

Ethnic Minority Development Planning Document

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

Prepared by the Government of Altay 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

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

Government of Altay City
November 2008

Affirmation Letter of the EMDP

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

2. Altay People's Government has empowered the Construction Bureau of Altay to be responsible for the implementation of the project and preparation of the EMDP. Altay 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 Altay People's Government:

Date:

道路规模一览表

Table of Road Works

序号 Serial Number	编号 Number	道路名称 Name of road	红线宽度(米) Width of red line (m)	道路长度(米) Length of road (m)
1	①-①	环城西路 (Huancheng West Road)	8	512.91
2	②-②	桥东路 (Qiaodong Road)	16	1138.31
3	③-③	团结南路 (Tuanjie South Road)	30	619.30
4	④-④	红墩路 (Hongdun Road)	27	2014.08
5	⑤-⑤	园艺场路 (Yuanychang Road)	16	1232.88
6	⑥-⑥	解放北路 (Jiefang North Road)	20	1394.98
7	⑦-⑦	东后街 (Donghou Street)	80	773.69
8	⑧-⑧	北二路 (Beier Road)	16	2090.20
9	⑨-⑨	宽景街 (Lanjing Street)	9	799.61
10	⑩-⑩	东后街路 (Donghoujie Road)	8	462.10
11	⑪-⑪	1~10支路 (1-10 Branch Roads)	11~12	3089.05
12	⑫-⑫	前进街 (Qianjin Street)	14	1150.00
13	⑬-⑬	滨河路 (Binghe Road)	3	4541.97
14	⑭-⑭	公园路 (Gongyuan Road)	23	2078.53
15	⑮-⑮	金山路 (Jinshan Road)	27	1447.19
16	⑯-⑯	金山北路 (Jinshan North Road)	27	1316.57
17	⑰-⑰	文化路 (Wenhua Road)	25	1027.23
18	⑱-⑱	团结南路 (Tuanjie South Road)	26	1339.50
19	⑲-⑲	团结北路 (Tuanjie North Road)	29	2234.30
	Total			29262.4

图例 (Legend)

- 本期新建道路
Proposed New Roads
- 本期改扩建道路
Roads to be Widened or Extended
- 本期改造道路
Roads to be Resurfaced or Reconstructed
- 已建道路
Existing Roads
- 规划道路
Planned Roads
- 桥梁
Bridge
- 公共厕所
Public Toilet
- 垃圾收集房
Garbage Collection Station
- 现状(新建)污水厂
Wastewater Treatment Plant (WWTP)
- 垃圾填埋场
Landfill Site



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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 Altay 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 and budget. 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 Altay Roads and Environmental Improvement Project are: (1) Road construction, construction of 19 urban roads with the total length of 29.26km, including 3 roads newly-building, 10 roads extending and 6 roads upgrading, as well as, associated auxiliary facilities for road greening, road lighting, etc and road maintenance devices. (2) Environmental sanitation facilities, including 10 newly-built public toilets and bathrooms, 20 garbage collection units, 654 dustbins, 102 garbage containers, 1 garbage compaction truck, 1 street sweeper truck, etc. Provision is also made for a road safety campaign targeted at all road-users designed to reduce the traffic accident rate in Altay and environmental sanitation awareness and participation program designed to improve public hygiene.

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). Altay city is the capital of Altay region. In 2006, the population was 228,700 and of these 65% are classified as non-agricultural. Altay's population is made up of 26 nationalities, including Han, Kazakh (73,222), Hui (6,549), Uygur (4,970), Mongolian (2,536), Tartar (308), Russian (207), Manchu (196), Kyrgyz (182), Uzbek (138), Xibo (39), Daur (4) and Tajik (1). The minority population of Altay constitutes 39.19% of the total population. In January 2008, there were 4,716 households, 12,492 persons or 10.8% of the non-agricultural population of Altay city entitled to the Minimum Standard of Living (MSL) subsidy of whom 65.2% were from ethnic minority backgrounds. The unemployment rate of urban register in Altay is 1.95% However, the data of household socio-economic survey shows that the actual unemployment rate is at least 4%. In tourism the participation rate of the Kazakh people is higher than that of the Han people. In 2006, the annual per-capita net income of the farms and herders in Altay of 3837 CNY is high compared to the Xinjiang Province average level of 2,737 CNY, and the annual disposable income of the urban residents in Altay of 10,539 CNY is slightly higher than the autonomous region average level of 9,120 CNY. For the ethnic minority children, the enrolment rate of the nine-year compulsory education is close to 100%. The level of illiteracy in Altay, as revealed by the household survey, was high at 15% (but this is among older people not children currently attending school or having finished school within the last 2 decades), especially, the number of the ethnic minority women with educational level under junior high school is up to 70%. In diseases related to surrounding environment, except incidence of diarrhoea and dysentery in Altay is relatively high, other diseases have low incidence. The household survey shows that only 53% of the ethnic minority households near the upgrading roads own the toilets in their respective houses, and the remaining relies on the public toilets outdoors.

4. **Project Benefits and Impacts.** The Social and Poverty Assessment (SPA) indicates that the overall positive impacts of the Project on minority people will be almost the same as on the

majority Han population. But the minorities, especially Kazakh, will benefit more from local tourism which, because of direct flights to Kanas has resulted in the necessity for Altay to demonstrate its attractions as well in a complementary manner to capture benefits and this will depend on necessary skill training and the policy support from the local government to add value to the tourism experience in Altay city and its surrounding environs. The Project involves resettlement and relocation due to demolition of houses and shops. Of 346 people in the 117 affected households, 62 people (18%) in 16 households (14%) are ethnic minorities. The resettlement plan (RP) and the environmental management plan (EMP) outline strategies for mitigation of negative impacts that will be applicable to both ethnic minorities and Han people alike. In cooperation with the Civil Affairs Department, the RP also outlines special funds which have been established to provide additional aid, 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 ethnic minority labor. Skills training in construction, language training, and tourism are provided for in the Project and through coordination with other government and local stakeholders. Attention to ethnic minority cultural issues will be addressed through awareness building with workers and prohibitions on construction near religious sites on particular days. HIV/AIDS information and education activities will be supported by the Project and the Altay Center for Disease Control. The expansion of bus and taxi services will pay special attention to ensuring that public transportation is available for the new relocation site and the improved roads and lanes (both of which are in predominantly ethnic minority areas).

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

6. **Consultation and Disclosure.** During Project preparation ethnic minority populations have been consulted about the likely positive and negative impacts of the Project and participated in outlining actions to enhance positive outcomes several times. Other stakeholders consulted include (i) heads of affected person (AP) households, (ii) village heads and villagers' representatives, (iii) local government agencies and departments, and (iv) women and vulnerable groups. The expectations of local ethnic minority people, addressed through strategies in this EMDP and the RP, are that they will be given preference for jobs and training arising as a result of the Project, and that they will be given fair compensation for their affected houses and structures. From March to May 2008 a series of consultative meetings were held in Altay and Urumqi to discuss and finalize the EMDP. A Resettlement Information Booklet has been distributed to ethnic minority affected people at the end of June 2008 and made available in village offices/committee. Upon ADB approval, the EMDP will be uploaded to the ADB website and distributed to the targeted townships and sub-districts. A series of meetings with a representative group of ethnic minorities and other stakeholders with a concern for ethnic minority development issues has been held in Altay to present and discuss the final version of the EMDP after ADB approval. The participation and disclosure plan will use notices and meetings to deal with all aspects of the project, such as notification of employment and training

opportunities, land acquisition details as they impact upon ethnic minority APs, EMDP actions and general information and feedback sessions. During the project implementation period, the PMO will encourage APs to participate in the extra resettlement activities such as skills training. Especially, ethnic minorities who are AP will be invited to participate in formulation of compensation standards and relocation plans. In order to strengthen the women's participation, during project construction, the PMO, All China Women's Federation and the village/sub-district committee will set up a cooperation system to solve the issues raised by women. To solve the unpredictable matters and ensure smooth construction and project implementation, a clear and efficient complaint and appeal channel has been outlined. This process will be the same for grievances arising from both RP and EMDP implementation. Monitoring indicators related to participation and feedback has been incorporated into the plan.

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

8. **Budgeting and Financing Sources.** Ensuring the general participation of ethnic minorities in different Project activities will not require a separate budget. The targeting mechanisms built into the project process will necessarily ensure that minority groups are fully able to participate, and receive maximum benefit from employment opportunities, training and any printed materials relating to the Project itself, or related matters such as health promotion. The actions to be implemented are either included as (i) part of the Project budget or (ii) part of local government development budgets. Local government agencies will also collaborate with actions taken by EA and Altay city government; local government staffing and related costs are covered by the local government administrative budgets. Project budgeted actions are costed under the RP.

9. **Monitoring and Evaluation.** Monitoring and evaluation (M&E) of the EMDP is required to ensure the plan is implemented properly. The final M&E plan will be formulated shortly before project implementation. Objectives of the M&E plan with respect to minorities will be: (i) to collect data and information to identify project impacts based on the Development Monitoring Framework in the PSA and the monitoring framework for resettlement, including qualitative information to describe social or poverty changes on minority people and their communities; and (ii) to ensure that appropriate approaches have been adopted and if the goals have been achieved. Internal monitoring will be undertaken by the Altay city government and an independent organization will be hired in conjunction with the RP external monitoring to provide independent advice on progress, impacts and outcomes. Terms of Reference for external monitoring are appended to the EMDP. The project is scheduled to commence in 2009 and be completed in 2013.

