

# Ethnic Minority Development Planning Document

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

Prepared by the Government of Turpan 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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Turpan Roads and Environmental Improvement Component  
Of  
Xinjiang Urban Transportation and Environmental Improvement Project

Government of Turpan City  
November 2008

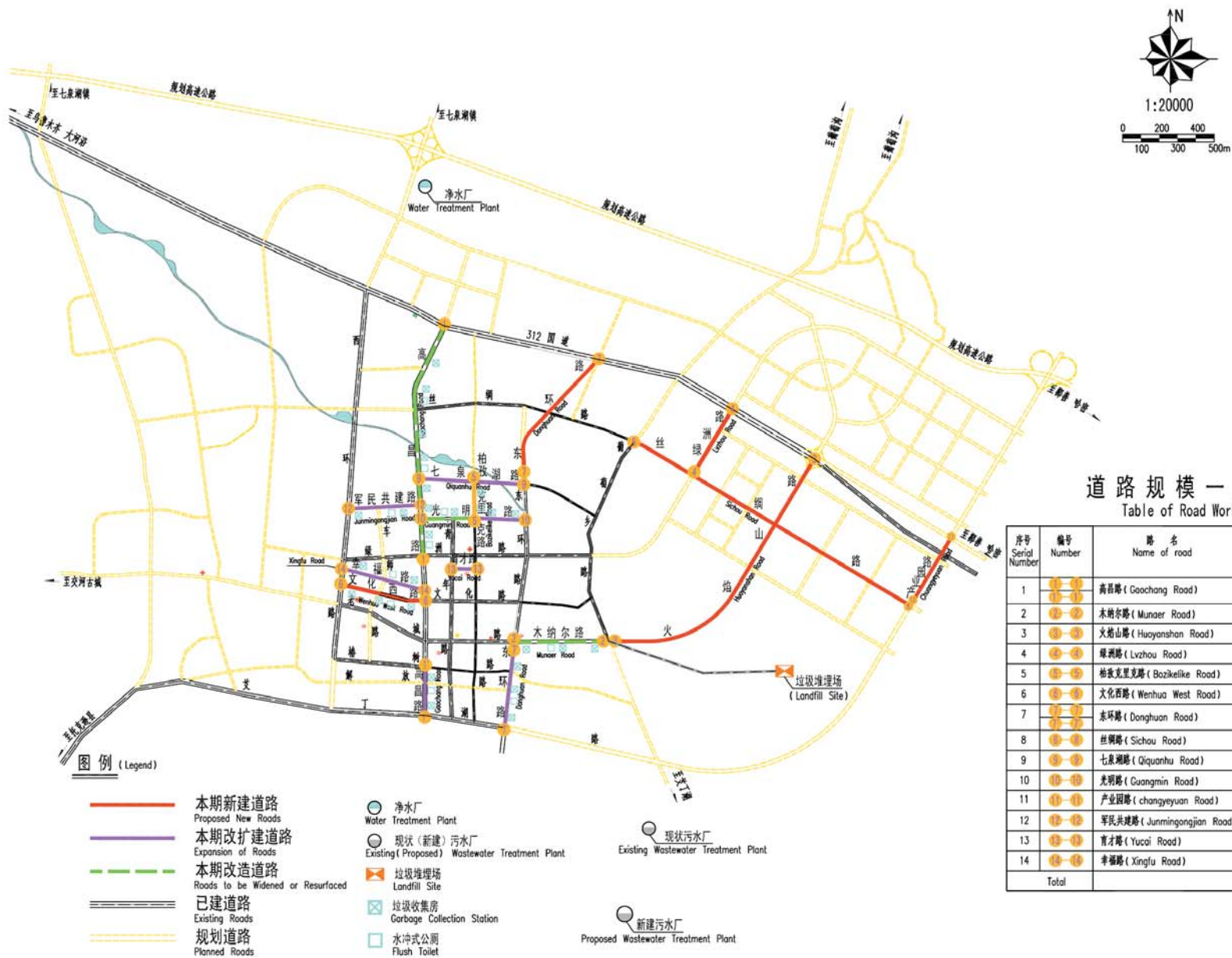
### **Affirmation Letter of the EMDP**

1. The Ministry of Finance has approved Turpan People's Government, which is located in Xinjiang Uygur Autonomous Region, to implement the Turpan 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 a key social safeguard instrument of the project, which is required 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. Turpan People's Government has empowered the Construction Bureau of Turpan to be responsible for the implementation of the project and compilation of the EMDP. Turpan 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 Turpan People's Government:  
Date:

## **ABBREVIATIONS**

ADB	–	Asian Development Bank
AP	–	affected person
EM	-	Ethnic minority
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
SES	=	Socio-economic survey
XUAR(G)	–	Xinjiang Uygur Autonomous Region (Government)
TCDC	–	Turpan Centre for Disease Control



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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 Turpan 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. 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**

The main components of the Turpan Roads and Environmental Improvement Project are: (1) Road construction, including 5 trunk roads, 7 secondary roads, and 2 branch roads. The length of urban roads is 22.76km and the total area is 0.7404 million m<sup>2</sup>, and (2) Environmental sanitation facilities, including 11 public toilets, 26 garbage collection units, 502 dustbins, 130 garbage containers, 5 garbage compaction trucks, 2 sprinkling vehicles and 4 street sweeper trucks.

### **3. Socio-economic profile**

Xinjiang Uygur Autonomous Region (XUAR) is an autonomous region of PRC with ethnic minority groups making up the majority of the population in the region. Turpan city is the capital of Turpan Prefecture. In 2007, the population was 263,200, among which 32% was non-agricultural population. Turpan's population consists of a number of ethnic groups. The most populous one is the Uyghur, with 78.6% of the population, followed by the Han and Hui. There are also small populations of Manchu, Mongol, Russian, Kazak, Xibo and Daur. The annual urban resident disposable income is CNY 7068 per capita, which is well below the Xinjiang average of 9,120. The annual net income of farmers and herdsmen was CNY 3777 per capita, which is well above the Xinjiang average of CNY 2737 per capita. There are 2170 households, 5164 persons or 6.7% of the non-agricultural population of Turpan receiving the Minimum Standard of Living (MSL) subsidy. The unemployment rate of urban register in Turpan is lower than 3.765%. The ethnic minorities are not concentrated in any particular occupational groups. But in the tourism and grape planting industries, the participation rate of ethnic minority groups is higher than the average level and ethnic-minority women have more participation than men. The enrolment rate of the nine-year compulsory education is close to 100%. The illiteracy rate in Turpan, as revealed by the household survey, is at 15%.

### **4. Project Benefits and Impacts**

The Social and Poverty Assessment (SPA) indicates that the overall positive impacts of the Project on minority people – who of course in the context of Turpan are clearly the majority population - will be almost the same as on the majority Han population. But the

minorities, especially Uyghur, will benefit more from the tourism because it is the unique Uyghur social and cultural characteristics of Turpan that attract a significant number of visitors. The Project involves resettlement and relocation due to demolition of houses and shops. Out of the 310 affected households, 304 households or 98% are ethnic minorities. The Resettlement Plan (RP) and the Environmental Management Plan (EMP) outline strategies for mitigation of negative impacts which will affect both ethnic minorities and Han people. In with cooperation with the Civil Affairs Department, the RP also outlines special funds which have been established to provide additional aid, including subsidies for daily life and medical care for vulnerable and ethnic minority groups. The Project Management Office (PMO) has agreed to the assurances obliging contractors to employ local labor and workers from vulnerable groups. Training in construction, language, and tourism are provided in the Project, through the coordination with other government and local stakeholders. Attention to ethnic minority cultural issues will be addressed through awareness building with workers and prohibiting construction near religious sites on particular days. HIV/AIDS information dissemination and education activities will be supported by the Project and the Turpan Center for Disease Control. The expansion of bus and taxi service will pay special attention to ensuring that public transportation is available at relocation sites where applicable and the improved roads and lanes, both of which are predominantly ethnic minority area.

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. The implementation of the Project will ensure that they have the opportunity to take advantage of Project benefits and that all the strategies developed will 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 the development interventions; and iii) make certain that ethnic minorities benefit from the development interventions.

## **5. Consultation and Disclosure**

During preparation, the affected people and ethnic minority populations have been consulted several times about the potential positive and negative impacts of the Project and participated in outlining actions to enhance the positive outcomes of the project. Other stakeholders consulted include (i) heads of affected person (AP) households, (ii) village heads and villagers' representatives, (iii) local government agencies and departments, and (iv) women and vulnerable groups. Being addressed through the strategies in this EMDP and the RP, the local population 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 land. From March to May 2008, a series of consultative meetings were held in Turpan and Urumqi to discuss and finalize the EMDP.

A Resettlement Information Booklet will be distributed to APs through the village offices/committee once the RPs are accepted to both the EA and ADB. 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 Turpan to present and discuss the final version of the EMDP after ADB approval. Notices and meetings will ensure participation and information disclosure relating to 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 the APs to participate in the additional resettlement activities such as skills training. In particular, ethnic minorities will be invited to participate in the formulation of compensation standards and relocation plans. 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 ensure smooth project implementation and to address unforeseen circumstances, 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 have been incorporated into the plan.

## **6. Implementation/Institutional Arrangements**

The Turpan city government and the Executing Agency will be responsible for implementing the EMDP; the Turpan Ethnic Affairs Bureau will provide support to coordinate, advise 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 Turpan 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 of the project component. The Project Leading Group will have a member responsible for EMDP implementation.

## **7. Budgeting and Financing Sources**

Implementation of the EMDP does not require a separate budget. The initial estimate for EMDP implementation is CNY 5.48 million. The required funding is mainly from project investment funds (including design and planning funds, resettlement consultation funds, construction and installation funds, resettlement plan funds and environmental protection funds), local government budgets at various levels and the operational plans of relevant departments. Local government agencies will also collaborate with actions taken by EA and Turpan city government. Local government staffing and related costs are covered by the local government administrative budgets.

