street and South ring road, adding street nameplate, speed limit sign, stop sign, mark line, traffic signal lamp, monitoring equipments, night illuminance equipments and partitioning pavement and non-mobile vehicles way.
- (ii) In Emin Street and South ring road, adding street nameplate, speed limit sign, stop sign, mark line, night illuminance equipments, and partitioning pavement and non-mobile vehicles way.
- (iii) In Akesu Street and Tacheng Street, adding traffic signal lamp, monitoring equipments, night luminance equipments, and partitioning pavement and non-mobile vehicles way.

- (iv) In Kashi Street, Tacheng Street and Wusu Road crossing set up traffic signal lamp, monitoring equipments, night luminance equipments, and partitioning pavement and non-mobile vehicles way.
 - (v) In crossing of Wusu Street and South ring road adds street nameplate, speed limit sign, stop sign, and mark line, traffic signal lamp, monitoring equipments, night luminance equipments, and partitioning pavement and non-mobile vehicles way.
- (b) Road Safety Education
- (i) Policemen (both Han and Uygur) of traffic police battalion will work with local schools to ensure the school-age students have a better understanding of not current traffic regulations but how to use the roads so that all may benefit.
 - (ii) During local cultural events the Traffic Police will provide staff to run a stall that will distribute information to people attending as to how roads should be used more safely. This information will be made available in leaflets prepared in the Chinese, Uygur and Mongol languages.
 - (iii) Local media will be used on a regular basis to highlight the need for the population in Kuitun to be more careful road users and a mobile educational patrol will operate on a periodical basis.

3 Public Participation and Disclosure

44. In line with the project preparation phase participation, the Kuitun PMO and relevant stakeholders will undertake ongoing public participation. 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 Kuitun 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. 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 any unpredictable matters and ensure smooth construction and project implementation, a clear and efficient complaint and appeal channel has been outlined. Monitoring indicators related to participation and feedback has been incorporated into the plan.

Table 3 Public Participation Plan

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
Publish EMDP and project information booklet	Hand out Booklets	To be decided upon approval from EA and ADB in October 2008.	Kuitun PMO	Representatives Of Ethnic Minority Groups	Discuss EMDP action plan, appeal channels
Monitoring and	Family	Dec.2008	Kuitun PMO	Sample	EMDP Implementation

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
evaluation	interview Institution interview	-June. 2011	and Towns and villages		

EMDP = ethnic minority development plan, PMO = project management office, RP = resettlement plan.

4 Grievance Procedures

45. Because the Project is also seeking to ensure that ethnic minority people in Kuitun 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) poverty and vulnerability indices; (ii) gender and current employment/unemployment status; and, (iii) other factors such as expressed willingness to be employed. If local communities feel 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.

5 Implementation Agencies and Investment

46. The EMDP to be implemented are either included in Project investment or in local government development budgets. The implementation agencies and capital sources are shown in Table 4.

Table 4 Budget of EMDP

No	Risks and Proposed Actions	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing
A	Mitigation Measures	0.65 million			
1	Eliminate and Mitigate Negative Impacts Caused by Project Construction	0.2 million	Project Contract	Project contractors and PMO and affected communities	2009-2013
2	Alleviate the Disturbances to the Ethnic Communities	0.2 million	Project Contract	Project contractors and PMO and EAB	2009-2013
3	Public Health	0.2 million	Project Contract (0.15) TCDC(0.05)	Project contractors and PMO and KCDC	2009-2013
4	Traffic safety education	0.05million	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities/village committee	2009-2013
B	Project Benefit Enhancement Measures	4.45million			
1	Optimizing the Design of West Region Flavor Garden in Kuitun to Show Minority Culture	1 million	PMO, Design institute Ethnic Religion Bureau	PMO, people's committee, community	2009-2013
2	Employment of Local Labor Force	0.6 million	Project Contract	Project contractors and PMO and SSB	2009-2013
3	Women's Participation	0.05 million	Capital of Kuitun women's 11 th Five Year Development Plan. plan (0.05)	Project contractors and PMO and WF	2009-2013
4	Promote Public Participation	0.05 million	project management fee	PMO, township government and community/village committee	2009-2013
4	Expand the Coverage Area	0.6 million	Investment of bus and	Bus company and	2009-