SUMMARY OF ETHNIC MINORITY DEVELOPMENT PLAN

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
A	Mitigation Measures		1.19 million					
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	62 EM APs in 16 HHs	0.54 million	Design Contract and Resettlement Consultation Contract	Resettlement Consultation Unit and PMO	2007.11-2008.8	<ul style="list-style-type: none"> ➤ RP prepared in consultation with EM APs ➤ Serious consideration of design alternatives/alignment s/and use of government land where possible to minimize impacts 	<ul style="list-style-type: none"> ➤ Numbers of ethnic minorities receiving compensation and /or being resettled. ➤ Number of appeals and grievances related to resettlement by ethnic minorities
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"> ➤ Ensure construction machines are correctly operated, with attention to noise pollution. ➤ Ensure farmland, grassland and trees are not damaged in any way. ➤ Establish temporary waste-collection sites in the project construction area to avoid environmental pollution. ➤ Ensure all relevant environmental, occupational safety and health standards are met by the contractors. 	<ul style="list-style-type: none"> ➤ Complaints by residents, regarding project construction disturbances ➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area
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"> ➤ Restrictions on the contractors from undertaking project construction on Fridays within 500 meters of any mosque. ➤ Awareness-raising about the tradition and culture of ethnic minorities for construction workers and involvement of commission for ethnic and religious affairs. ➤ Use of vocational interpreters to facilitate communication between the units involved in project construction and local ethnic minorities/workers. 	<ul style="list-style-type: none"> ➤ The number of complaints from ethnic minorities, as a result of project construction; ➤ The extent of acquaintance of ethnic knowledge of workers
4	Public Health	Construction workers Sex workers Tourists	0.2 million	Project Contract (0.15) TCDC (0.05)	Project contractors and PMO and YCDC	2009-2013	<ul style="list-style-type: none"> ➤ Provision of waste skips in the construction area, collection and 	<ul style="list-style-type: none"> ➤ Number of HIV/AIDS prevention and awareness

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
							transportation procedures, and provision of on-site toilets for men and women and enforcement of their use.	efforts ➤ Numbers of beneficiaries reached
5	Traffic safety education	Communities and schools near the roads	0.05 million	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities / village committee	2009-2013	➤ Air pollution measures such as dust dampening. ➤ Contract with YCDC to implement a health action plan to prevent the spread of HIV/AIDS, STIs and other diseases ➤ bilingual Road signs ➤ traffic safety education to communities and schools	➤ population accepted safety education ➤ traffic accident rate
B	Project Benefit Enhancement Measures		3.7 million					
1	Optimization of design for public bathrooms to meet ethnic minority custom	Residents in the communities near the public bathrooms	0.1 million	Project Contract	Communities and PMO and EAB	2009-2010	➤ In response to local community demand of poorer EM households and taking into account their cultural preferences combined bathrooms and toilets segregated by gender and cubicle will be provided. The structures will be owned and operated by these local communities.	➤ ethnic minority residents' satisfaction to the public bathrooms
2	Employment of Local Labor Force for the project construction and operation	1,603 direct job opportunities and 220 indirect job opportunities At least 45% of the jobs to EM group with 25% of jobs for EM women	0.6 million	Project Contract	Project contractors and PMO and SSB	2009-2013	➤ Local government to consult fully with project construction units, organize skills training, and recommend available local villagers, especially local ethnic minorities for the available positions for project construction work. Priority for unskilled work to be given to local ethnic minorities and women. ➤ The Women's Federation will provide outreach for local women to obtain skills training and organize their participation in skills training related to project construction. ➤ Based on the	➤ Skilled and unskilled jobs provided to EM people: at least 45% of unskilled jobs for EM groups and at least 25% for ethnic minority women.

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
3	Women's Participation	Women in project area, especially the ethnic minorities	0.10 million	RP (0.08), Capital of Altay women's 11 th five-year development plan (0.02)	Project contractors and PMO and WF	2009-2013	<p>demands of the communities as well as the management of public bathrooms and public toilets</p> <ul style="list-style-type: none"> ➤ The project has set a target of 40% direct female employment and 25% for ethnic minority women. ➤ 50% of project training is to be undertaken by women in areas identified by women to prepare them for indirect project generated employment opportunities. ➤ The WF will provide training to women on cash-generating activities and especially the tourism industry, such as food preparation and handicraft making. 	<ul style="list-style-type: none"> ➤ 40% of training opportunities will be provided to EM women. ➤ Number of job opportunities and average wage level of women in construction and operation period
4	Promote Public Participation	Residents in project area	0.05 million	RP	PMO, township government and community / village committee	2009-2013	<ul style="list-style-type: none"> ➤ Full disclosure. Implementation of the participation plan. For which both verbal and written assurances have been provided. 	<ul style="list-style-type: none"> ➤ Time and site of the consultation activities ➤ Numbers of participants ➤ Focus of appeals ➤ Number of grievances successfully addressed
5	Expand the Coverage Area of Bus Corporation and Taxi Corporation	Increasing 20 bus lines in 2010.	0.6 million	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013	<ul style="list-style-type: none"> ➤ Implementation of bus and taxi corporation expansion plans to increase service areas including into areas of Altay where there are a significant concentration of EM people. 	<ul style="list-style-type: none"> ➤ Number of new bus lines ➤ Coverage to new resettlement area, and project lanes and roads ➤ Number of passengers ➤ Cost of gasoline per hundred kilometers
6	Strengthen Assistance for Vulnerable Groups	MSL households and women-headed households	0.05 million	RP	PMO, township government and community / village committee	2009-2013	<ul style="list-style-type: none"> ➤ PMU to give priority to vulnerable groups and ethnic minorities in project employment, associated services related to project construction such as catering, and skills training, etc. After project completion, the Altay Environmental Protection Department 	<ul style="list-style-type: none"> ➤ Number of households receiving assistance

No	Risks and Proposed Actions	Target Group(s)	Funding Needs (CNY)	Funding Source	Agencies Involved	Timing	Actions	Monitoring Indicators
7	Skills Training	All EM APs numbering 62 persons and other interested EMs	0.1 million	RP	PMO WF and LSSB	2009-2013	will endeavor to employ these persons in infrastructure maintenance such as roadside planting and cleaning work. ➤ Training in accommodation services, tour guiding, food preparation and ethnic culture showcasing. ➤ Training in ethnic arts and handicrafts. ➤ Training on Chinese language. ➤ Training on driving.	➤ Number of people trained ➤ Types of training ➤ Cost of training
8	Utilization of Local Building Materials and Transportation Resources	Residents in project area	2 million	Project Contract	Project contractors and PMO	2008-2010	➤ Stipulate in construction contracts the use of local materials and service providers as much as possible.	➤ The number of local enterprises participating in the Project ➤ Consumption from the local market ➤ Job opportunities generated by the Project
9	Environmental protection awareness education	Residents in project area	0.1 million	Environmental management plan budget	PMO, EB, EPB, DSD	2009-2013	➤ Skill training for the officials. ➤ Relevant education for the schools. ➤ Promotion of public media	➤ Number of people obtained environmental protection awareness
Total			4.89 million					

ACDC = Altay Centre for Disease Control, AP = affected person, EAB = Ethnic Minority Affairs Bureau, EB = Education Bureau, EM = ethnic minority, EPB = Environmental Protection Bureau, ESD = Environmental Sanitation Department, LSSB = Labor and Social Security Bureau, MSL = minimum standard of living, PMO = project management office, PMU = project management unit, RP = resettlement plan, WF = Women's Federation.

ETHNIC MINORITY DEVELOPMENT PLAN

1. Project Description

1.1. Project Background

1. Altay Roads and Environmental Improvement Subproject is one of the components of Xinjiang Urban Transport and Environmental Improvement Project funded by ADB. It is a county-level city located in the northern Xinjiang in the Altay Prefecture, which shares borders with Kazakhstan, Mongolia and Russia. The city itself was established in 1984 even though the area surrounding Altay was home to Kazakh herders for over 1,000 years and because of its close proximity to Mongolia some Mongols also choose to settle here. Historically this area has more in common with neighboring Kazakhstan and to a lesser extent Mongolia than other cities in the Project. Within XUAR this county-level city is being designated to serve as a base for the transportation of iron ore, agricultural foodstuffs processing, livestock breeding, and tourism.

1.2. Project Components

2. The ADB Financed Xinjiang Urban Transport and Environmental Improvement Project, Altay Roads and Environmental Improvement Component include: (1) Roads: Construction of 19 urban roads as well as associated auxiliary facilities for road greening and road lighting and road maintenance equipment. The total length of the 19 proposed roads is 29.26km, including 3 roads newly-building, 10 roads extending and 6 roads upgrading. Besides, there are 5 bridges to be built.; (2) Environmental sanitation facilities, including 10 public toilets and bathrooms, 20 garbage collection units, 654 dustbins, 102 garbage containers, 1 garbage compaction truck, 1 street sweeper truck, etc. Additionally there will also be a road safety campaign targeted at all road users and an environmental sanitation awareness and participation program targeted at all the population.