## **8. 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 Turpan city government and an independent organization will be hired in conjunction to perform the external monitoring on the RP implementation to provide independent advice on progress, impacts and outcomes. The Terms of Reference for external monitoring is 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) 2.28 million	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
<b>A Mitigation Measures</b>								
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	1,436 EM APs in 305 households	1.48 million	Design Contract and Resettlement Consultation Contract	Resettlement Consultation Unit and PMO	2007.11 -2008.8	<ul style="list-style-type: none"> <li>➤ Prepare RP in consultation with AP and EM</li> <li>➤ In-depth 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.</li> <li>➤ Number of appeals and grievances related to resettlement by ethnic minorities</li> </ul>
2	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	2009 -2013	<ul style="list-style-type: none"> <li>➤ Ensure construction machines are correctly operated, with special attention to noise mitigation.</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</li> <li>➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area</li> </ul>
3	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"> <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 with involvement of the Commission for Ethnic and Religious Affairs.</li> <li>➤ Use of vocational interpreters to facilitate communication</li> </ul>	<ul style="list-style-type: none"> <li>➤ The number of complaints from ethnic minorities, as a result of the project construction;</li> <li>➤ The extent of acquaintance of ethnic knowledge of workers</li> </ul>

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
							among the units involved in the project construction and local ethnic minorities/workers.	
4	Public Health	Construction workers Sex workers Tourists	0.3 million	Project Contract (0.25) TCDC (0.05)	Project contractors and PMO and YCDC	2009-2013	<ul style="list-style-type: none"> <li>➤ Provision of waste bins in the construction area, waste collection and transportation procedures, and provision of on-site toilets for men and women.</li> <li>➤ Air pollution measures such as dust dampening.</li> <li>➤ Contract with YCDC to implement a health action plan to prevent the spread of HIV/AIDS, STIs and other diseases</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of HIV/AIDS prevention and awareness efforts targeted at EMs and disaggregated by gender</li> <li>➤ Numbers of EMs reporting improvements in health disaggregated by gender</li> </ul>
5	Traffic safety education	EM communities and schools near the roads	0.1 million	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities / village committee	2009-2013	<ul style="list-style-type: none"> <li>➤ Bilingual Road signs</li> <li>➤ Traffic safety education to communities and schools</li> </ul>	<ul style="list-style-type: none"> <li>➤ Numbers participating in traffic safety education disaggregated by age and gender</li> <li>➤ traffic accident rate of Ems</li> </ul>
<b>B</b>	<b>Project Benefit Enhancement Measures</b>		<b>3.2 million</b>					
1	Employment of Local Labor Force	200 direct jobs and 600 indirect jobs 80% of the jobs to be provided to the EM with 40% of the jobs to EM women	1 million	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</li> </ul>	<ul style="list-style-type: none"> <li>➤ Skilled and un-skilled job opportunities and the average wage level for EM groups disaggregated by gender</li> </ul>

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
2	Women's Participation	Women in project area, especially the ethnic minorities	0.15 million	RP (0.1), Capital of Turpan women's 11 <sup>th</sup> Five Year Development Plan. Plan (0.05)	Project contractors and PMO and ACWF	2009-2013	<p>skills training related to project construction.</p> <p>➤ The project has set a target of 40% direct female ethnic minority employment. 50% of project training is to be undertaken by women.</p> <p>➤ The WF will provide training to women on income-generating activities, and especially on the tourism industry, such as food preparation and handicraft making.</p>	<p>➤ Number of EM women provided training</p> <p>➤ Number of job opportunities and average wage level of Emwomen in construction and operation period</p>
3	Promote Public Participation	Residents in project area	0.5 million	RP	PMO, township government and community / village committee	2008-2013	<p>➤ Full disclosure and implementation of the participation plan.</p>	<p>➤ Time and site of the consultation activities</p> <p>➤ Numbers of Emparticipants</p> <p>➤ Focus of appeals</p> <p>➤ Number of grievances successfully addressed</p>
4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	Increasing 20 bus lines in 2010.	1 million	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013	<p>➤ Implementation of bus and taxi service corporation expansion plans to increase service areas and service new resettlement areas.</p>	<p>➤ Number of new bus services to EM areas</p> <p>➤ Coverage to new resettlement area, and project lanes and roads in EM areas</p> <p>➤ Number of EM passengers</p>
5	Strengthen Assistance for Vulnerable Groups	MSL households and women-headed households	0.1 million	RP	PMO, township government and community / village committee	2009-2013	<p>➤ 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 Turpan Environmental Protection Department will endeavor to employ these</p>	<p>➤ Number of EM households receiving assistance</p>

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
							persons in infrastructure maintenance such as roadside planting and cleaning work.	
6	Skills Training	All APs	0.3 million	RP	PMO WF and LSSB	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 Chinese language.</li> <li>➤ Training on driving.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Number of EM people trained disaggregated by gender</li> <li>➤ Types of training undertaken by EM and disaggregated by gender</li> <li>➤ Cost of training for courses undertaken by EM and disaggregated by gender</li> </ul>
7	Utilization of Local Building Materials and Transportation Resources	Residents in project area	0.6 million	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 EM local enterprises participating in the Project</li> <li>➤ Consumption from the local market</li> <li>➤ Job opportunities for EM people generated by the Project</li> </ul>
<b>Total</b>			<b>5.48 million</b>					

AP = affected person, EAB = Ethnic Minority Affairs Bureau, EM = ethnic minority, MSL = minimum standard of living, PMO = project management office, PMU = project management unit, RP = resettlement plan, LSSB = Labor and Social Security Bureau, WF = Women's Federation, TCDC = Turpan Centre for Disease Control.

## **1. Ethnic Minority Development Plan**

### **1.1 Project Description**

1. Turpan Prefecture is located in the east of Xinjiang Uygur Autonomous Region and is strategically located between northern and southern Xinjiang. Major road and rail links traverse the prefecture. There is no civil airport in this prefecture. The actual city of Turpan is a country-level city 187 kilometers distance from Urumqi, the administrative capital of XUAR. The population of Turpan in 2007 was 263,200 people and it is the second smallest city of the five cities included in this Project.

2. Turpan, which means “land of fertility and opulence” because of its 2,000 years old underground irrigation system known as the karezes that has provided grapes and melons in what otherwise is a desertified environment (where rainfall is less than 40cm per annum and temperatures in July can rise to 55C) was originally known as Gushi. Historically Turpan was on the strategic Silk Road linking China with Central Asia and beyond and while it is now the most quintessentially Uygur city after Kashgar in southern Xinjiang it was not always a Uyghur Muslim city: the Bezeklik Thousand Buddha Caves to the south of present-day Turpan are evidence of this.

### **1.2 Project Components**

3. The ADB Financed Xinjiang Municipal Infrastructure and Environmental Improvement Project, Turpan Roads and Environmental Improvement Component includes: (1) Roads: Construction of 14 urban roads and associated infrastructure of roads. Including 5 trunk roads, 7 secondary roads, and 2 branch roads, The length of urban roads is 22.76km and the total area is 0.7404 million m<sup>2</sup> (See Table 1-1) and (2) Environmental sanitation facilities, including 11 public toilets, 26 garbage collection units, 502 dustbins, 130 garbage containers, 5 garbage compaction trucks , 2 sprinkling vehicles and 4 street sweeper trucks.

### Table 1-1 Proposed Main Roads of the Project

No.	Road name	length (m)	width (m)	motorway width(m)	Greenbelt (m)	Non-motor (m)	Greenbelt (m)	Pavement (m)	Greenbelt (m)	pipe channel (m)	Culvert (each)	remark
1	Gaochang	2843.59	46	20	5.5+2.5	2×3.0	3.5+2.5	2×3.0	--	—	—	upgrade( road surface) upgrade
		656.34	21	16	2×2.5	-	-	--	--	51	1-2m culvert	
2	Munaer	1150.55	39	16	2×2.5	2×3.5	2×2.5	2×3.0	--	—	—	upgrade
3	Huoyanshan	3544.77	27	16				2×3.0	2×2.5	—	—	new
4	Lvzhou	870.76	27	16		--	--	2×3.0	2×2.5	68	—	new
5	Bozikelike	445.21	39	16	2×2.5	2×3.5	2×2.5	2×3.0	--	34	—	upgrade
6	West wenhua	1044.73	39	16	2×2.5	2×3.5	2×2.5	2×3.0	--	—	—	new
7	Donghuan	1715.34	41	21	2×3.0	--	--	2×4.0	2×3.0	68	—	new
		1039.23	41	21	2×3.0	--	--	2×4.0	2×3.0	44	—	upgrade
8	Sichou	3842.56	27	16				2×3.0	2×2.5	44	—	new
9	Qiquanhu	1262.06	34	15	2×3.0			2×4.0	2×2.5	44	1-4m culvert	upgrade
10	Guangming	1260.66	40	16	2×3.0	2×3.5	2×2.5	2×3.0	--	—	—	upgrade
11	Xingfu	1033.19	10	10	--	--	--			—	—	upgrade
12	Chanyeyuan	872	27	16				2×3.0	2×2.5	34	—	new
13	Junmingongjian	885.97	28	12	2×2.5			2×3.5	2×2	34	—	upgrade
14	Yucai	291.19	17	8	--	--	--	2×4.5	--	—	—	upgrade
<b>Total</b>		<b>22758.15</b>								<b>574</b>	<b>2</b>	



### 1.3 Project Benefits

4. The project is in an area with a significant concentration of ethnic minorities, which is included in the Ethnic Minority Development Scheme and related projects of the local government and the Tenth Five-year Scheme proposed by the National Government. The project will improve the infrastructure in the project area, create 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, especially in the relation to improved intra-city transport links and environmental health.

5. The overwhelming majority of AP are from the Uyghur ethnic minority group. Measures adopted by the local government, as well as implementation of the Project RP and this EMDP, aim to alleviate or avoid such negative impacts and guarantee the ethnic minorities would benefit from the project. Project specific actions outlined in the assurances will allow targeted ethnic minorities and vulnerable groups to have direct and indirect job and skills training opportunities.

