



Social Monitoring Report

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August 2014

PRC: Xinjiang Urban Transport and Environmental Improvement Project Monitoring and Evaluation Report on Ethnic Minority Development Plan

Prepared by National Research Center for Resettlement of Hohai University
Nanjing, Jiangsu Province, PRC

For Xinjiang Project Management Office

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Asian Development Bank

ADB Financed Project

Ethnic Minority Development Plan Monitoring Report

Altay Roads and Environmental Improvement

Component Of

Xinjiang Urban Transportation and Environmental

Improvement Project

(NO.3)

NATIONAL RESEARCH CENTER FOR RESETTLEMENT,

HOHAI UNIVERSITY

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ABBREVIATIONS

ADB – Asian Development Bank
AP – affected person
EM-Ethnic minority
EMDP – ethnic minority development plan
HH – Household
M&E – monitoring and evaluation
PMO – project management office
PRC – People’s Republic of China
PSA – poverty and social assessment
RP – resettlement plan
SES – Socio-economic survey
XUAR(G) – Xinjiang Uygur Autonomous Region (Government)
TCDC – Altay Centre for Disease Control

1. Project Summary in Affected Areas

1.1. Project Description

1. Altay Urban Transposition and Environment Improvement Project is one of the components of ADB financed project-Xinjiang Urban Transposition and Environment Improvement Project.
2. The content of Altay City Roads and Environmental Sanitation Component includes: (1) Roads: Construction of 19 urban roads as well as associated auxiliary facilities for road green 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.

1.2. Socio-Economic Profile of Altay City and Project Areas

1. The population of Altay city is 196.2 thousand in 2012, decreasing 0.91% compared with last year. The non-agricultural population is 126.7 thousand while the agricultural population is 69.5 thousand. The urbanization rate is 64.58%. There are 99.3 thousand males and 96.9 thousand females, the sex ratio is 102.47. Annual birth population is 2446, and birth rate is 12.4 per thousand. The deaths of people is 1148, and the death rate is 5.82 per thousand. The natural population growth rate is 6.58 per thousand.
2. Annual household income per capita of city's urban residents in 2012 is 18,463 yuan, increased by 19.79% compared with last year. The disposable income is 11634.34 yuan, increased by 19.07% compared with last year. Annual household expenditure per capita is 15317.76 yuan while the resident's consumer expenditure per capita is 11634.34 yuan, including food expenditure per capita 4368.79 yuan, accounting for 37.55% of the consumer expenditure, which is the largest part of the consumer expenditure. Clothes, housing, family equipment and services, health care, transportation and corresponding, education and entertainment services, other goods and services expenditure per capital are 1822.9, 1199.93, 782.54, 982.11, 1113.22, 917.41 yuan, accounting for 15.67%, 10.31%, 6.73%, 8.44%, 9.56%, 7.88%, 3.87% respectively.
3. In 2012, the city's GDP totaled 4.53683 billion yuan, calculated at comparable prices in 2010, increased by 12.0% year on year, compared with the previous year increased by 0.7%. The product value of the first industry and the second industry are 0.71260 billion yuan, 0.90685 billion yuan, decreased by 0.3%, 1.0% compared with last year; while that in the third industry is 2.91738 billion yuan, increased by 1.1% compared with last year. The ratio of three industry is adjusted from 16.3: 20.9: 62.8 last year to 15.7: 20.0: 64.3. The GDP per capital added from 21.456 thousand

to 23.928 thousand, increasing 11.5% compared with last year.

4. The consumer price increased by 4.35% compared with last year. The food consumer price, housing, health care, personal products, clothing price, farming productive capital, the retail price increased by 10.3%, 2.19%, 1.73%, 4.70%, 3.64%, 3.93% respectively.

2. EMDP Monitoring and Evaluation

2.1. EMDP M&E Agencies

5. The EMDP M&E of this project is undertaken by National Research Center for Resettlement (NRCR) of Hohai University. Based on the project requirement, a special agency called “Altay Urban Transposition and Environment Improvement Project EMDP M&E working team” is established by NRCR on August 2014, consisting of Field investigation team, household interview team, data analysis team and translating team. Certain rules and regulations have been established, and all survey is guided by detailed work plan and sound work schedule. Prof. Shi Guoqing, the director of NRCR, is the general leader of working team. According to ADB’s policies and outline of EMDP M&E, the working group will conduct a sound monitoring to the implementation performance of EMDP.

2.2. M&E Mission

6. The external M&E agency will conduct an independent M&E on the implementation performance of EMDP according to the requirement of ADB. The agency should undertake the following:
 - Draw up TOR for EMDP M&E;
 - Visit and evaluate the IAs;
 - Investigate the social-economic status of typical sample villages;
 - Interview typical sample households;
 - Interview and visit special groups;
 - Investigate and evaluate the construction sites;
 - Reflect the problems to IAs and provide targeting suggestions;
 - Draw up EMDP M&E report.