Table 1-1 Proposed Urban Roads of the Project

No.	Road name	length (km)	motorway area(m2)	Non-motor way area (m2)	Pavement Area (m2)	Greenbelt area (m2)	Road lamp(No.)	Bridge length (m)
Road Newly-building								
1	West Huancheng Road	512.91	4103.28	0.00	0.00	0.00	16	----
2	Qiaodong Road	1138.31	11383.10	0.00	6829.86	0.00	66	----
3	South Tuanjie Road	619.30	8670.20	0.00	3715.80	6193.00	36	----
Total		2270.52			10545.66		118	----
Road Extending								
1	Hongdun Road	2014.08	28197.12	0.00	14098.56	12084.48	116	80
2	Yuanyichang Road	1232.88	12328.80	0.00	7397.28	0.00	71	
3	North Jiefang Road	1394.98	19529.72	0.00	8369.88	0.00	81	
4	Donghou Street	773.69	6189.52	0.00	0.00	0.00	23	
5	Bei'er Road	2090.20	20902.00	0.00	12541.20	0.00	120	60
6	Lanjing Road	799.61	7196.49	0.00	0.00	0.00	24	60
7	Donghoujie Road	462.10	3696.80	0.00	0.00	0.00	14	
8	1-3# branch roads	325.15	2300.80	0.00	862.80	0.00	10	
	4-10# branch roads	2763.9	20457.60	0.00	10228.80	0.00	80	
9	Qianjin Street	1150.00	9200.00	0.00	6900.00	0.00	34	
10	Binhe Road	4541.97	0.00	0.00	15896.90	0.00	131	
Total		17548.56	136053.57		79610.38		704	233
Road upgrading								
1	Gongyuan Road	2078.53	0.00	12471.18	14549.71	120		
2	Jinshan Road	1447.19	0.00	10130.33	8683.14	84		
3	North Jinshan Road	1316.57	0.00	9215.99	7899.42	76		
4	Wenhua Road	1027.23	0.00	7190.61	6163.38	60		
5	South Tuanjie Road	1339.50	0.00	8037.00	8037.00	78		
6	North Tuanjie Road	2234.30	0.00	15640.24	13405.8	129		
Total			0.00			546		

1.3. Project Benefits

3. The project is in an area of concentrated ethnic minorities, which is included in the ethnic minority development scheme and related projects of the local government and the Eleventh Five-year Scheme proposed by National Government. The project will improve the infrastructure in the project area, provide new employment opportunities, increase the incomes of local people, promote the economic development of ethnic minority areas, and improve the living conditions of ethnic minorities, particularly with regard to transportation. Improvement of infrastructure will satisfy the demand of tourism development.

4. A total of 62 ethnic minority APs living in 16 households will be affected by resettlement. Of this number 24 are Kazakh living in 7 households, 5 are Uyghur living in 2 households, and 3 are Hui living in 7 households. Measures adopted by the local government, as well as implementation of the project RP and this EMDP, aim to alleviate or avoid any negative impacts and guarantee that ethnic minorities effectively benefit from the project. Project specific actions outlined in the assurances will allow of the targeted ethnic minorities and vulnerable groups to have direct and indirect job and skills training opportunities.

1.4. Project Investment and Construction Period

5. The total project investment is CNY 224.4003 million, which includes an ADB loan of 20 million dollars or 55% of the total investment. The construction period is divided into two phases: a two-year project preparation phase (from 2007 to 2009) and a five-year project implementation phase (from 2009 to 2013), including all construction and commissioning.

1.5. Objectives of the EMDP

6. 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. The measures include improvement of living conditions, poverty reduction, employment promotion, protection of the culture and traditions of ethnic minorities, and assistance to vulnerable groups, especially mitigation of negative impacts due to land acquisition and resettlement.

1.6. Policy Framework

1.6.1. Major Policy Framework

7. EMDP complies with the relevant laws and regulations related to ethnic minorities of the PRC, the ADB's policies on ethnic minorities and involuntary resettlement and relevant regulations of the XUAR.

Relevant Laws and Regulations of PRC and XUAR

- *Constitution of PRC*
- *Ethnic Minority Autonomous Region 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 Uyghur Autonomous Region for Language Work*

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

Relevant content of the above laws and regulations:

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

Relevant Policies of ADB

Policy on Indigenous Peoples

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

1.6.2. Ethnic Minority Policy Analysis – PRC and ADB

8. All relevant policies and laws and regulations of the 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 Altay City and Project Areas

9. Altay is the political, economic and cultural center of the Altay Prefecture. There are 8 townships and 3 towns, 2 pastures, 3 sub-district offices, 97 administrative villages, 13 agricultural and livestock breeding sub-farms and 15 residential committees in communities. In 2006, the annual production value of CNY 2.035 billion increased 10.8% than that of 2005, of which, 458 million CNY for the first industry (23%), 390 million CNY for the second industry (19%) and 1.188 billion CNY for the third industry (58%). The ratio of above-mentioned three main industries is 22.5: 19.1: 58.4 and the third industry is in the most important industrially in Altay and has the highest growth rate among the three industries. The fiscal revenue of 67.42 million CNY in 2006 is increasing by 13.75% compared to that of the year 2005.

10. Among the ethnic minority peoples living in Altay the Kazakh are the most rural and are to be found in the largely peri-urban areas of the city. During the summer months the Kazakh spend much time grazing primarily sheep in distant mountainous pastures although in recent times they have also developed a range of local cropping activities to supplement income from pastoral activities. The Uygur by way of contrast unlike the Uygur elsewhere in XUAR are more likely to be urban-based and engaged in non-agricultural-based activities as indeed are the Hui. Some of the other ethnic minority groups such as the Mongols are to some extent involved in agriculture although to a very large extent are also urbanized. It has to be remembered that Altay as a city is one of recent origins even though its history as an area of settlement is more than 1,000 years old.

2.2. Population and Ethnic Minority Distribution

11. In 2006, there were 70,100 households with the average size of 3.26 persons in Altay, and the total population is 228,700 with men to women ratio of 100:96. Among them, the non-agricultural population is 148,800, accounting for 65% of the total population. The birth rate is 13.17, mortality is 3.7 and natural growth rate is 9.47%.

12. Altay's population is made up of numerous ethnic groups, including Han, Kazakh, Hui, Uygur, Mongol, Tartar, Russian, Manchu, Kyrgyz, Uzbek, Xibo, Daur, and Tajik,. They live in primarily mixed communities. The minority population of Altay is 89,635, which is the 39.19% of the total population. Kazakh is the main minority with the population of 73,233, which is 32.02% of the total population.

Table 2-1 Population Distribution of Ethnic Minority Groups In Altay

No	Ethnic group	Population	Proportion
1	Uygur	4970	2.17%
2	Hui	6549	2.86%
3	Kazakh	73233	32.02%
4	Xibo	39	0.02%
5	Uzbek	138	0.06%
6	Man	196	0.09%
7	Mongolia	2536	1.11%
8	Russian	207	0.09%
9	Others	1767	0.77%
Total Ethnic Minorities		89635	39.19%

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

2.3. Employment and Income

13. In 2007, the registered unemployment rate in Altay was below 1.95%. However, the data of the household socio-economic survey shows that the actual unemployment rate is at least 4% in the areas of Altay where most ethnic minorities live. By the end of 2006, the total number of employed persons was 31,231 (excluding the persons employed by individual and private units), and among them the ethnic minorities were 15,572 or 49.86%, female employed persons were 13,829 or 44.28%. However, as Table 2.2 demonstrates the percentage of ethnic minority people employed in quite a wide range of public sector employment sectors declined between 2005 and 2006. This is partly due to the fact that the city government has been forced to downsize its local workforce but according to local labor officials ethnic minority groups have not been affected disproportionately to the Han majority.

Table 2-2 Employment by Sectors for Ethnic Groups

Grouped by Sectors	Ethnic Minority employed persons		Increase	%
	2005	2006		
Total	15427	15572	145	0.94
1. Farming, Forestry, Animal Husbandry and Fishery	8685	8946	261	3.01
2. Mining	11	25	14	127.27
3. Manufacturing	193	233	40	20.73
4. Production and Distribution of Electricity, Gas and Water	178	138	-40	-22.47
5. Construction	79	83	4	5.06
6. Transport, Storage and Post	258	212	-46	-17.83
7. Information Transmission, Computer Service and Software Industries	87	103	16	18.39
8. Wholesale and Retail Trade	56	76	20	35.71
9. Accommodation and Catering Services	55	64	9	16.36
10. Financial Intermediation	150	172	22	14.67
11. Real Estate	15	18	3	20.00
12. Leasing and Business Services	34	52	18	52.94
13. Scientific Research, Technology Service and Geological Prospecting	209	306	97	46.41
14. Water Conservancy, Environment and Public Facility Management	232	121	-111	-47.84
15. Services to households and Other Services	20	0	-20	-100.00
16. Education	2293	2196	-97	-4.23
17. Health, Social Security and Social Welfare	680	647	-33	-4.85
18. Culture, Sports and Entertainment	247	267	20	8.10
19. Public Management and Social Organizations	1945	1913	-32	-1.65

Source: Altay Yearbook, 2007.

14. In 2006, the annual per-capita net income of the farms and herdsmen in Altay is CNY 3837, higher than the Xinjiang Province average, CNY 2737. The annual disposable income of the urban residents in Altay is CNY 10,539, slightly higher than the autonomous region average, 9,120 CNY.