### 1.4 Project Investment and Construction Period

6. The total project investment is CNY 236.4004 million, which includes an ADB loan for 21 million dollars or 55% of the total. 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 include all construction and commissioning.

### 1.5 Objectives of the EMDP

7. 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 outlines the measures that are being taken, which include: (i) improvement of living conditions; (ii) poverty reduction; (iii) employment promotion; and, (iv) the 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.

### 1.6 Policy Framework

#### 1.6.1 Major Policy Framework

8. 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 People*

- *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*

#### 1.6.2 Ethnic Minority Policy Analysis – PRC and ADB

9. All relevant policies and laws and regulations of PRC are comparable with ADB objectives, that is, centred 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 of the Project Area

### 2.1 Socio-Economic Profile of Turpan City and Project Areas

10. Turpan is the political, economic, and cultural and transportation center of the Turpan region and located in the middle-east of XUAR, southern slope of Bogda peak, Tian Shan and the middle of Turpan Basin. Turpan is 182km away from Urumchi. The total territory of Turpan is 13689.71 km<sup>2</sup>, and the urban area is 14.9 km<sup>2</sup>. There are 7 towns, 2 townships, 2 state-owned farms, 2 sub-districts, 60 administrative villages and 18 urban communities in Turpan. In 2006, the annual production value was CNY 2.99 billion, increased by 20.2% from 2005. The local financial income was CNY 247 million (excluding fund), increased by 31%.

11. According to the results of the household survey (166 households, 764 persons), the average household size in Turpan is 4.6 persons: 4.9 persons for minority families and 3.7 persons for the Han. Most Han families were nuclear (parents and children), but for minority families, many household head's parents living in the same house. The annual urban resident disposable income was CNY 7068 per capita, which is well below the Xinjiang average of CNY 9120 per capita. However, the annual net income of farmers and herdmen is CNY 3777 per capita, and this well above the Xinjiang average of CNY 2737 per capita. The most common asset of households was television (97.59%), followed by refrigerator (93.37%), mobile phone (86.14%), washing machine (85.54%) and DVD player (75.9%). Ownership of other appliances was low, such as 27.11% for computer. Only 52.41% of houses had a flush-type toilet and 43.98% use dry latrines or public toilets. Households were selected at random to ensure statistical representation with some bias towards households likely to be affected by resettlement. However, because the purpose of the survey was also to acquire socio-economic data on all ethnic minority groups not just APs a systemic attempt was made to avoid bias.

12. According to the HH survey, in project areas, the average income per household was CNY 2803, among them, salary and grape planting income accounting for 46% and 25% respectively. Average household expenditure per month in Turpan is CNY 1371 (49% of average household income). Households spent on average 38% of their monthly expenditure on food. But for the poor population, this rate reached 45% and in the families with female householders this rate reached 48%.

### 2.2 Population and Ethnic Minority Distribution

13. In 2006, there were 74,400 households in Turpan, with the total population of 263,200 with a ratio of 100:97 for men and women. Among them, the non-agricultural population is 84,600, accounting for 32%. The birthrate is 15.68‰, mortality is 6.22‰ and natural growth rate is 9.46‰. Turpan's population consists of 29 nationalities, including Uygur, Hans, Kazak, Hui, Mongolian, Xibo, Manchu and Russian. They live primarily in mixed communities. The minority population of Turpan is 207,289, which is 85.95% of the total population. The Uygur is the main minority, with a population of 186,781, which is 71% of the total population. (See Table 2-1)

**Table 2-1 Population Distribution of Ethnic Minority Groups In Turpan**

No	Ethnic group	Population	Percentage
1	Uygur	186,781	70.97%
2	Hui	19,538	7.42%
3	Kazak	30	0.01%
4	Xibo	24	0.01%
5	Uzbek	8	0.00%
6	Manchu	164	0.06%

No	Ethnic group	Population	Percentage
7	Mongolian	108	0.04%
8	Russian	50	0.02%
9	Others	586	7.42%
		207,289	85.95%

14. It needs to be noted that in Turpan as in the other four cities in the Project different ethnic minority groups live alongside one another although there is a tendency for the Han and to some extent the Hui to be concentrated in the downtown areas of Turpan. The ethnic minority found in Turpan that is considered indigenous to XUAR is of course the Uyghur but this group shares similar religious beliefs and practices in Islam as the Kazaks, Uzbeks and Hui who are also found in Turpan. The other ethnic minority groups are not considered indigenous to XUAR although because of their distinct culture and language are quite different to the Han. The Uyghur in Turpan are less likely to be able to speak Chinese, especially older Uyghur women although among younger Uyghur women most can at least converse in Chinese. However, the other ethnic minorities can all at least converse in the Chinese language and for the Hui the Chinese language is effectively its mother tongue. What differentiates the Hui in Turpan from the Han, as in the other four Project cities, is its Islamic religious beliefs.

## 2.3 Employment and Income

15. In 2006, the registered unemployment rate in Turpan was 3.65%. By the end of 2006, the total number of employed persons was 24,105 (excluding the persons employed by individual and private units), and among them the ethnic minorities were 11,435 or 47.44%, female employed population were 10,762 or 44.65%. Employment by sectors for ethnic minority groups shows that ethnic minority employed persons engaged in all 19 sectors in Turpan for 2006 (see Table 2-2). However, there were some significant decreases in the numbers of ethnic minority peoples in some sectors.

**Table 2-2 Employment by Sectors for Ethnic Groups**

Grouped by Sectors	Ethnic Minority employed persons		Increase	%
	2005	2006		
<b>Total</b>	<b>12,731</b>	<b>13,324</b>	<b>593</b>	<b>4.66</b>
1. Farming, Forestry, Animal Husbandry and Fishery	701	839	138	19.69
2. Mining	-	-	-	-
3. Manufacturing	22	21	-1	-4.55
4. Production and Distribution of Electricity, Gas and Water	661	874	213	32.22
5. Construction	6	4	-2	-33.33
6. Transport, Storage and Post	515	495	-20	-3.88
7. Information Transmission, Computer Service and Software Industries	95	76	-19	-20
8. Wholesale and Retail Trade	106	56	-50	-47.17
9. Accommodation and Catering Services	7	0	-7	-100
10. Financial Intermediation	154	128	-26	-16.88
11. Real Estate	53	48	-5	-9.43
12. Leasing and Business Services	19	16	-3	-15.79
13. Scientific Research, Technology Service and Geological Prospecting	216	226	10	4.63
14. Water Conservancy, Environment and Public Facility Management	109	97	-12	-11.01
15. Services to households and Other Services	-	-	-	-
16. Education	2,935	3,259	324	11.04

17. Health, Social Security and Social Welfare	962	826	—136	—14.14
18. Culture, Sports and Entertainment	277	223	—54	—19.49
19. Public Management and Social Organizations	2,958	2,877	—81	—2.74

Source: Turpan Official City Statistics, 2007.

16. Table 2.3 overleaf demonstrates that much of the paid employment is in four sectors – tourism, government administration, agriculture, and public services – and the poorest population are those undertaking casual day labor, small business, and the disabled. Males irrespective of ethnicity are more likely to be employed in tourism and state enterprises while females are more likely to be employed in government administration and agriculture than males. However, in relation to casual day labor males are more likely to be employed than females, more so for ethnic minority males and poverty levels are higher among such households as a result.

**Table 2-3 Employment for Ethnic Groups**

	Total Population		Ethnic Groups		Household Poverty	
	M	F	M	F	M	F
Tourism Related	31.51	26.39	34.41	30.63	0.00	0.00
State Enterprises	11.58	8.68	10.53	6.76	0.00	0.00
Private Enterprises	2.57	1.74	2.43	1.80	0.00	0.00
Government Services	14.47	17.01	14.57	18.02	0.00	0.00
Small Business	8.68	6.60	9.31	4.95	30.00	16.67
Stall Keepers	1.61	2.43	1.62	0.90	0.00	0.00
Agriculturalists	14.15	16.67	13.36	18.47	0.00	0.00
Casual Day Labor	4.82	3.82	9.31	2.70	40.00	25.00
Other Employment	2.89	1.39	2.83	1.35	0.00	0.00
Retired	2.25	2.08	2.02	1.80	0.00	0.00
Disabled	0.00	1.04	0.00	1.35	0.00	16.67
Not Specified	2.57	1.74	2.43	1.80	0.00	8.33

Source: Household Socio-Economic Survey, March 2008.

17. In Turpan, per capita income in ethnic minority is higher than the average level. Table 2-4 shows that the income of ethnic minority is 4% higher than the average level.

**Table 2-4 Income and Expenditure**

Income And Expenditure	Average	Ethnic Minority Household	Poor Households	Female Headed Households
Income per month (CNY)	2803	2921	894	1483
Expenditure per month (CNY)	1371	1267	542	912
The percentage of expenditure to income	49%	43%	61%	62%
Food Expenditure Percentage	38%	40%	45%	48%

Source: Household Socio-Economic Survey, March 2008.

## 2.4 Education

18. Turpan has 100 schools with a total of 39,705 students. Among them, 115 primary schools with 52,645 students, including 18,909 minorities students; 57 junior high with 27,665 students, including 10,219 minorities students; 26 high schools with 11,353 students, including 3,849 minorities students; and, 93 ordinary schools with 39,018 students, including 14,068 minorities students. There are 3,916 teachers, including 3,646 full-time teachers. Among them, 1,917 for primary schools and 1,729 for ordinary schools. In nine-year compulsory education, enrollment rates and completion rates of ethnic minority students and female students are both close to 100%. (See Table2-5)

**Table 2-5 Enrollment Rate and Completion Rate**

Level Of School	Enrollment Rate			Completion Rate		
	Average	Minority	Female Minorities	Average	Minority	Female Minorities
Primary school	99.84%	99.8%	99.97%	100%	100%	100%
Junior High	96.96%	96.95%	96.98%	99.64%	99.1%	99.7%
Senior High	42.12%	38.85%	40.01%	91.27%	88.62%	90.10%

Source: Turpan City Official Statistics, 2007.