No	Risks and Proposed Actions	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing
	of Bus Corporation and Taxi Corporation		taxi company	transportation bureau	2013
5	Strengthen Assistance for Vulnerable Groups	0.05 million	poverty alleviation fund of civil administration bureau	PMO, township government and community/village committee	2009-2013
6	Skills Training	0.1 million	Annual skill training budget of Labor and Social Security Bureau	PMO WF and LSSB	2009-2013
7	Utilization of Local Building Materials and Transportation Resources	2 million	Project Contract	Project contractors and PMO	2008-2010
	Total	5.1million			

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

47. 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.

1 M&E Method

48. 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.

2 Terms of Reference for EMDP Monitoring and Evaluation Implementation

49. 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;

50. Investigation and statistics to measure progress against all indicators of EMDP M&E, including 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.

Table 5 Monitoring Indicators for EMDP M&E

No	Mitigation/Reinforcement Measures	Monitoring Indicators
A	Mitigation Measures	
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	<ul style="list-style-type: none"> ➤ Number of complaints by residents, regarding project construction disturbances ➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area
3	Alleviate the Disturbances to Ethnic Minority Communities	<ul style="list-style-type: none"> ➤ The number of complaints from ethnic minorities, as a result of project construction; ➤ The extent of acquaintance of ethnic knowledge of workers, local ethnic minority satisfaction with the project.
4	Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities	<ul style="list-style-type: none"> ➤ 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.
5	Road safety education	<ul style="list-style-type: none"> ➤ Number of ethnic minority people participating in road safety education programs and decrease in accident rate including reduction in deaths and serious injuries.
B	Reinforcement Measures	
1	Employment of Local Labor Force	<ul style="list-style-type: none"> ➤ Skilled and unskilled job opportunities and the average wage level ➤ The number of hotels and restaurant added in construction period
2	Women's Participation	<ul style="list-style-type: none"> ➤ The number of women provided with training ➤ Number of job opportunities and average wage level attained by women in construction and operation period
3	Strengthen Public Participation	<ul style="list-style-type: none"> ➤ Time and site of the consultation activities ➤ Numbers of participants ➤ Focus of appeals ➤ Number of grievances successfully addressed
4	Strengthen the Coverage Area of the Bus and Taxi Corporations	<ul style="list-style-type: none"> ➤ Number of new bus lines ➤ Coverage to new resettlement areas and project lanes and roads to areas populated by ethnic minority groups ➤ Number of passengers ➤ Cost of gasoline per hundred kilometers
5	Strengthen Assistance for Vulnerable Groups	<ul style="list-style-type: none"> ➤ The number of households receiving assistance
6	Skills Training	<ul style="list-style-type: none"> ➤ Number of people trained ➤ Types of training ➤ Training expenditure
7	Utilization of Local Building Materials and Transportation Resources	<ul style="list-style-type: none"> ➤ The number of local enterprises which participated in the Project ➤ Consumption from the local market ➤ Job opportunities generated by the Project
		➤ Broad Social Development Outcomes

1	Poverty reduction of ethnic minority households	➤ Increase in household income and expenditure and reduction in households where per capita income less than equivalent of US\$2 per day.
2.	Increase in full-time waged employment and decrease in underemployment and unemployment	➤ Number of ethnic minority households where adult members able to find full-time waged employment
3.	Development of small and medium enterprises	➤ Number of small and medium enterprises created by ethnic minority entrepreneurs and/or employing at least one ethnic minority person.

3 M&E Implementation Procedure

51. The implementation procedure for EMDP M&E as undertaken by an external M&E agency is shown in chart 1.

4 EMDP M&E Agencies

52. EMDP M&E Agencies will implement an internal EMDP M&E mechanism and an external EMDP M&E mechanism. Internal monitoring will be undertaken by the project unit, while the external monitoring is contracted to an independent agency with relevant experience ensured by Kuitun PMO and endorsed by the ADB.

5 EMDP M&E Timeframe and Reporting

53. 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.

54. 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.

55. 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.

Chart 1: Technical Procedure of EMDP M&E Implemented by External M&E Agency