15. Ethnic minority peoples are more likely to be employed in the agricultural sector than the non-agricultural sector although for both the Uygur (which elsewhere are to be found in quite significant numbers in agriculture) and the Hui (who traditionally in XUAR are more likely to be found in the non-agricultural sector) they are concentrated in public sector employment (especially the Uygur) or small and medium enterprises (especially the Hui). It is the Kazakh who are more likely to be found in agriculture. However, in the field of tourism the Kazakh dominate at the lower end of the value chain because this area is quintessentially a Kazakh area while the

Han control most of the tourist businesses because they have greater access to capital and a better knowledge of the broader domestic market. In the rural area, the Kazakh people are mainly engaged in livestock breeding. In Altay, the monthly revenues and expenditures of the ethnic minority households were slightly lower than the average level as the following table demonstrates.

Table 2-3 Monthly Average Income and Expenditure

Nationality	Average	Ethnic minority	Poverty family	Female householder family
Income per month (CNY)	2169	2090	777	1279
expenditure per month (CNY)	954	920	436	517
the proportion of expenditure to income	43.98%	44.02%	56.11%	40.42%
Food expenditure proportion	38%	38%	42%	34%

Source: Household SES, March 2008.

2.4. Education

16. Altay has 33 schools with 18,358 students. There are 16 primary schools with 11,413 students, including 7,046 minority students; 13 junior high with 6,337 students, including 4,108 minority ones; 4 senior high schools with 608 students, including 335 minority ones. There are 2,650 teachers, including 1,712 minority ones. The capital for construction of educational infrastructures was up to 93.77 million CNY. In nine-year compulsory education, enrolment rate and completion rates of ethnic minority students and female students are both close to 100%. In relation to senior high school education, the enrolment rate was reduced obviously although the completion rate was up to 100%. At present, improvement for education level is limited mainly because of the ethnic minorities living in the more remote elevated areas that are very cold during the winter and there is the problem of access, poor urban infrastructure, and a shortage of trained teachers willing to work in such schools.

Table 2-4 Enrollment Rate and Completion Rate

Type	rate	Enrollment Rate		Completion Rate		
	average	minority	Girl	average	minority	girl
Primary school		99.98	99.98		99.84	99.82
Junior high		99.57	99.53		96.48	98.43
High school		23	30		100	100

Source: Altay City Statistics, 2007.

17. Table 2-5 shows that the education level of ethnic minority groups in Altay is not very high, especially for women, of whom 70% have an educational level less than junior high school. This becomes a restrictive factor for women to participate in the Project and is the reason why effective training of ethnic minority women is necessary to derive as many benefits as possible from the Project.

Table 2-5 Educational Background of Ethnic Minority Groups

	Average		Ethnic Group	
	Male	Female	Male	Female
Illiterate	3.33%	14.65%	5.95%	17.95%
primary or less	22.00%	14.01%	9.52%	24.36%
junior high	32.00%	33.12%	27.38%	25.64%
senior high or technical college	27.33%	19.75%	34.52%	16.67%
junior college	12.67%	14.01%	19.05%	10.26%
University	2.67%	4.46%	3.57%	5.13%
Graduate	0.00%	0.00%	0.00%	0.00%

Source: Altay City Statistics, 2007.

18. Community consultations in Altay did point out the demand from minority communities, who currently undertake their education in their indigenous languages also for education in the Chinese language. This is because minorities keenly feel the disadvantage of inadequate Chinese language skills when they are competing for jobs in the formal labor market. Many government bureaus interviewed noted language training courses provided by them to boost employment skills were popular among the unemployed. As Altay also wants to continue developing as a tourist destination and given that most of the tourists are Chinese speaking from elsewhere in China there is a pragmatic recognition of the necessity to be competent in the use of the Chinese language. Though traditional ethnic culture is a core to attract tourists, good Chinese can help to sell more art crafts and get more chances for tour guiding employment.

2.5. Medical Care

19. In 2006, there were 59 medical institutions including 15 hospitals in Altay. The total number of medical personnel in the medical institutions is 931 and the number of bed is 1,458.

Table 2-6 Incidence of Diseases related to the surrounding environment

	2007	
	Number of cases	Incidence (‰)
Asthma	84	0.04327
Hepatitis	454	0.2339
Diarrhea	1119	0.5765
Bacillary dysentery	42	0.0216

Source: Altay City Statistics, 2007.

20. According to the data provided by Altay Sanitation Bureau, except the incidence of diarrhea in Altay is relatively high, other illnesses have low incidence. It is anticipated that improvements of public sanitation (waste collection and provision of sanitary toilets and bathrooms) will have a positive impact on decreasing the incidence of gastro-intestinal diseases. This EMDP specifically addresses this issue because the public bathrooms/toilets that are planned for the Project have for the most part being targeted at ethnic minority communities. A conscious decision was made by Altay City to respond to the demands of these ethnic minority communities for improved water, hygiene and sanitation facilities that will be managed by the local community.

2.6. Poverty

21. To help reduce urban poverty at the household level, the minimum standard of living system for urban residents (MSL) was established in 1 May 1999 in Altay. At present, the MSL standard is CNY 117 person/month.

22. According to the latest data in January 2008 provided by the Altay City Government, the total number benefiting from the MSL was 4,716 households and 12,492 persons, which accounts for 10.8% of the non-agricultural population of Altay city. Among them, women are 6,946 and account for 56%. Minorities are 6,856 and accounts for 55%, which is much higher compared with minority population of Altay (39%).

2.7. Household sanitation facilities

23. In Altay 53% of ethnic minority households have access to indoor flush toilets compared to 67% of the overall population but in the ethnic minority communities where community sanitation facilities will be provided less than 10% of households have access to indoor flush toilets and the public toilets that exist are unhygienic and there are no showering facilities.

2.8. Analysis of Social Organization and Stakeholders

24. Ethnic minority peoples in Altay are generally well integrated into the broad social and economic fabric of everyday life. While each ethnic group maintains its own unique identity there is quite a high degree of inter-marriage, ethnic minority groups live alongside one another and also with the Han minority, and there is little or no evidence of inter-ethnic hostility or antagonism among and between the different ethnic groups. Of the ethnic minority groups the Hui and Uygur are the best organized which partly reflects higher living standards than among the other major ethnic minority group the Kazakh but interestingly in Altay all three major ethnic minority groups who are also Muslims will attend Friday prayers in the same mosque. During the preparation of this EMDP these three ethnic minority groups and representatives of other ethnic minority groups had no trouble working with one another and were prepared to listen carefully to each others opinions. Even local Han officials remarked that it is easier in Altay for different ethnic groups to work together than in many other cities of XUAR.

25. Those ethnic minority Villagers and urban residents of the project area are affected by land acquisition, house demolition and resettlement, and possibly associated income loss will find negative impacts mitigated via the RP. However, this EMDP is not simply about addressing the needs of EM APs but all ethnic minority groups in Altay and it has been assessed that broadly speaking the Project will have a positive impact on the lives of all ethnic minority groups living in Altay. 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. Positive impacts will include improved roads that are not only safer but improve connectivity for ethnic minority communities, environmental sanitation improvements, improved living conditions, increased employment opportunities and income as a result of economic development (especially border trade and tourism), and in general rendering Altay, which is already a very beautiful city even more habitable.

26. A summary of stakeholder analysis is shown in Table 2-7 below. The direct project stakeholders are villagers and urban residents in the project area. The indirect stakeholders

include the Construction Bureau, D&R Commission, Tourism Bureau and other institutions of the Altay 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.

27. The Executing Agency of the project is the Altay City Government and the Implementing Agency is the Construction Bureau of Altay. 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.

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 Altay City	Direct	Improved traffic conditions and living conditions. Convenient public toilets and public bathrooms Increased job opportunities and incomes
3	ADB	Indirect	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.
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	Department for Environment and Sanitation Management	Indirect	Solid waste cleaning and environmental protection facilities management within project area.
14	Department for Orchard and Forest Administration	Indirect	Management and maintenance of the facilities of urban forestation.
15	Traffic Police Battalion	Indirect	Traffic security management, accident disposal and license tag approval.
16	Land Resource Bureau	Indirect	Examination, management and monitoring of project land use.
17	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.
18	Taxi Drivers	Indirect	Passenger transportation within the urban area. Some construction disturbance but benefit from lower vehicle maintenance after project.
19	Bus company	Indirect	Passenger transportation within the urban area. Some construction disturbance but benefit from lower vehicle maintenance after project.
20	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

28. The major objective of the project is to improve the conditions of urban traffic and infrastructure, improve the investment environment, and create positive impacts on local economy and tourism. Affected persons will benefit from the city development, increased income and reduced poverty. During the period of project construction, however, the project will have temporary negative impacts but which can be mitigated. Therefore, it is necessary to take relevant measures and conduct specific activities to maximize positive impacts and alleviate negative impacts. In general, the impact of the project is positive, which is accordance with the demands of the local residents.