19. As the above table demonstrates, while the completion rates for senior high school are quite high, the actual enrolment rates are quite low. However, the differences between the Han and ethnic minority groups in Turpan are not that significant. The above table also demonstrates that the enrollment rate and completion rate of female ethnic minorities slightly better than average for ethnic minorities as a whole.

20. Table 2-6 demonstrates there is quite a high degree of illiteracy among the population in Turpan, with females more likely to be less literate than males,. It needs to be noted that the literacy rate of older women and men is lower than younger men and women. Today most children attending school can complete junior high school and claim literacy in the Chinese language, and the Uyghur language for Uyghur. Hence Uyghur children attending school are far from disadvantaged and indeed have a linguistic advantage over other ethnic groups in Turpan. For females in particular irrespective as to their ethnicity the real issue is to what percentage of the female population is able to undertake graduate education, but for university education, ethnic minority groups appear to fare somewhat better than the overall population.

**Table 2-6 Education by Ethnic Group**

	Total Population		Ethnic Group	
	Male	Female	Male	Female
<b>Illiterate</b>	14.1%	16.6%	14.6%	17.3%
<b>Primary or less</b>	31.8%	31.0%	29.6%	26.5%
<b>Junior High</b>	24.7%	24.2%	23.8%	23.4%
<b>Senior High or Technical College</b>	20.7%	18.8%	20.4%	18.3%
<b>Junior College</b>	5.8%	4.9%	5.5%	8.1%
<b>University</b>	2.5%	4.6%	5.5%	6.1%
<b>Graduate</b>	0.3%	0.0%	0.3%	0.0%

Source: Turpan City Official Statistics, 2007.

21. Community consultations in Turpan did point out the demand from minority communities, who currently undertake their education in their own languages, for education

using the Han Chinese medium. This is because minorities keenly feel the disadvantage of inadequate Chinese language skills when they are competing for jobs in the formal labor market. Employers too, noted their frustration in trying to employ more minorities but having communication problems with their workers. Many government bureaus interviewed noted language training courses provided by them to boost employment skills were popular among the unemployed. As a tourist city, employment offered by tourism demand Chinese-speaking minorities. Although traditional ethnic culture is a key to attract tourists, good Chinese can help to sell more art crafts and get more chances of being tour guides. However, it also needs to be noted this is a problem for non-Han people over the age of 25 but not really for those under 25.

## **2.5 Medical Care**

22. In 2006, there were 24 medical institutions (7 hospitals, 11 township hospitals, 1 community hospital and 1 woman and children health care institution and 2 other medical institutions) in Turpan. The total number of medical personnel in the medical institutions is 1,304 and the number of bed is 1,304.

23. According to the household survey, except for the incidence of upper respiratory infections associated with the common cold, which in Turpan is quite high (23%), other illness have a low incidence: pneumonia (3%), asthma, bronchitis and chronic tonsillitis (2%). It is anticipated that improvements to public sanitation (waste collection and provision of sanitary toilets) will have a positive impact on decreasing the incidence of gastro-intestinal diseases.

## **2.6 Poverty**

24. To help reduce urban poverty at the household level, the minimum standard of living (MSL) system for urban residents was established in 1st December, 1998 in Turpan. According to the measure of Xinjiang Uygur Autonomous Region on the minimum standard of living (MSL) system for urban residents, Turpan prepared related implementation measures and detail rules. At present, the MSL standard is CNY 117 per person per month.

25. By the end of March 2008, the total number of population benefiting from the MSL was 2,170 households and 5,164 persons, which accounts for 6.7% of the non-agricultural population of Turpan city. Among them, women are 2,673 and account for 51.76%. Minorities are 1,134 and accounts for 22%, which is much lower compared with minority population of Turpan (71%). This result is accordance with the conclusion that the income of minorities is higher than the average one in socio-economy survey.

## **2.7 Analysis of Social Organization and Stakeholders**

26. The overwhelming majority of people living in Turpan are from the Uyghur ethnic minority background. The dominant social organization is quite similar to that found in other Uyghur cities such as Kashgar and Kuqa with the mosque as the central community focus and Friday prayers the major weekly religious ritual. However, there are a number of traditional Uyghur self-help organizations that predate and transcend community organizations established in China after the 1949 Revolution. The Islamic Association has been created by the state and is recognized by local Muslims as the major organization in Turpan dedicated to looking after the interests of Muslim ethnic minority groups. This is also reflected in relations between and among what is effectively the Han minority in Turpan and other ethnic minority groups.

27. Villagers and urban residents of the project area are mainly affected by land

acquisition, house demolition and resettlement, and possibly associated income loss. These negative impacts will be alleviated through mitigation measures detailed in the project RP. 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, increased employment opportunities and income as a result of economic development (especially border trade and tourism).

28. The Executing Agency of the project is the Turpan City Government and the Implementing Agency is the Construction Bureau of Turpan. 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 welcome the project.

29. A summary stakeholder analysis is shown in Table 2-7 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 Turpan 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.

**Table 2-7 Major Stakeholders**

No.	Stakeholder	Impact/ Interest	Major Benefits or Negative Impacts
1	Persons affected by land acquisition and house demolition in the project area	Direct	Affected by land acquisition, house demolition and income loss, and possible negative impacts within the period of project construction
2	Residents living in Turpan City	Direct	Improved traffic conditions and living conditions.
3	ADB	Indirect	More employment opportunities and increase income Monitoring of loan use, safeguards and project construction participation.
4	Tourism bureau	Indirect	Monitoring and developing tourism sector
5	Public Health Bureau (Center of Disease Control)	Indirect	Public health management during construction and operation period, especially the infectious diseases (HIV).
6	Construction Bureau	Indirect	Implementation agency, management department and monitoring agency.
7	D&R Commission	Indirect	Agency for cooperation, management and monitoring.
8	Finance Bureau	Indirect	Assistance and support for finance.
9	Environmental Protection Bureau	Indirect	Environmental monitoring, management and relevant monitoring.
10	Transportation Bureau	Indirect	Traffic items construction and related management.
11	Office For House Demolition and Resettlement Administration	Indirect	Management of the process of house demolition.
12	Civil Administration Bureau	Indirect	Disaster relief, payment of social security for the poor in the project area.
13	Turpan City Border Economic Cooperation Zone	Indirect	Developing cross border business
14	Department for Environment and Sanitation Management	Indirect	Solid waste cleaning and environmental protection facilities management within project area.



No.	Stakeholder	Impact/ Interest	Major Benefits or Negative Impacts
15	Department for Orchard and Forest Administration	Indirect	Management and maintenance of the facilities of urban forestation.
16	Traffic Police Battalion	Indirect	Traffic security management, accident disposal and license tag approval.
17	Land Resource Bureau	Indirect	Examination, management and monitoring of project land use.
18	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.
19	Taxi Drivers	Indirect	Passenger transportation within the urban area. Some construction disturbance but benefit from lower vehicle maintenance after project.
20	Bus company	Indirect	Passenger transportation within the urban area. Some construction disturbance but benefit from lower vehicle maintenance after project.
21	Women's Federation	Direct	Involvement in implementation of project-related training and motivating women to take advantage of project opportunities.

### 3. Project Impacts on Ethnic Minorities

30. The major objective of the project is to improve the conditions of urban traffic and infrastructure, improve investment environment, and create positive impacts on local economy and tourism. Affected persons will benefit from the city development with increased income and reduce poverty. During the period of project construction however, the project will have negative impacts of a temporary basis but that will be relatively easy to mitigate. Therefore, it is necessary to take relevant measures and conduct specific activities to maximize positive impacts and alleviate negative impacts. Here it needs to be stressed that because ethnic minorities live in close proximity to each other that the Project impacts, both positive and negative, will impact on all ethnic minority groups although in the context of resettlement impacts only three ethnic minority groups – Uyghur, Hui and Kazak – are directly affected.

#### 3.1 Analysis of Positive Impacts

31. The project includes new construction and upgrading of 14 key arterial roads and environmental sanitation: 2 roads upgrading, 6 roads extending and 6 roads newly-building. Most of these roads are in the center of city and the ecologic industry zone. The construction will improve the road networks and reduce traffic jam, which will be convenient to residents. Taking Yucai Road as an example, its upgrading will be convenient to students and residents, because there are schools and kindergartens on the two sides of the road. Improved transportation within Turpan and the provision of sanitation and health infrastructure and environmental improvements will positively impact the entire population. Temporary construction impacts notwithstanding, on the whole the impacts are positive for all ethnic minority groups.

32. **B1: Improvement of Residential Conditions and More Convenient Transport Options.** Provision of footpaths on main roads will enable easier passage of both pedestrian and vehicular traffic. This will have a positive impact on road safety and mobility especially for women and the elderly, since taxis will be able to service the area. The upgrading of Yucai Road will be convenient to students and residents, because there are schools and kindergartens on both sides of the road. Moreover, because ethnic minorities can be found in all communities this positive impact will impact upon all ethnic minority groups.

33. **B2: Accelerating Tourism Development.** Turpan is an important place in the "Silk Road" in history and is famous with its traditional dance and songs. There are more than 200 tourist attractions here: one 5A national scene spot; 6 national protected cultural relic units; 23 regional protected cultural relic units and 189 valuable relic spots. Turpan has the most rich tourism resources in Xinjiang and also famous in China. Turpan was named as China Top Tourist City in 1999 and as regional level historical city in 2004. Karez well – Grape Valley – Huoyanshan scenic spot was named as regional level tourist scenic spot. Turpan is a very famous city in China, especially the special Uygur culture. The tourists come to experience the nature, enjoy the Ethnic Minority culture, and view the historic sites. In recent years, the tourist industry has developed significantly and made a large contribution to the local economy. Tourist industry development from 2005-2007 is shown in Table 3-1.

34. In Turpan, Uygur family tours attract a lot of tourists every year. There are a lot of Uygur yards and houses and the tourists can buy grape, currant and tea there and enjoy Uygur dance. The development of city will attract more tourists and also bring more benefits to family tourism. The Bureau's key slogan is Encourage Minority Culture Tourism. They want local people to benefit, not just the hotels. Take Grape Village as an example, relying on grape valley scenic spots and the tertiary industry with folk-custom as the focal point has been developed. Family

tourism spots increased from 11 in 2000 to 146 and tourism employment staff increased from 2800 in 2001 to 4200. The improvement of facilities will promote the development of Turpan tourism. The residents in the nearby city will have more opportunities to devote themselves to tourism. The local PMO and PPTA team conducted a household survey in some villages around tourism sites in Turpan, and the survey report is attached as appendix 1.

**Table 3-1 Tourism Development in Turpan**

Year	Tourists (10,000perons)	Increase	Tourism industry (10,000 Yuan)	Increase	% of GDP
2005	240.5	9%	48200	10%	19%
2006	260.0	8%	52000	8%	17%
2007	403.5	55%	78000	50%	22%

Source: Turpan Tourism Bureau, 2008.

35. It needs to be noted here that because the very reason Turpan attracts many tourists is because of its quintessential Uyghur culture and as such the Uyghur ethnic minority, which in fact is the majority population in Turpan, will benefit to a greater extent than non-Uyghur ethnic minority groups. However, this does not mean that a growth in tourism does not benefit other ethnic minority groups because tourism-related jobs such as those found in the provision of some services (e.g. local transport) also benefit non-Uyghur ethnic minority groups.

36. **B3: Employment Opportunities.** In Turpan only 50 unskilled jobs will be directly generated by the Project and given the large number of people affected this would only provide employment for up to 10 months over 3 years that would benefit 14 or 15 households. This is very insignificant given the large number of EM APs and is one of the very important reasons that the GAD fund of the ADB will be used to provide training in tourism related development, including the provision of accommodation services, tour guiding, food preparation, and showcasing local culture. Provision is also made for training in ethnic arts and handicrafts, Chinese language, and living skills. The GAD fund will support Uyghur women develop small-tourist related businesses not simply because of local demand but also because it is assessed that such support will empower women and lead to an increase in household income..

37. **B4: Reducing the Incidence of Disease.** The construction of public toilets along the improved roads, dustbins, garage compaction trucks, and sprinkling vehicles will reduce the rate of diseases induced by an unhealthy environment. Because a range of ethnic minority groups will also benefit from reducing the incidence of disease as they also reside in close proximity to many of these roads to be improved. Moreover, it needs to be stressed that improvements to health, hygiene, managing solid waste and wastewater and general environmental improvements benefit everyone living in Turpan irrespective as to their ethnicity.

38. **B5: Improving Women's Social Status.** The construction of roads and the environment and sanitation facilities will improve the living conditions of the ethnic minorities in project areas, and especially reduce women's work. There is a very traditional gender division of labor among ethnic minority men and women. The women are responsible for household and neighborhood cleaning. The provision of mechanical street-sweepers to be also operated by women paid to do so will result in other women having more time to attend to other activities because at present street sweeping is an unpaid activity in local ethnic communities.

39. In addition, the women can have more time to take part in income-generating activities, such as food preparation for sale and handicrafts. According to the survey, women are

eager to benefit from the tourist industry. Uyghur women are more likely to see their social status improved via the tourism industry than other ethnic minority groups but there are other forms of training, such as in the safe and effective use of mechanical power tools for construction purposes that not only break down gender stereotypes but according to non-Uyghur ethnic minority women consulted as part of the processes associated with the preparation of this EMDP, which can be provided. Such courses would not be financed out of the existing EMDP budget but as part of the City's ongoing commitment to upgrade the skills of women to render them more competitive.

### 3.2 Negative Impact Analysis

40. Negative impacts induced by project construction center on land acquisition and related income reduction, house demolition, and environmental impacts that are induced by project construction activities and possibly increasing the incidence and spread of communicable diseases (such as HIV/AIDS). Major negative impacts are shown in Table 3-2, including negative impacts of project construction and operation following completion.

**Table 3-2 Analysis of Major Negative Impacts**

No.	Impact Type	Impacts
N1	Impacts induced by land acquisition and house demolition.	There are 310 households (1452 persons) affected by house demolition and needing relocation, which include 304 Ethnic Minority households (1435persons). Ethnic Minority APs account for 98.9% of the total affected households.
N2	Environmental impacts induced by project construction.	In the project construction zone, the project will create noise, dust, by-waste and solid waste, etc. which will bring inconveniences to local residents.
N3	Public sanitation and people's health.	<ul style="list-style-type: none"> <li>➤ Many workers will enter the project construction area, which could increase the incidence and spread of communicable diseases.</li> <li>➤ With the development of border trade and tourism, the indirect risk of spreading HIV/AIDS.</li> </ul>
N4	Impacts on the culture of ethnic minorities.	As many workers will enter the project construction area and know little about the traditions and culture of ethnic minorities, the project may impact upon the daily life of local ethnic minorities, such as practices surrounding the local mosque.
N5	Increase in Traffic Accidents	Wider and better surfaced roads coupled with a projected increase in the use of motorized transport post-Project completion will pose a greater threat to other road users.

41. **N1: Land Acquisition and House Demolition.** The main negative impact induced by this project is land acquisition and house demolition. Ethnic minority households are impacted to a greater degree (98%) than their proportion of the general population (71%), indicating the affected areas are minority-concentrated areas. However, it can be noted that only three ethnic minority groups –Uyghur, Hui and Kazak – are affected and not other ethnic minority groups. Affected ethnic minorities are shown in Table 3-3.

**Table 3-3 Affected Ethnic Minorities**

Name of Road	Village	Total Affected Pop		Ethnic Minority Population		Uyghur		Hui		Kazak		Percentage of Total (%)
		HH	Pop	HH	Pop	HH	Pop	HH	Pop	HH	Pop	
West Wenhua	Laochengdongmen	67	300	66	297	61	274	4	19	1	4	99.0
Huioyanshan	Munaer	42	186	42	186	42	186	0	0	0	0	100.00
Qiquanhu	Gebi	22	96	22	96	15	62	7	34	0	0	100.00
Munaer	Munaer	20	105	20	105	14	73	6	32	0	0	100.00
	Laochengdongmen	7	30	7	30	5	20	2	10	0	0	100.00
Guangming	Gebi	33	153	31	145	24	119	7	26	0	0	94.77
South Donghuan	Laochengdongmen	70	373	70	373	57	295	13	78	0	0	100.00
Bozikelike	Gebi	13	58	12	56	10	45	2	11	0	0	96.55
South Gaochang	Nanmen	30	124	28	121	14	60	14	61	0	0	97.58
	Piyazilaqi	6	27	6	27	6	27	0	0	0	0	100.00
<b>Total</b>		<b>310</b>	<b>1452</b>	<b>304</b>	<b>1436</b>		<b>248</b>	<b>1161</b>	<b>55</b>	<b>271</b>	<b>4</b>	<b>98.90</b>

42. **N2: Environmental Impacts of Project Construction.** In the project construction zone, the project will create noise, dust, by-waste and solid waste, etc., which will bring inconveniences to local residents, irrespective as to their ethnicity although because there are greater numbers of Uyghur residing in Turpan than other ethnic minority groups the negative environmental impacts will be experienced to a greater extent by the Uyghur than others. However, these negative impacts can be mitigated by various measures. All of these measures are spelt out in the EMP and here it can simply be noted that the impacts will also be explained in the Uyghur language so that Uyghur people are fully aware of the short-term negative environmental impacts.

43. **N3: Public Sanitation and People's Health.** A few outside workers, especially in the field in the managerial and technical fields, will be contracted for the duration of the Project. It is possible they will bring with them the risk of HIV/AIDS, sexually transmitted diseases (STD), hepatitis C, typhoid, encephalitis, and tuberculosis but the real impacts are those related to an increase in tourism. Such negative impacts transcend the implementation period of this Project and have to be dealt with outside this EMDP.

44. **HIV/AIDS, STDs, and Injectible Drug Users.** HIV/AIDS and drugs are both serious problems in Turpan with the city having one of the highest incidence of both people living with HIV/AIDS and injectable drug users not simply in XUAR but also China. The Project will adopt a zero-tolerance policy towards injectable drug users although will not discriminate against people living with HIV/AIDS unless also injectable drug users. Most of the workers employed in on this Project will originate from Turpan but just because they are local workers does not mean that the Project cannot take into account awareness and prevention measures that are within its scope. These will build upon existing programs in Turpan and involve the dissemination of information

and training on HIV/AIDS and STD prevention. The PMO has provided both verbal and written assurances that such activities will be included in all Project-related works contracts.

45. **N4: Impacts on the Culture of Ethnic Minorities.** The project area is an ethnic minority area with distinguished Uyghur culture. Some workers will enter the project construction area and know little about the traditions and culture of ethnic minorities. The Project may impact upon the daily life of local ethnic minorities, such as practices surrounding the local mosques. However, the PMO has provided both verbal and written assurances that protocols concerning acceptable behavior towards local ethnic minority groups will be included in all Project-related works contracts.

46. **N5: Road Safety** There will be more motorized traffic on the roads of Turpan once this Project is completed. This motorized traffic will be traveling at higher speeds than it is able to do so at present, posing a threat to other non-motorized road users including school children, mothers with young children, the elderly and the disabled. The improved roads will also make it more difficult for traditional NMT such as donkey-powered carts to use the roads safely. However, there will be a series of both school and community-based activities designed to raise road safety awareness on such matters including especially at least in the Uyghur language but also if necessary in other ethnic minority languages.