3.1. Analysis of Positive Impacts

29. There are a number of positive impacts as a result of the Project's urban transport improvement sub-component for the ethnic minority groups in Altay. These include: (i) better road junction control and more systematic enforcement of traffic rules will make it easier for pedestrians to cross the junctions; (ii) junction configurations are designed to provide the shortest pedestrian crossing facilities and proper channelization of traffic, so as to improve both pedestrian and driver safety; (iii) bus stops and associated pedestrian crossings will be located near schools to improve safety for students, their teachers, parents and other care-givers; (iv) road lighting will be provided to ensure road safety through better visibility of the users. This is not only a sound road safety measure but also a personal security measure, especially for ethnic minority women; and (v) the Project also recognizes the need of NMT users' access to city roads, especially in close proximity of local markets. The environmental sanitation sub-component's positive impacts include: (i) public toilets (and bathrooms in poorer areas) meet the local demand, improving both household and public hygiene; (ii) more effective management of solid waste improves the aesthetic appearance of local communities, the household and public hygiene, and the safety of pedestrians through clearing garbage from the footpaths; and, (iii) more effective street cleaning practice will improve the aesthetic appearance of city streets and contribute to public hygiene. Temporary construction impacts notwithstanding, on the whole the impacts are all positive:

30. **B1: Improvement of Residential Conditions and More Convenient Transport Options.** The project includes new construction and upgrading of 19 roads and environmental sanitation: 6 roads to be upgraded, 10 roads to be extended and 3 roads to be-built. Currently, the infrastructure in Altay city is poor compared to those in the capitals of other prefectures. For the existing roads, some of the roads are unpaved and the hardening ratio is low. There is lack of auxiliary facilities, such as road lighting and road greening, parking lot, and traffic facilities, etc. During the selection and preparation of project components, the demands of the communities are the key selecting principle. Therefore the proposed roads under this project are mostly located in residential areas, where the roads are old and narrow, the road surface condition is poor, and they are not equipped with greenbelts and pavements. The roads are dusty in the summer and muddy after rain. Vehicles cannot pass due to the bad road conditions in the winter. The roads are difficult for NMT road users for much the same reasons. At present both motorized transport users and NMT users compete with one another to travel on poor roads. This is not only inconvenient but also dangerous. The provision of all-weather paved main roads with footpaths will enable easier passage of both pedestrian and vehicular traffic. This will improve road safety and mobility, especially for women and the elderly because taxis will be able to service the area where they do not have access at present.

31. Due to the mountain topography characteristics of Altay, the local residents prefer to travel by bus or on foot. However, the poor road network results in limited coverage of bus services. As a result of the project, the coverage of bus services will be expanded, which will be convenient for the local residents to travel.



Figure 3-1 Bei'er Road

32. Now there are 39 public toilets, including 12 flush public toilets (31%) and 27 dry latrines, of which, the facilities in most of the water-flushing toilets have been damaged seriously due to long-time operation. The existing open type garbage containers have an adverse effect on the surrounding environment and cannot satisfy the current demand of the city development. Some of them have not been used as they are damaged seriously; the present street cleaning trucks have difficulties in satisfying the increasing demands; the working efficiency of the landfill site is low due to lacking relevant mechanical equipment. There are dustbins distributed in some main streets, but obviously these are not enough, besides some dustbins need replacing. Under this project, it is proposed to set up 10 flush toilets in some main road sections, and these toilets will be equipped with the public bathrooms and the management rooms for meeting the demands of the local residents and increasing the job opportunities. See Table 3-1 for proposed environmental sanitation facilities.

Table 3-1 Proposed Environmental Sanitation Facilities

No.	Road name	Road length	Dustbin	Garbage container	Garbage collection units	Public toilets
1	West Huancheng Road	512.91	13	2	1	0
2	Qiaodong Road	1138.31	28	4	1	2
3	South Tuanjie Road	619.30	15	4	0	0
4	Hongdun Road	2014.24	50	8	1	0
5	Yuanyichang Road	1232.88	31	6	0	0
6	North Jiefang Road	1394.98	35	5	1	1
7	Donghou Street	773.69	19	4	1	0
8	Bei'er Road	2090.20	52	7	1	2
9	Lanjing Street	799.61	20	4	1	1
10	Donghoujie Road	462.10	12	4	0	0
11	Qianjin Street	1150.00	29	6	0	1
12	Binhe Road	4541.97	114	4	3	2
13	Gongyuan Road	2078.53	52	5	0	1
14	Jinshan Road	1447.19	36	4	0	0
15	North Jinshan Road	1316.57	33	5	0	0
16	Wenhua Road	1027.23	26	5	0	0
17	South Tuanjie Road	1339.50	33	6	1	0
18	North Tuanjie Road	2234.30	56	4	1	0
19	1—10# Lanes	3089.05	0	15	0	0
	Total	29262	654	102	20	10

33. **B2: Accelerating Tourism Development.** Altay city has rich tourism resource. It is one of the main tourism sites and the tourism distribution centre of Altay region with Kanas as the key attraction. It possesses many tourism brands such as “China Excellent Tourist City”, “Golden Mountain and Silver Water”, “Earliest Skiing Home of Human Being”, “Kazakh Folk Cultures Display Site”. Last year Altay attracted 772,500 tourists compared to 647,500 in 2006 or a 16.1% increase over 2006 visitor arrivals and earnings per visitor per day were CNY696.44 compared to CNY671.81 per visitor per day or a 3.53% increase over 2006 earnings (by way of contrast Turpan earnings per visitor per day were only CNY188.35). Transport connectivity to Altay is reasonably convenient. It is the confluence of Highway 216 and Highway 217, which constitute a radial traffic network within the scope the city. Construction for Kuitun-Altay railway will be finished in 2008 and the passenger volume will reach 0.88-1.25 million passengers.

34. Altay is trying to brand itself as a destination to experience unique Kazakh customs especially those associated with herding and pastoralism, distinctive music and dancing, leather crafts and beverages such as the mildly alcoholic kumiss (fermented mare’s milk). At the same time it is also trying to promote itself as a winter resort with the backing of ice and snow tourist

resources and the effect of the brand “Earliest Home of Skiing of Human Being”. As most main landscaped areas and ski resorts lie in the center or the surroundings of the city, convenient communication facilities are very important. With development of tourist communication, the local residents, especially Kazakh people, are provided with a lot of job opportunities such as farmhouses visiting, custom performance, characterized cuisine, etc, thereby realizing income increase. In 2007, Altay City Tourism transferred 1200 surplus labor successfully and provided in excess of 5000 jobs indirectly. As a result, the tourism generated the income of 30 million CNY for farms and herders. For example, Altay City Chenniu Tourist Souvenirs Co. Ltd. and 200 households in Biesibasitao Village of Qiemu'erqieke Township signed the first souvenirs purchasing contract with the total amount of CNY280,000, which will increase the income of local farms and herders by CNY150 on average and transfer at least 400 surplus labor. So far, there are 88 farm and herders households engaged in various tourism businesses distributing in Xiaodonggou Landscaped Area, Jinshan Forest Park, Kelan River Vacation Village, the night markets, etc. With continuous improvement of tourist infrastructures as well as development and cultivation of folk custom tours, folk cultures will become the core of Altay tourism and will accelerate improvement of local resident living standards.

35. This EMDP recognizes there are other ethnic minorities with their own distinctive culture in this area, especially the Mongols who have come to reside here but the general consensus is that people visit Altay because of its Kazakh culture and the Bureau of Ethnic Affairs is looking at ways of working in conjunction with other ethnic minority communities and the Tourism Bureau to develop the cultural attractions of other ethnic minority groups. This EMDP recognizes that to showcase the cultures of ethnic minority groups it is also important to ensure that they can economically benefit from such attempts.

36. **B3: Job Opportunities.** Project construction will make use of local resources and create employment opportunities, which will effectively increase the income of local ethnic minorities and improve their living standard. Employment generation each year during Project implementation is estimated to create 531 unskilled jobs directly and 60 unskilled jobs indirectly. Income earnings for unskilled jobs created directly are estimated to total CNY 10,301,400 and from unskilled jobs created indirectly CNY1,396,800: these are jobs and income that would not be created and earned in Altay without the Project. The villagers can take all of the unskilled construction jobs after training. Local people can operate small shops and restaurants to provide services to the construction workers and get some cash income. Some people can even earn money by providing trucks. After project completion, local women and ethnic minorities will be given priority for road and local environmental maintenance work, cleaning, family tourism, public toilets maintenance, etc., which can increase their incomes. The IA is committed to ensuring that at least 45% of all employment opportunities directly created by the Project is offered to ethnic minorities

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 some diseases induced by an unhealthy environment. Among the diseases that will be reduced include those related to bacterial (diarrhea), viral (dysentery), and parasitic (helminthiasis, amoebiasis and giardiasis). Improved solid waste management reduces the risks from cuts and infections from sharp waste and eye disease (trachoma and conjunctivitis) and skin disease (mycosis and anthrax). Much of Altay where there is a higher incidence of disease is in areas where there are a significant number of ethnic minority groups.

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 so better roads will decrease their work in this respect. The women can also have more time to take part in some income-generating activities, such as food preparation for sale and handcrafts. According to the survey, women are eager to benefit from the tourism industry. However, of equal importance the consultation and participation plan prepared for this Project is designed to facilitate the enabling environment for ethnic minority women to more actively and fully participate in the Project. The IA after consultations with ethnic minority women has agreed that up to 25% of all unskilled jobs created by the Project should be allocated to ethnic minority women. Where ethnic minority women are skilled or have management and technical experience they must also be considered for employment but a realistic assessment of human resources in Altay has found there are few ethnic minority women with a skilled background or management and technical experience. The EMDP will not set quotas in areas such as these where there are limited local human resources.

3.2. Negative Impact Analysis

39. 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 117 households (346 persons) affected by house demolition and needing relocation, which include 16 Ethnic Minority households (62 persons). Ethnic Minority APs account for 17.92% 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"> ➤ Many workers will enter the project construction area, which could increase the incidence and spread of communicable diseases. ➤ With the development of border trade and tourism, the indirect risk of spreading HIV/AIDS.
N4	Impacts on the culture of ethnic minorities.	As many of the skilled 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	Road safety	Improved road conditions are likely to bring an increase in motorized traffic which if not regulated is likely to pose a danger to other NMT road users.

40. **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 lower degree (17.92) than their proportion of the general population (40%). 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		Kazakh		Uygur		Hui		Percentage of Total (%)
		HH	Pop	HH	Pop	HH	Pop	HH	Pop	HH	Pop	
1-10# Lanes	Jinshan Road	1	1	0	0	0	0	0	0	0	0	0.00%
Qianjin Street	Jinshan Road	7	14	1	2	0	0	1	2	0	0	14.29%
Bei'er Road	Jinshan Road	14	49	6	27	3	13	0	0	3	14	55.10%
Qiaodong Road	Jinshan Road	7	15	5	12	3	7	0	0	2	5	70.59%
Yuanyichang Road	Jinshan Road	3	5	0	0	0	0	0	0	0	0	0.00%
West Huan Cheng Road	Dunbazha'er	3	13	1	9	0	0	0	0	1	9	81.82%
Hongdun Road	Baiyang Bridge	65	172	3	12	1	4	1	3	1	5	6.98%
Binhe Road	Wenhua Road	5	13	0	0	0	0	0	0	0	0	0.00%
Total		105	282	16	62	7	24	2	5	7	33	21.99%

41. **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. However, these negative impacts can be mitigated by various measures as outlined in the Environmental Management Plan (EMP).

42. **N3: Public Sanitation and People's Health.** Up to 1,072 workers (or 3.2% of the existing paid workforce) from outside of Altay will be required for the management and technical and skilled jobs directly related to the Project because according to the PMO such people are not available in Altay. As most of these workers will be males without their families they are an at-risk group in relation to STIs/HIV/AIDS and could increase the incidence and spread of sexually communicable diseases. However, Altay does not have a major existing problem with sexually communicable diseases unlike some of the other cities in XUAR because even though it has some "informal" commercial sex workers it does not have a large number of injecting drug users. This does not mean that Altay is less than vigilant in this respect but it is a statement of actual reality. However contractors will be required to provide an awareness and prevention program to all workers (include distribution of free condoms and free HIV testing if requested) and entertainment venues (e.g. karaoke bars will encourage their singers to make condoms available to their clients if necessary). To ensure that the Project leverages existing public health initiatives contractors will be required to link their own specific awareness programs with these existing initiatives. The Bureau of Ethnic Minorities has made significant inputs to these initiatives to ensure outreach is also targeted at ethnic minority groups. The problem is not with construction workers *per se* but with tourists and local workers returning from Mongolia where there is a higher incidence of sexually communicable diseases but because two of the Project's strategies are to both increase tourism and develop the export of local labor to Mongolia it needs to be mindful of these indirect impacts. It is also possible that other diseases such as hepatitis C, typhoid, encephalitis and tuberculosis will increase but given the socio-economic status of workers – all at least who are skilled and all quite well-educated – it is considered that the risks are of a lesser magnitude than if there were to be a significant influx of unskilled workers.

43. **N4: Impacts on the Culture of Ethnic Minorities.** As a lot of 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. Local Kazakh have argued so long as construction activities do not occur during Friday Prayers, funerals, circumcision ceremonies, or other major Muslim festivals this should not be a problem. The same applies to the Uygur and Hui Muslims. Other ethnic minority groups are not worried about the impact on their culture but rather whether they can enjoy the same benefits as the three major ethnic minority groups (e.g. most notably access to paid employment during the Project).

44. However, during the preparation of this EMDP special attention was paid to the demands of local ethnic minority groups in poorer areas of Altay for public toilets and bathrooms to meet the real needs of local communities and which will be owned and operated by these local communities. The positive impact of this Project related social infrastructure cannot be minimized because it will have a tremendous impact not only on the hygiene and sanitation of local ethnic minority groups but also on community-based social capital. The social impact of different ethnic minority groups from the same communities collaborating with one another to provide a clearly needed facility is an extremely positive impact.

45. **N5: Road Safety.** Last year there were 13 road fatalities in Altay including 3 adult females, 2 female children and 1 male child. Over 50% of the road fatalities involved either pedestrians or other NMT users. Personal injury accidents last year resulting in permanent impairment numbered 48 of whom 18 were adult females, 7 female children and 8 male children. Over 45% involved either pedestrians or other NMT users. This is a very high accident rate and Altay City attributes this to poor road junction control, poor visibility because of curved road sections, lack of illumination on city roads, unsealed surfaces, and lack of bus-stopping bays near schools and other venues where children are using the roads. There is also some recognition that traffic regulations are less strictly enforced than they should be. However, with improved junction configurations, improvement in sightlines on curved roads, more street lighting, permanent surfacing of hitherto unsealed roads, and construction of bus stopping bays together with stricter enforcement of traffic regulations road safety will actually improve even with more motorized vehicular traffic on the roads. Bilingual signs will enhance road safety in Altay as will the road safety programs targeted at school children.

3.3. Gender Analysis of Project Impacts

46. In the project area, the number of the ethnic minority women with educational level under junior high school accounts for 70%. The household surveys and the community interviews show women in Altay 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 or a shop near construction sites; and some hope the latrine-maintenance service that will be financed and managed by the local community will provide continuing waged employment. The All China Women's Federation and women see 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.

47. 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. And building the public bathrooms can ensure women's sound condition in health and mind. Also, as explained in Paragraph. 43, the Project is also seeking to achieve greater levels of gender empowerment, especially for ethnic minority women.

4. Public Participation and Consultation

4.1. Public Consultation during Project Preparation Phase

48. 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 Altay 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 special 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. See Attachment 1 for the detailed participation records.

Table 4-1 Summary of Participation and Consultation

Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
Dec 2007 -Jan 2008	APs, village leaders, project design	Surveys on APs	150	80	<ul style="list-style-type: none"> ➤ Introduction of project background ➤ Minimizing land acquisition and house demolition impacts ➤ Residents' attitudes to the component of the project
Jan-Feb 2008	The heads and the representatives Jianshanlu Street, Jiefanglu Street, Tuanjielu Street, Lasite Township	Household interview Community interview	200	80	<ul style="list-style-type: none"> ➤ Appeal of affected minorities ➤ Sample survey to affected households ➤ Restoration plan for APs losing income.
Mar 2008	Officials from relevant bureaus, such as CAB, Tourism Bureau, LSSB, MAB	Bureaus interview	32	23	<ul style="list-style-type: none"> ➤ Attitudes to the Project ➤ The ongoing projects implemented by the local government ➤ Recommendation by the local government
Mar 2007	Village representatives	Community interview	90	80	<ul style="list-style-type: none"> ➤ Attitudes and aspiration to the project of the ethnic

Date	Participants	Type of Public Participation and Consultation	No. of Participants	EMs	Main Contents
April 2008	Related government department, village representatives	Community interview	60	34	<p>groups</p> <ul style="list-style-type: none"> ➤ Identification of the impacts on the ethnic minorities ➤ The required alleviation measures and benefit measures ➤ The impacts on women and vulnerable groups ➤ Public bathroom management discussion ➤ Discussion on employment opportunities arisen by the project ➤ Discussion on training required
May 2008	PMO and administrative departments (CAB, Tourism Bureau, LSSB, MAB), the heads and the representatives Jianshanlu Street, Jiefanglu Street, Tuanjielu Street, Lasite Township	Bureaus interview, community interview	76	45	<ul style="list-style-type: none"> ➤ Further introduction of the Project ➤ RP and Ethnic minority groups plan discussion

AP = affected person, CAB = Civil Affairs Bureau, EM = ethnic minority, LSSB = Labor and Social Security Bureau, MAB = Minority Affairs Bureau, PMO = project management office, TB = Tourism Bureau, WF = Women's Federation

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

4.2.1. General Views and Expectations

49. On the whole, and confirmed through extensive public consultation, it can be concluded that the requirements and expectations of ethnic minorities in Altay are the same as the majority Han people. In the project affected area, ethnic minorities expect that project construction should act to mitigate any negative impacts of traffic inconvenience, and that they should obtain fair compensation for land acquisition and house demolition in a timely manner. Persons affected by collective land acquisition expect to get skill training to participate in tourism and other non-agricultural activities after they obtain monetary cash compensation. Urban persons affected by house demolition expect monetary compensation and rural persons expect to rebuild their homes by themselves. Some villagers hope they can participate in the construction works of the project with the aim of increasing their incomes. In the project beneficiary area, it can be surmised from a range of individual interviews that most people hope the project can be constructed as soon as possible to improve the traffic conditions of Altay.

4.2.2. Views and Expectations of Special Groups

50. Except for the common requirements and expectations of all persons for land acquisition and house demolition, women, ethnic minorities and vulnerable groups have some special concerns and expectations, which are shown in Table 4-2.