### 3.3 Gender Analysis of Project Impacts

47. Ethnic minority women in the Turpan, especially poorer ethnic minority women, would like to develop their entrepreneurial activities to increase their incomes and raise the awareness of themselves and their households to health and hygiene issues. Initially it was felt the focus should be on developing entrepreneurial activities just in the field of tourism development but it was realized that if the focus was just on tourism then perhaps some ethnic minority women, especially non-Uyghur ethnic minority women, would not benefit from such activities. While it is recognized that the Uyghur are the major ethnic minority in Turpan the EMDP also has to address the concerns of all ethnic minority women not just Uyghur ethnic minority women.

48. A proposal to address the livelihood needs of ethnic minority women has been prepared for consideration by the Gender and Development Cooperation Fund managed by the ADB. It is proposed that a range of capacity building activities including (i) village assessment workshops to define needs, expectations, identify participants, local organizational arrangements, and potential commodities; (ii) support for ACWF so that it can effectively collaborate in implementation and replicate approaches in the future; (iii) capacity building workshops on specific issues such as handicrafts, foodstuffs, micro-finance, marketing, home-stay management, cultural heritage, risks in community-based tourism, and language skills to identify just some of the areas; and (iv) village exchanges to gain exposure to other cultural heritage tourism activities and marketing opportunities in the region. It is also proposed to provide business start-up kits, of which 25% should be provided to non-Uyghur ethnic minority women.

49. Women consulted in Turpan had definite plans as to how they could leverage tourism to undertake small businesses. Women spoke of hosting tourists in their homes to experience traditional ethnic minority hospitality; some want their daughters to learn art crafts, some want to run a restaurant near construction sites arguing this will generate immediate income and provide them with experience for the post-Project continuation of such activities. The All China Women's Federation and women themselves saw no barriers to their participation in the project or uptake of project benefits. Provisions for equal wages and appropriate labor conditions are included in the project loan assurances.

50. Aside from the economic and employment impacts, the social impacts of the project are also clearly gendered. Improved water, waste water, public toilet and refuse collection services have particularly gendered impacts. Women are primarily responsible for household and community cleaning, so improved public services in these areas will particularly reduce the amount of time they must spend on these tasks. Improved public sanitation services should reduce the incidence of common sanitation-related diseases, which affect children and old people disproportionately to other sections of the community. Generally care of the sick, children and elderly falls to women, so improvements in community health will once again reduce the amount of time women must spend on these tasks.

#### 4. Public Participation and Consultation

##### 4.1 Public Consultation during Project Preparation Phase

51. 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 Turpan 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. Details of stakeholder participation and consultation can be found in the PPTA Consultation and Participation Plan, including summary recommendations of stakeholders.

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

Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
Dec 2007 To Jan 2008	APs, village leaders, project design	Surveys on APs	70	68	<ul style="list-style-type: none"> <li>➤ Introduction of project background</li> <li>➤ Minimizing land acquisition and house demolition impacts</li> </ul>
Jan 2008 To Mar 2008	The heads of Yaer Village and Grape valley, Laochengdongmen village, Gebi village, Munaer village, Nannmen village, Piyaziqila village	Household interview Community interview	150	130	<ul style="list-style-type: none"> <li>➤ Appeal of affected minorities</li> <li>➤ Sample survey to affected households</li> <li>➤ Restoration plan discussion</li> </ul>
March 2008	Officials from relevant bureaus, such as CAB, Tourism Bureau, LSSB, MAB	Bureaus interview	120	114	<ul style="list-style-type: none"> <li>➤ Attitudes to the Project</li> <li>➤ The ongoing projects implemented by the local government</li> <li>➤ Recommendation by the local government</li> </ul>
March 2008	Village representatives	Community interview	120	110	<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			<ul style="list-style-type: none"> <li>➤ Ethnic minority groups plan discussion</li> </ul>



Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
May 2008	PMO				<ul style="list-style-type: none"> <li>➤ Further introduction of the Project</li> <li>➤ RP and Ethnic minority groups plan discussion</li> </ul>

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

#### 4.2 Views and Expectations of Ethnic Minorities for the Project Construction

52. In Turpan as a whole people consulted though that urban transport issues associated with the permanent surfacing of roads, provision of footpaths, street lighting, controlled crossings, and traffic calming measures are highly positive impacts. They did not think that the more vigorous enforcement of traffic regulations would have much impact but a clear majority argued that private transport operators could respond more effectively to local demand than public transport operators. In relation to urban environmental issues measures adopted by the Project to ensure a reduction in traffic noise and the more effective management of solid waste received very strong support. A smaller number of ethnic minority people consulted argued there needs to be an improvement in water quality and quantity but most did not see the need for the city to be cleaner and greener at the expense of economic growth and employment growth because they consider the city is already quite clean and green. However, all ethnic minority people saw very clear linkages with the Project from upgraded roads, improved transport management needs, employment of local labor, provision of rubbish tins, and all expressed a strong desire to participate in the Project.

53. Female EMs in Turpan were even more strongly supportive of Project-based activities than male EMs and attribute the Project with the potential to not only resolve outstanding urban transport issues such as lack of footpaths and poor street lighting but facilitate a more rational approach to the use of traditional NMT in the downtown city areas of Turpan. In terms of urban environmental improvements female EMs felt the Project could achieve more effective environmental outcomes if it could address issues associated with water quality and quantity and were very supportive of environmental education programs in local schools. However, ethnic minority women were not sure the enabling environment would be facilitated for them to more effectively participate in the Project and ultimately in broader urban planning issues.

54. Poorer and more vulnerable ethnic minority groups had a range of opinions that were broadly congruent with those of female EMs. The only real difference being that strangely enough they thought the Project would facilitate a greater enabling environment for them to participate in the Project whether through employment generation, skill training, or other income-generation activities. A partial explanation for this was that during investigations to determine whether an ADB GAD grant would benefit EM women in Turpan poorer and more vulnerable EM women were actively consulted.

## 5. Ethnic Minority Development Action Plan

55. 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.

### 5.1 EMDP Strategies

#### 5.1.1 The Measures to Mitigate Negative Impacts

56. **Land acquisition and resettlement.** The design has been optimized to use existing road base 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 custom and religion of local people.

57. **Environmental Impacts in Project Construction** During construction, some issues are addressed in the loan assurances to minimize noise and protect trees, farmland from grind. Temporary garbage collection system will avoid environmental pollution. All relevant environmental, occupational safety and health standards will be met through environmental management plan implementation.

58. **Disturbances to Ethnic communities** 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. Vocational interpreters for construction units to help facilitate integration of ethnic minority workers and community relations will be employed.

59. **Public Health** The public sanitation problem in construction site is the disposal of garbage. The mitigation measures include: to stack and dispose garbage together; no littering; provide at least temporary public toilets; measures to minimize nuisances created by dust and noise; and other necessary measures as deemed necessary.

60. The PMO will ensure that specific actions for the control of transmissible diseases are undertaken for the construction of the Project. Turpan City Government will implement this plan through cooperation with the Turpan Centre for Disease Control (TCDC) which will take the leading role to plan, coordinate and monitor activities in each county. TCDC has demonstrated strong support for this action plan and has prepared proposals for undertaking the actions. The action plan includes both a component for the control of HIV/AIDS/STI and a component to control outbreaks of typhoid, encephalitis, and hepatitis C during construction. Actions for the control of HIV/AIDS/STI include: baseline surveys, advocacy, information and education campaigns; monitoring of contractor compliance; and, a zero tolerance drug use policy (including alcohol while working) for workers. To reduce accidents the following measures will be adopted: Road signs, caution signs, speed signs will be bilingual languages with Chinese and Uygur.

Policemen (both Chinese and Uyghur) of traffic police battalion will propagandize road safety rules to communities and schools.

### 5.1.2 Measures to benefit reinforcement

61. **Employment of the Local Labor Force** 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 and women, with the aim of increasing their incomes during the period of project construction and ensuring benefits to ethnic minorities from the project.

62. The All China Women's Federation will provide 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 arrangement for job-related training in order that more women can benefit from project employment. The project has set a target of 40% female ethnic minority employment rate. Job opportunities estimated by PMO see Table 5-1.

**Table 5-1 Job Opportunities Generated by the Project**

Direct			Indirect		
Management And Technical	Skilled	Unskilled	Management And Training	Skilled	Unskilled
30	120	50	150	300	150

### 63. Women's participation

- The staff of PMO, village Women's Federation and village committee will continue to run a participatory consultation process with women throughout the project for feedback and participation in implementation.
- Non—skilled and nonphysical work will be providing to women, especially those who are poor and heading FHH.
- The Women's Federation will also provide special training, focusing on food service, ethnic minority cultures, intangible heritage and handicrafts, to increase their income. 50% of training will be provided to women.
- The Women's Federation will provide subsidies for women application for small loans to build upon existing small business or to start up new businesses.

64. **Strengthen Public Participation.** For the project construction, PMO should encourage people to participate in resettlement activities and publicize the necessary project construction and resettlement policies in all kinds of ways. Local minority cadres and resident respectives should be invited to participate in the preparation of compensation and assistance policies, ethnic minority plan and resettlement plan. Local residents should be encouraged to participate in the project implementation. The feedback mechanisms in the participation process will be done through regular community meetings, communication with local people.

65. **Expand the Coverage Area of Bus Corporation and Taxi Corporation** At present, there are 7 routes in Turpan Bus Company, which all run in the city. The bus company has 92

buses and can carry 10,000 passengers per day. In the community interview, women have higher demand on bus service than men who have other choices. With the demand of project, public transportation is available for the new relocation site and the improved roads and lanes. Bus coverage will be expanded to 11 lines by 2010. The taxi company also will cover new roads to serve the nearby residents. Such improvements will benefit all people living in communities that benefit from these improvements irrespective as to their ethnicity but because ethnic minority groups with the exception of Uyghur living in peri-urban areas of Turpan are more likely to use public transport than the Han in greater numbers there will be significant improved benefits for ethnic minority groups.

66. **Strengthen Assistance for Vulnerable Groups** The PMO and the Turpan Labor and Social Security Bureau will prioritize vulnerable groups for employment and associated job opportunities, i.e., catering, skills training, etc. After completion, the Turpan Environmental Protection Department will prioritize these persons for roadside planting and cleaning work. The PMO has stated that all of these jobs will go to ethnic minority groups living in Turpan.