Table 4-2 Concerns and Expectations of Special Groups

No.	Special Group	Views and Expectations	Remark
1	Women	All local women support the project. With the view of income enhancement, some of them expect to be employed to engage in the work of road cleaning and roadside planting maintenance after project completion; and there are a few of them hoping a toilet for women can be built in the project area during the period of their employment; the women hope to sell the vegetables and the livestock and poultry products to the construction team; the women are eager to get the relevant trainings, especially Chinese and tourism; road safety education to the children; the public transportation routines may cover the communities of the public transportation companies; The public bathrooms should be equipped with single rooms to meet the demands of the women.	The project assurances stipulate that women's employment opportunities will be prioritized and these will be monitored. Other initiatives such as the skills building and training sub-components will include targeting of women. Core labor clauses will be implemented including workplace occupational safety norms; all the requirements and demands from the women should be included into the EMDP, such as women being paid to undertake local road maintenance.
2	Ethnic Minorities	Most ethnic minorities agree with the project. However, some of them worry the project will bring impacts of inconvenience on their entry to the mosque, while others are anxious whether their traditions and customs will be affected as many Han workers may enter their neighborhood. They hope the project will promote the development of tourism industry in Altay and they can participate; it is required to set up clean single bathroom for each Muslim man or woman.	The project assurances will ensure that IAs prioritizes employment for ethnic minorities and contractors provide adequate training. The assurances contain a particular clause on ethnic minorities covering employment, monitoring and supervision. In addition they also call for HIV/AIDS prevention for workers and training on and observation of local protocols concerning acceptable behavior in interacting with the local population. All of these actions have corresponding monitoring indicators; the public bathrooms should be designed based on the demands of Muslim people.
3	People Living in Poverty	It is known from the interviews that most poor people expect to be employed by project construction units during the period of project construction to increase their incomes. There are a few of them hoping to be paid special attention by government during land acquisition and house demolition implementation.	The project assurances stipulate that IAs prioritize employment opportunities for vulnerable groups and that contractors provide adequate training.

5. Ethnic Minority Development Action Plan

51. 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

A. Measures to Mitigate Negative Impacts

5.1.1. Land acquisition and resettlement

52. 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. For the details, please refer to Altay City Resettlement Plan, which illustrate that those ethnic minority people affected by resettlement have had their concerns adequately and equally addressed in the RP.

5.1.2. Environmental Impacts in Project Construction

53. During construction, some issues are addressed in the loan assurances to minimize noise and protect trees, farmland from grind. Temporary garbage collections will avoid polluting environment. All relevant environmental, occupational safety and health standards are met through environmental management plan implementation.

5.1.3. Disturbances to Ethnic communities

54. 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.

5.1.4. Public Health

55. The public sanitation problem in construction site is the disposal of garbage. The measures include: to stack and dispose garbage together; no littering; setup some public toilets; dustproof to prevent air pollution. These actions will also be in the local languages to ensure that ethnic minority people are able to understand the nature of such activities.

56. The PMO will ensure that specific actions for the control of transmissible diseases are undertaken for the construction of the Project. Altay City Government will implement this plan through the cooperation with the Altay 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, malaria and hepatitis C during construction. The 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 for workers.

5.1.5. Road Safety Education

57. To reduce accidents, following measures will be adopted: All road signs will be in both Chinese and Uygur to conform with the practices throughout XUAR. However, traffic police need to be able to converse in Han, Kazakh, and Uygur (older Uygur cannot understand Chinese), and there is a need for outreach to all schools targeting school-aged children in the relation not only to traffic rules and regulations but on respecting the rights of other road users.

B. Measures to Benefit Reinforcement

5.1.6. Optimizing Design of Public Bathrooms to Meet Local Demand

58. Men and women living in local ethnic minority communities want separate cubicles for showering. At present there are no public bathrooms in these communities and when members of these communities want to have a shower they either have to use a flannel or similar in their own home or travel to one of the bath-houses in another part of the city where primarily Han people live. It also needs to be noted that it is generally forbidden by Muslim men and women in this region of China to use the same bathroom. The Project will ensure that people using these public bathrooms, the majority of who will be ethnic minority people, will for the first time in their lives be able to have a hot shower at any time of the year in a bath-house close to where they live. This is a vast improvement on the existing situation.

5.1.7. Employment of the Local Labor Force

59. Both the project construction unit and local government will ensure that ethnic minority people are afforded the opportunity to directly obtain Project wage labor employment during Project implementation. A target of 45% of all unskilled wage employment has been established for ethnic minority people living in Altay. 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, women and residents entitled to basic living allowances, with the aim of increasing their incomes during the period of project construction and ensuring benefits to ethnic minorities from the project.

60. The All China Women's Federation will conduct outreach activities for local women to obtain skills training and organize their participation in skills training related to project construction. Before claiming the project area and commencing project construction, the project contractors will advise local government of their labor requirements including the types and numbers of workers required, and arrange for job-related training in order that more women can benefit from project employment. The project has set a target of 40% female employment and 25% female ethnic minority employment. Job opportunities estimated by PMO are in the following table:

Table 5-1 Job Opportunities Generated by the Project

	Direct			Indirect		
	Management And Technical	Skilled	Unskilled	Management And Training	Skilled	Unskilled
Altay	143	929	531	60	100	60

Source: Altay PMO, May 2008.

61. A small example of the types of jobs that will be created as a result of the Project will be those jobs to maintain the public bathrooms in the ethnic minority communities. The Project pays for the hardware but the local community through an agreed upon user fee will pay the costs of local people maintaining these bathrooms. This is a good example of the user pay's principle being applied in a way that not only meets local ethnic minority demand but has the potential for providing sustainable employment.

5.1.8. Women's participation

62. (1)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. During preparation, construction and operation period, the IAs will invite the staff from WF to participate. (2) Unskilled and non-physical work will be provided to women, especially those who are poor and heading FHH. (3) The All China Women's Federation will also provide special training focusing on food service, ethnic minority cultures, intangible heritage and handicrafts to increase their income. At least 50% of trainees will be women. (4) The All China Women's Federation will use its position to assist women apply for longer-term loan finance to establish small enterprises.

5.1.9. Strengthen Public Participation

63. During the implementation of this Project the RP outlines strategies for the participation of EM APs to ensure they are treated equitably and transparently alongside the Han APs. However, in relation to the EMDP, which includes all ethnic minority groups not just EM APs, the Project will encourage active participation via the training and employment programs both directly and indirectly related to the Project and the public awareness programs related to environmental sanitation and road safety. However, it needs to be stressed that public participation strengthening is already underway as a result of the participatory processes used during the actual design of this Project. City government is very keen to continue developing such participatory processes because it sees very clear advantages in relation to improved urban planning when all citizens, including most importantly ethnic minority citizens, are actively involved in these processes.

5.1.10. Expand the Coverage Area of Bus Corporation and Taxi Corporation

64. The local bus company has pledged to improve its bus coverage to areas of Altay City where there are a significant concentration of ethnic minority people. However, the bus company is not prepared to incur economic losses through the provision of such services and it was found during consultations associated with the participation of this EMDP that women sought more flexible services typically provided by small private van owners. It was also argued by ethnic minority people that during the hours of darkness an expanded taxi service made possible by the improvement of existing roads to local ethnic minority communities would make it easier for ethnic minority households to access medical facilities in the event of a medical emergency or even visit family and friends in other parts of Altay on festive occasions.

5.1.11. Strengthen Assistance for Vulnerable Groups

65. The PMO and the Altay Labor and Social Security Bureau will prioritize the employment of ethnic minority vulnerable groups for employment and associated job opportunities, i.e., skills associated with use of power tools in road construction or safe preparation of foodstuffs. After completion the Altay Environmental Protection Department will prioritize these persons for roadside planting, road cleaning work, and garbage collection.

5.1.12. Skills Training

66. A variety of demand driven skills training courses will be provided. In relation to peri-urban residents these courses are likely to be in the innovation of improved winter-horticulture, integrated pest management for spring and autumn crops, improved livestock breeding and animal health. To ensure ethnic minority women are explicitly targeted there are likely to be training programs in poultry raising, which are very important because everyone in Altay and also tourists can consume chicken meat irrespective as to their cultural or religious preferences. However, for ethnic minority women who are non-Muslim training in pig rearing can also be provided because the income-stream from such an activity is very good. Training might involve the local Agricultural Bureau, farmer to farmer training, or the hiring of training experts in this field. Innovative approaches such as on-farm demonstrations will be attempted.

67. In relation to skills training course directly related to the Project to enable ethnic minority people to be directly employed the Project will provide skill development courses in a range of areas including the use of construction machinery and safe construction techniques. Where possible advanced training to equip ethnic minority people to provide labor in more sophisticated activities such as bridge construction will also be provided because Altay City intends to embark upon more urban infrastructure projects and is aware that the ADB is likely to finance another project directed specifically at Altay.

68. Training will also be provided in areas linked to tourism, which is a key sector of the local economy, and activities are likely to include the principles of tour guiding, food preparation, showcasing of local cultures, and improved competency in the Chinese language. Underlying this approach will be a commitment to enable ethnic minority groups to move higher up the tourism value chain by providing a more sophisticated and value added range of tourism related goods and services.

5.1.13. Utilization of Local Building Materials and Transportation Resources

69. 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, including ethnic minority suppliers of such materials. Conditions permitting, contractors will be encouraged to hire local transportation providers, including where possible ethnic minority suppliers and also to include the use of NMT where practical and economic. The IA will be required to monitor such utilization and make it clear to contractors where practical and economically feasible such resources should be sourced locally.

5.1.14. Environmental Awareness Education

70. The development goal of the tourism of Altay is to build it into a leisure resort. The community interview shows that the local residents are aware of their beautiful and clean natural environment and its potential as a base of tourism development.

71. The effective management of solid waste in Altay also requires that the Project focus on targeting all people because it is the human activities that generate all of the solid waste. Because women and children are often responsible for the household disposal of solid waste, any awareness and participation activities must be targeted at both women and children. However, to achieve city-wide coverage, the full range of stakeholders will be involved as follows:

- Raising the awareness level of city leaders such as the Mayor, Party Secretary and Imam because they are in a position to influence others closely aligned with the city leadership;
- Raising the awareness levels of officials from bureaus directly or indirectly involved with issues associated with solid waste management (Bureau of City Management Appearance, Bureau of Solid Waste Management, Bureau of Environmental Protection, Bureau of Propaganda and Education, Bureau of Science and Planning, and Bureau of Finance and Audit);
- Integrated environmental studies (natural and social sciences) in schools ranging from very introductory studies at the primary level through to more sophisticated studies at the senior high school level;
- Raising the awareness of children at venues outside the classroom including via the mass media and competitions with a focus on individual and group responsibility for the principles of solid waste management;
- Heightened public awareness via open access to information regarding solid waste management and publicity through the mass media, brochures and billboards throughout the city.

5.2. Public Participation and Disclosure

72. In line with the project preparation phase participation, the Altay PMO and relevant stakeholders will undertake ongoing public participation. Table 5-2 shows the details of the public participation arrangements. A Resettlement Information Booklet has been distributed to affected people in June 2008 and made available in village offices. The EMDP has been prepared and 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 Altay 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 ethnic minority groups to participate as fully in the range of activities identified in this EMDP. Local ethnic minority communities will be informed as to when training will commence for Project related activities and what type of person will be eligible to work directly on the Project. Other training activities including suggestions by ethnic minority people themselves will be sought in recognition that the Project is attempting to facilitate a demand-driven approach to training and development. In relation to ethnic minority women the ACWF will commence its outreach program as soon as the loan project is approved.

Table 5-2 Public Participation Plan

Purpose	Measure	Date	Agency	Participants	Topic for Discussion
Publish EMDP and project information booklet	Hand out Booklets	May 2008	Altay PMO	Selection of EM Community Representatives	Discuss EMDP action plan, appeal channels
Publish RP or information booklet	Hand out Booklets	Jun 2008	Altay PMO	EM APs	Publish compensation standard and channel of appeal
Publish the primary draft of RP	Village news board and ADB website	Jun 2008	Altay PMO	Affected EM Villages and Townships	EMDP aspects can be discussed in conjunction with RP consultations
The bulletin of land acquisition	Village news board and villagers' conference	Jan 2009	Altay PMO and the leaders of Land Administrative Bureau, Towns and villages	Affected EM Villages and Townships	Publish the area of land acquisition, compensation standard & plans for spending compensation funds
Practicalities check	Field survey	Jan 2009	Altay PMO and the leaders of Land Administrative Bureau, Towns and villages	EM Villages and Townships	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 Skill training for direct Project employment Skill training for agricultural related activities
EMDP Specific Actions	Skills Training	Dec 2008 -Jun 2011	Altay PMO, relevant bureaus, designated training providers, and local EM groups	EM Villages and Township	Skill training for tourism related activities (latter two contingent on demand from EM groups)
Monitoring and evaluation	Family interview Institution interview	Dec 2008 -Jun 2011	Altay PMO and Towns and villages	Sample	RP implementation and AP restoration

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

5.3. Grievance Procedure

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

5.4. The Existing EMDP Implemented by Government in the Project Area

74. 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 also to promote the development of ethnic minorities. The ongoing ethnic minority projects in Altay are shown in Table 5-3 and are primarily designed to improve local social infrastructure:

Table 5-3 Ongoing Projects Implemented by the Local Governments

No.	Project	Budget (CNY)	Capital Source	Implementation Agency
1.	Public facilities in Akekaren Village of Aweitan Town	220 thousand	Central Government	Construction Bureau of Altay
2	Public facilities in Balibagai Village of Balibagai Township	220 thousand		
3	Public facilities in Sa'erkaren Village of Balibagai Township	220 thousand		
Total		660 thousand		

5.5. Implementation Agencies and Investment

75. The EMDP activities 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
A	Mitigation Measures	1.19 million			
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	0.54 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	0.2 million	Project Contract (0.15) ACDC(0.05)	Project contractors and PMO and YCDC	2009-2013
5	Traffic safety education	0.05million	Traffic Police Battalion	Traffic Police Battalion Education Bureau Communities/village committee	2009-2013
B	Project Benefit Enhancement Measures	3.7 million			
1	Optimization of the design for public bathrooms to meet the require of ethnic minorities' customs	0.1	Project Contract	PMO, EAB and community	2009-2010
2	Employment of Local Labor Force for the project construction and operation	0.6 million	Project Contract	Project contractors and PMO and SSB	2009-2013
3	Women's Participation	0.1 million	RP (0.08), Capital of Altay women's 11 th five-year development plan (0.02)	Project contractors and PMO and WF	2009-2013
4	Promote Public Participation	0.05 million	RP	PMO, township government and community/village committee	2009-2013
5	Expand the Coverage Area of Bus Corporation and Taxi Corporation	0.6 million	Investment of bus and taxi company	Bus company and transportation bureau	2009-2013
6	Strengthen Assistance for Vulnerable Groups	0.05 million	RP	PMO, township government and community/village committee	2009-2013
7	Skills Training	0.1 million	RP	PMO WF and LSSB	2009-2013
8	Utilization of Local Building Materials and Transportation Resources	2 million	Project Contract	Project contractors and PMO	2008-2010
9	Environmental protection awareness education	0.1 million	Environmental management plan budget	PMO, EB, EPB, DSD	2009-2013
Total		4.89 million			

6. EMDP Monitoring and Evaluation

76. 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

77. 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.

78. 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%.

79. 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.

80. 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. Tasks and Content of EMDP M&E

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

Table 6-1 Monitoring Indicators for EMDP M&E

No	Mitigation/Reinforcement Measures	Monitoring Indicators
A	Mitigation Measures	
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	<ul style="list-style-type: none"> ➤ Numbers of ethnic minorities receiving compensation and /or being resettled. ➤ Number of appeals and grievances related to resettlement by ethnic minorities
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	<ul style="list-style-type: none"> ➤ Number of complaints by residents, regarding project construction disturbances ➤ Satisfaction levels on waste collection and site cleanliness by residents who live in the project area
3	Alleviate the Disturbances to Ethnic Minority Communities	<ul style="list-style-type: none"> ➤ The number of complaints from ethnic minorities, as a result of project construction;'''''''' ➤ The extent of acquaintance of ethnic knowledge of workers, local ethnic minority satisfaction with the project.
4	Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities	<ul style="list-style-type: none"> ➤ Decreases in cuts and infections from sharp waste, burns and respiratory trauma from burning waste, toxicity from exposure to hazardous waste, chronic respiratory disease, bacterial and viral blood infections, eye and skin infections, and contaminated water.
5	Road safety education	<ul style="list-style-type: none"> ➤ Number of ethnic minority people participating in road safety education

No	Mitigation/Reinforcement Measures	Monitoring Indicators
		programs and decrease in accident rate including reduction in deaths and serious injuries.
B	Reinforcement Measures	
1	Employment of Local Labor Force	➤ Skilled and unskilled job opportunities and the average wage level
		➤ The number of hotels and restaurant added in construction period
2	Women's Participation	➤ The number of women provided with training
		➤ Number of job opportunities and average wage level attained by women in construction and operation period
3	Strengthen Public Participation	➤ Time and site of the consultation activities
		➤ Numbers of participants
		➤ Focus of appeals
		➤ Number of grievances successfully addressed
4	Strengthen the Coverage Area of the Bus and Taxi Corporations	➤ Number of new bus lines
		➤ Coverage to new resettlement areas and project lanes and roads to areas populated by ethnic minority groups
		➤ Number of passengers
		➤ Cost of gasoline per hundred kilometers
5	Strengthen Assistance for Vulnerable Groups	➤ The number of households receiving assistance
6	Skills Training	➤ Number of people trained
		➤ Types of training
		➤ Training expenditure
7	Utilization of Local Building Materials and Transportation Resources	➤ The number of local enterprises which participated in the Project
		➤ Consumption from the local market
		➤ Job opportunities generated by the Project
	➤ Broad Social Development Outcomes	
1	Poverty reduction of ethnic minority households	➤ Increase in household income and expenditure and reduction in households where per capita income less than equivalent of US\$2 per day.
2.	Increase in full-time waged employment and decrease in underemployment and unemployment	➤ Number of ethnic minority households where adult members able to find full-time waged employment
3.	Development of small and medium enterprises	➤ Number of small and medium enterprises created by ethnic minority entrepreneurs and/or employing at least one ethnic minority person.

6.3. M&E Implementation Procedure

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

6.4. EMDP M&E Agencies

83. 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 Altay PMO and endorsed by the ADB.

6.5. EMDP M&E Timeframe and Reporting

84. 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.

85. 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.

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

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

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