#### 67. **Skills Training**

- Livestock breeding and planting skills training will be provided to the APs in local languages. As part of the RP, village governments will invite technicians or skilled herdsmen to teach poultry breeding and epidemic disease prevention knowledge to minority persons especially women. The Uyghur will be the prime beneficiary of such activities because they are more likely to be involved in agricultural-related activities than other ethnic minority groups but this does not preclude other ethnic minority groups actually involved in agriculture benefiting from such training.
- Training in tourist accommodation services will be provided. Training will cover public health; tour guiding, food preparation, accommodation and ethnic culture showcasing so as to assist in entry to tourism sector activities. The primary beneficiaries of this will be the Uyghur because of the undisputed link between tourism and the Uyghur culture.
- Labor technology will be provided. Firstly, to offer technical training to ethnic minorities in the project area and provide them with opportunities for working in the project. Secondly, In addition after construction, the Poverty Alleviation Office will continue to offer technical training to ethnic minorities in the project area and provide them with opportunities for working outside. Ethnic minority groups other than the Uyghur will be in a position to benefit from such training. Other units will provide assistant fund and job positions, like driving training. Many residents thought tourism development will need more drivers.
- Training in handicrafts: As a part of the overall skills building training, the PMO will arrange for private actors and relevant departments to offer training in arts and handicrafts.
- Language training in Chinese language: Community consultations and the poverty and social analysis have highlighted the importance of bi-lingual abilities for employment with both private and government entities. Contrarily, it is

difficult even to engaging in tour business in villages. Language training during the project for workers and ethnic minorities seeking advancement will be provided.

**68. Utilization of Local Building Materials and Transportation Resources** The PMO 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. If the conditions permit, contractors will be encouraged to hire local transportation providers, thereby ensuring flow on effects of opportunities created. As ethnic minority groups other than the Uyghur, especially the Hui, are more likely to be involved in the supply of local building materials and provision of transportation services, this is a benefit that will accrue to other ethnic minority groups.

**69. Public Participation and Disclosure** In line with the project preparation phase participation, the Turpan PMO and relevant stakeholders will undertake the ongoing public participation. Table 5-2 shows the details of the public participation arrangements. A Resettlement Information Booklet will be distributed to affected people as soon as the EA and ADB have agreed upon its contents 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 Turpan to present and discuss the final version of the EMDP after ADB approval. Notices and meetings will ensure the participation and information disclosure relating to 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 additional resettlement activities such as skills training. In particular, 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, Women's Federation and the village/sub-district committee will set up a cooperation system to solve the issues raised by women. To ensure smooth project implementation and to address unforeseen circumstances, 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.

**Table 5-2 Public Participation Plan**

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
Publish EMDP and project information booklet	Hand out Booklets	Nov 2008	Turpan PMO	Affected villages	Discuss EMDP action plan, appeal channels
Publish RP or information booklet	Hand out Booklets	Jul 2008	Turpan PMO	Community residents	Publish compensation standard and channel of appeal
Publish the primary draft of RP	Village news board and ADB website	Aug 2008	Turpan PMO	Affected villages	EMDP aspects can be discussed in conjunction with RP consultations
The bulletin of	Village	Jan 2009	Turpan PMO and the	Affected	Publish the area of land

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
land acquisition	news board and villagers' conference		leaders of Land Administrative Bureau, Towns and villages	villages	acquisition, compensation standard & plans for spending compensation funds
Practicalities check	Field survey	Jan 2009	Turpan PMO and the leaders of Land Administrative Bureau, Towns and villages	Affected villages	Checking shortcomings and filling gaps, assess final impacts of RP and EMDP Preparing compensation agreement contract and discussing final income restoration plan and compensation usage plan Publish compensation and date of payment
Monitoring and evaluation	Family interview Institution interview	Dec 2008 -June 2011	Turpan PMO and Towns and villages	Sample	RP implementation and AP restoration

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

## 5.2 Grievance Procedure

70. The grievance procedures for ethnic minority people affected by resettlement in this Project have been explicitly stated in the RP for Turpan 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 Turpan 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 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. 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.

## 5.3 The Existing EMDP Implemented by Government in the Project Area

71. In China, in ethnic minority-predominant regions, all policies and measures taken by the government at all levels are ethnic minority oriented. That is, all activities are to promote the development of ethnic minorities. The ongoing ethnic minority projects are shown in Table 5-3.

**Table 5-3 Ongoing Projects Implemented by the Local Governments**

	No.	Project	Budget (CNY)	Capital Source	Implementation Agency
Education	1.	teaching building of No.1 middle school	5.43million	Hunan assistance	
	2	teaching building of vocational school	2million	national debt	
	3	teaching building of No.7 middle school	2.7million	Hunan assistance	
	4	teaching building of Shuguang primary school	0.84million	government	
	5	teaching building of Huojian primary school	0.67million	national debt	
	6	teaching building of Qiquanhu primary school	3.1 million	Autonomous Region assistance	
Public health	1. 2.				Civil committee, sanitation bureau

#### 5.4 Implementation Agencies and Investment

72. The EMDP to be implemented are either included as Project investment and local government development budgets. The implementation agencies and capital sources are shown in Table 5-4.

**Table 5-4 Budget of EMDP**

No	Risks and Proposed Actions	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing
<b>A</b>	<b>Mitigation Measures</b>	<b>2.28 million</b>			
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	1.48 million	Design Contract and Resettlement Consultation Contract	Resettlement Consultation Unit and PMO	2007.11-2008.8
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	0.2 million	Project Contract	Project contractors and PMO and affected communities	2009-2013
3	Alleviate the Disturbances to the Ethnic Communities	0.2 million	Project Contract	Project contractors and PMO and EAB	2009-2013
4	Public Health	0.3 million	Project Contract (0.25) TCDC(0.05)	Project contractors and PMO and YCDC	2009-2013
5	Traffic safety education	0.1million	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities/village committee	2009-2013

No	Risks and Proposed Actions	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing
<b>B</b>	<b>Project Benefit Enhancement Measures</b>	<b>3.2million</b>			
1	Employment of Local Labor Force	1 million	Project Contract	Project contractors and PMO and SSB	2009-2013
2	Women's Participation	0.15 million	RP (0.1), Capital of Turpan women's 11 <sup>th</sup> Five Year Development Plan. plan (0.05)	Project contractors and PMO and WF	2009-2013
3	Promote Public Participation	0.5 million	RP	PMO, township government and community/village committee	2008-2013
4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	1 million	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013
5	Strengthen Assistance for Vulnerable Groups	0.1 million	RP	PMO, township government and community/village committee	2009-2013
6	Skills Training	0.3 million	RP	PMO WF and LSSB	2009-2013
7	Utilization of Local Building Materials and Transportation Resources	0.6 million	Project Contract	Project contractors and PMO	2009-2013
<b>Total</b>		<b>5.48 million</b>			



## **6. EMDP Monitoring and Evaluation**

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.

75. 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.

76. 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%.

77. 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.

78. 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.

### **6.2 TOR of EMDP M&E**

79. 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;
- 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.

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

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

80. All monitoring indicators will, wherever possible, be disaggregated by sex and ethnic minority.

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

No	Mitigation/Reinforcement Measures	Monitoring Indicators
<b>A Mitigation Measures</b>		
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 Caused by Project Construction	<ul style="list-style-type: none"> <li>➤ Number of complaints by residents, regarding project construction disturbances</li> <li>➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area</li> </ul>
3	Alleviate the Disturbances to Ethnic Minority Communities	<ul style="list-style-type: none"> <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 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>
<b>C Broad Social Development Outcomes</b>		
1	Poverty reduction of ethnic minority	<ul style="list-style-type: none"> <li>➤ Increase in household income and expenditure and reduction in</li> </ul>

households	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.

### 6.3 M&E Implementation Procedure

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

### 6.4 EMDP M&E Agencies

82. 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 Turpan PMO and endorsed by the ADB.

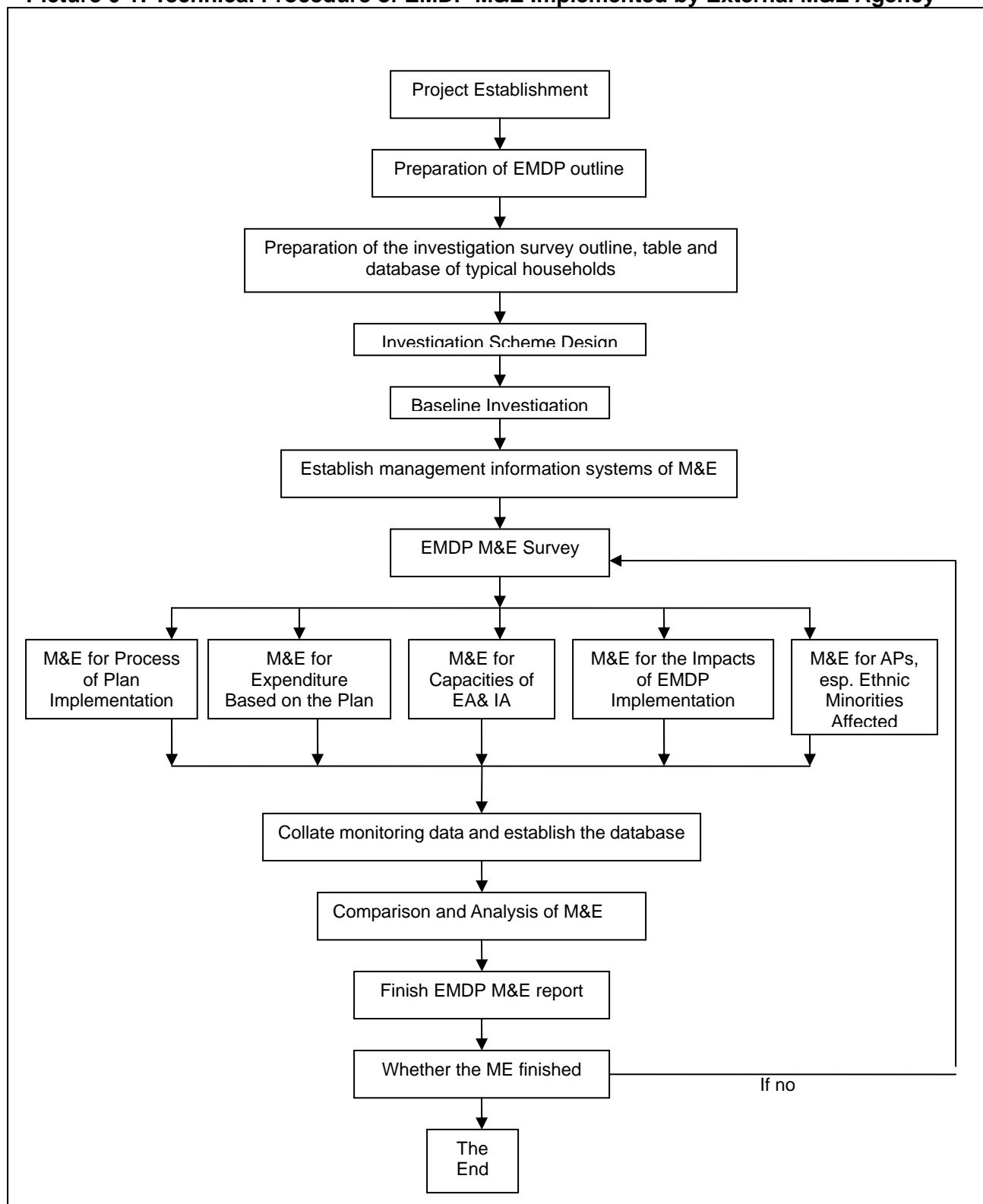
### 6.5 EMDP M&E Timeframe and Reporting

83. 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.

84. 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.

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

- First EMDP M&E Report (baseline investigation): January of 2009;
- 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.

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

## 7. Appendix 1 Turpan Resident Tourism Survey

### 7.1 Introduction

86. In order to find out the situation of residents taking part in tourism in Turpan, field survey was done in Turpan by PPTA and local EMDP organizers in May, 2008. The written materials were collected from local tourism departments and residents to get the information on the community where scenery zone in and its environment. Questionnaire and sample investigation were adopted for local residents of communities and villages.

87. 270 questionnaires were handed out. 70 questionnaires were handed out to local residents who worked in scenery zone or engaged in tourism activities. 52 efficient copies (74.3%) were collected back and; 200 copies were hand out to residents in five administrative villages and collected back 164 efficient copies (82%). Efficient questionnaires were collected 216 copies (80%). The statistics of questionnaires shows that( Table 1): in the surveyed residents, women were more than men; age was in 25-44 years old; the main education level was primary school and junior high; Uygur had most proportion in population, 81.02% and Hui was 18.51%; in local residents (whatever engaged in agriculture or not), most are indigenes.

**Table 1 Residents Profile in Surveyed Communities/Villages**

Title	Sex	People number	Proportion
Sex	male	98	45.37%
	Female	118	54.63%
Age	Younger than 25	57	26.39%
	25-44	99	45.83%
	45-64	46	21.30%
	Older than 65	14	6.48%
Education	no school education	4	1.85%
	primary school	70	32.41%
	Junior high	97	44.91%
	Senior high	39	18.06%
	junior college	6	2.78%
nationality	Uygur	175	81.02%
	Hui	40	18.52%
	Han	1	0.46%
Living situation	indigene	201	93.06%
	migration	15	6.94%

### 7.2 Discovery and Conclusions

#### 7.2.1 The attitude to participating tourism

88. The attitude of residents toward the economic, social and environmental impacts brought by local tourism shows that residents were perceptive to positive and negative impacts and their whole attitude was active. Residents had active attitude to positive impacts and vice versa (see Table 2). For example, 94% of residents thought tourism can increase income but 2.3% disagreed; 95.8% of residents thought tourism can increase their education level but 0.5% disagreed. They realized the negative impacts of tourism, but they had not attached importance

to them. Residents had more experiences to positive impacts of tourism and ignored the negative ones. The survey results show that most of community/village residents had active attitude toward local tourism development and hoped to attract more tourists by some measures. The tourism development in Turpan is driving residents to participate in and at the same time, residents' participation promoted tourism. The residents had realized that their participation would bring economic, social and cultural benefits to themselves and communities.

**Table 2 the Attitude of Residents to Participating Tourism (%)**

No.	Investigation items	Agree	Disagree	Do Not Know
1	Increasing residents income	94	2.3	3.7
2	Increasing residents civilization	95.8	0.5	3.7
3	Sufficient understanding local culture for tourists	93.5	2.3	4.2
4	Bringing chaos to local tourism management	21.3	64.8	3.9
5	Keeping local environment clean and improving public facilities	83.8	11.1	5.1
6	Decreasing crimes caused by jobless	88	5.1	6.9
7	Cheating to tourists happens sometimes	17.1	70.8	12.1
8	Townships and villages should encourage residents to participate in tourism	94	1.8	4.2
9	Government should provide better policies to encourage residents to participate in tourism	96.3	0.9	2.8
10	Residents should participate in tourism according to related policies of sectors	91.7	3.7	4.6

### 7.2.2 The Modes to Participate in Tourism

89. Questionnaire shows that the residents of community/village take part in tourism in the way of selling fresh grape and ethnic family tour. 43.5% of survey residents sell tour souvenir (raisin and fresh grape), 6% of survey residents contact tourists by ethnic family tour. 4.2% of them are engaged in both. Community/village residents have single activities to take part in tourism. Individual business is main way and only in service scope. They did not take part in planning, decision and management.

90. Among surveyed residents, 58.3% were engaged in jobs related to tourism. Thus it can be seen that the proportion and degree of participation for local residents are great. There are three reasons: 1. local tourism has 26 years development history; 2. tourism development provided all kinds of opportunities for local residents to participate in; 3. tourism not only promoted local economy but also increase income of residents. Residents benefited a lot from tourism activities and also encouraged more to participate in tourism.

91. Tourism promotes local economy and increase farmers' income. It becomes the income increasing point. Residents made use of local tour resources and participate in tourism by stalls, ethnic family tour, restaurant and shops. Local residents obtained income by providing service to tourists. In 2007, almost half of farmers in Turpan were engaged in tourism and

tourism income accounted for 35% of total income.

92. Turpan has long grape planting history. Grape industry has rich tourism resources and irreplaceable reputation. Good image of Turpan has been built in people's minds. Turpan is typical Uygur residential zone, in where Uygur accounting for 90% of total residents. They lived here for generations, so this place has typical Uygur folk-custom. Grape and Uygur folk-custom are cores of Turpan tour, which provide necessary condition for residents' participation. Besides, the superposition of Turpan tourism zone and the residential zone and production zone of grape ditch is the sufficient condition for residents' participation.

93. Turpan urban residents got benefits from tourism by ethnic family tour, raisin and fresh grape sale, food stalls, small shops and so on. The simple and single participation content decided local community/village residents have more participation spaces. Besides above mentioned activities, residents also can participate in tour consultation, decision, infrastructure construction of tour zone, maintenance and management, tour environment protection, tour education and training and other activities related with tourism. All of these participation activities can assure residents to get more benefits from tourism development. Broad spaces provide more chances for residents to participate in tourism.

94. Survey shows that most residents believed governments (townships and village) would provide good policies for them to take part in tourism. Residents also wanted to be in tourism by following government policies, which reflects trust of residents to governments. Again, administrative villages have completed organizations (village committee, Women's Federation) and stable society and few crimes are all beneficial to participation of residents.

### **7.3 Tourism Development Bottleneck and Suggestions**

#### **7.3.1 Awareness Raising**

95. With the further development, tourism is not considered as smokeless industry or the industry with low input and high output. Tourism brings negative impacts with its benefits. Survey results shows that residents had understanding to advantage (positive impacts) brought by local tourism but ignored negative impacts. Their low education decided their insufficient understanding to tourism development and their position and function in tourism. The realization of residents' participation need them understand the real value of local natural resources and ethnic cultures by education. By doing so, they can regard the relationship of natural resources and ethnic cultures and local ones as attractions to protect consciously. When residents got detailed education about tourism, they can analyze the impacts and fully understand the positive and negative results of tourism development. Only by doing so, continual tourism development can be guaranteed.

#### **7.3.2 Chinese Language Training**

96. Most of residents in Turpan are Uygur and Uygur is main language. In Turpan, the tourism improved Chinese level but only in daily living contents, such as welcome and hello; little fewer residents can communicate with tourists in English, which is difficult to have deep intercourse with foreigners. Also it is hard for tourists to understand the deep meaning of natural scene and traditional culture. Satisfaction of tourists will be decreased because of above reasons and will also affect the validity of residents' participation. So, it is very urgent to popularize Chinese, especially tour Chinese.

### 7.3.3 Community Participation

97. At present, Turpan community residents have high participation rate, but participation contents are only self operation activities. Single participation content and narrow scope are reality. Up to now, Turpan has not established scientific participation system yet. Completed system or laws and regulations have not been provided to residents' participation. In order to let residents take part in tourism development, especially tourism decisions, planning and training, the scientific participation system must be set and some policies and laws should guarantee the participation rights of residents.

### 7.3.4 Institutional Capacity Strengthening

98. Traditional tourism development mode and superincumbent management system restrict the thinking and working ways of staff, who are the guides, cooperators, executants and supervisors of residents' participation. So, only improving comprehensive quality can assure the participation scientific and reasonable. Full-time study, part-time training, symposia and outgoing (to study experiences in the tour zones with successful participation) can increase democracy idea and tourism knowledge level for management staff. Also they will respect democratic rights of community residents and realize that community participation is the guarantee of tourism continual development.