2.3. M&E Method

7. **Documentation Investigation:** M&E will systematically gather and analyze any documents related to the implementation of EMDP, including summary reports, statistics, and special research.
8. **Internal M&E Report Analysis:** M&E will closely review the internal M&E report to realize the problems rose in the implementation process of EMDP, thereby drawing up the survey scheme and methods for M&E.
9. **Agency Visiting:** M&E will interview the IA involved in the implementation process of EMDP such as Bureau of civil affairs, Labor Bureau, Women's federation, National Religious Committee, and CDC, investigating measures that have been taken, performances that have been achieved, as well as the existing problems. Besides, the M&E will review the institutional capacities of IAs.
10. **Household Interview:** M&E will conduct depth interview with the affected ethnic minority households to find the social-economic status of APs and AHs, the rehabilitation of their livelihoods, and the implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs.
11. **Focus Group Discussion:** M&E will conduct focus group discussions in the affected ethnic minority concentrate areas, covering all the representatives from city government, county government, township government, village committees and AHs, in order to gathering information like social-economic status of project area (the development of communities or village committees), development of women and poverty group, he implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs, and the negotiation and consultation in the project.

12. **Field Observation:** M&E will visit the construction sites of the project to find the implementation process of EMDP, measures and arrangement, and performance. Besides, the M&E will provide associating suggestions and solutions to the problem found in the field trip.
13. **Typical Sample Investigation:** The M&E will conduct follow-up survey to the typical affected ethnic minority households. The content of the survey includes livelihood rehabilitation, family income and expenditure. Special attention will be paid to the typical household like single-parent family, poverty household. The working team will provide suggestions and solutions based on the findings.

2.4. Technical Procedure of EMDP M&E

14. The Technical Procedure of EMDP M&E can be seen in Chart 2-1.

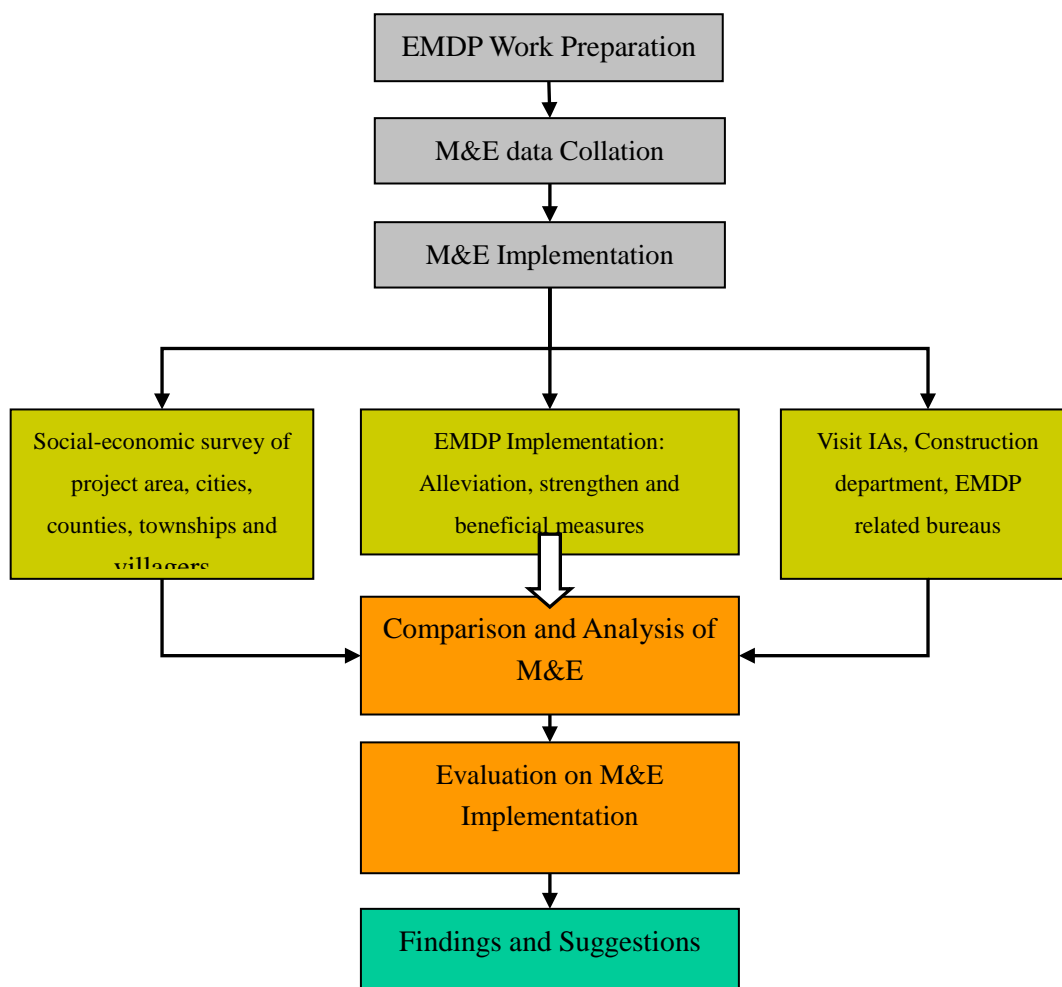


Chart 2-1 Technical Procedure of EMDP M&E

2.5. M&E Content

15. During the period of EMDP M&E implementation, the external M&E agency will monitor the M&E twice a year. The content of the M&E includes:

- Project construction process;
- The social-economic status in project area;
- The social-economic status of the typical villages;
- The social-economic status of the typical households;
- The EMDP implementation;
- The capacities construction of EMDP IAs;
- The problems and suggestions from APs;
- The performances of EMDP implementation
- The internal EMDP M&E
- Other related information.

2.6. M&E Implementation

16. A five-day field investigation has been taken place by 3 specified monitors from NRCR from August 25th, 2014 to August 30th, 2014. They visited the IAs of EMDP in project area, and interviewed typical villages, AHs and special groups.

3. Measures and Implementation of EMDP

17. Altay EMDP includes two types of measures, namely Mitigation Measures and Reinforcement Measures. Mitigation Measures include: Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition, Eliminate and Mitigate Negative Impacts Caused by Project Construction, Alleviate the Disturbances to Ethnic Minority Communities, Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities, Road safety education. While the Reinforcement Measures include: Employment of Local Labor Force, Women's Participation, Strengthen Public Participation, Strengthen the Coverage Area of the Bus and Taxi Corporations, Strengthen Assistance for Vulnerable Groups, Skills Training, Utilization of Local Building Materials and Transportation Resources. This M&E will monitor the implementation and performance of above measures. The content of this M&E can be seen in Table 3-1.

Table 3-1 The content of this M&E of EMDP

NO.	Action Plan	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"> ➤ Prepare RP in consultation with AP and EM ➤ Optimized Design minimize impacts of land acquisition 	<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"> ➤ Ensure construction machines are correctly operated, with special attention to noise mitigation. ➤ 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, 	<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

NO.	Action Plan	Measures	Monitoring Indicators
		occupational safety and health standards are met by the contractors.	
3	Alleviate the Disturbances to the Ethnic Communities	<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 with involvement the Commission for Ethnic and Religious Affairs. ➤ Use of vocational interpreters to facilitate communication 	<ul style="list-style-type: none"> ➤ The number of complaints from ethnic minorities, as a result of the project construction; ➤ The extent of acquaintance of ethnic knowledge
4	Public Health	<ul style="list-style-type: none"> ➤ Provision of waste bins in the construction area, waste collection and transportation procedures, and provision of on-site toilets for men and women. ➤ 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 	<ul style="list-style-type: none"> ➤ Number of HIV/AIDS prevention and awareness efforts targeted at EMs ➤ Numbers of EMs reporting improvements in health
5	Traffic safety education	<ul style="list-style-type: none"> ➤ Bilingual Road signs ➤ Traffic safety education to communities and schools 	<ul style="list-style-type: none"> ➤ Numbers participating in traffic safety education disaggregated by age and gender ➤ traffic accident rate of Ems
B Enhancement Measures			
1	Optimized Public Bathroom Design in accordance with ethnic customs	<ul style="list-style-type: none"> ➤ set up single, isolated bathroom for ethnic minorities 	<ul style="list-style-type: none"> ➤ the satisfaction of ME toward the design of bathrooms
2	Employment of Local Labor Force	<ul style="list-style-type: none"> ➤ Local government to consult fully with project construction units, organize skills training, and recommend available local villagers, especially local ethnic minorities for the available positions for project construction work. Priority for unskilled work to be given to local ethnic minorities and women. ➤ The Women's Federation will advocate for local women to obtain skills training and organize their participation in skills training related to project construction. 	<ul style="list-style-type: none"> ➤ Skilled and un-skilled job opportunities and the average wage level for EM groups disaggregated by gender

NO.	Action Plan	Measures	Monitoring Indicators
		➤ The management for public toilets and bathrooms based on the community needs	
3	Women's Participation	<ul style="list-style-type: none"> ➤ The project has set a target of 30% direct female ethnic minority employment. 50% of project training is to be undertaken by women. ➤ The WF will provide training to women on income-generating activities, and especially on the tourism industry, such as food preparation and handicraft making. 	<ul style="list-style-type: none"> ➤ Number of EM women provided training ➤ Number of job opportunities and average wage level of Em women in construction and operation period
4	Promote Public Participation	➤ Full disclosure and implementation of the participation plan.	<ul style="list-style-type: none"> ➤ Time and site of the consultation activities ➤ Focus of appeals ➤ Number of grievances successfully addressed
5	Expand the Coverage Area of Bus Corporation and Taxi Corporation	➤ Implementation of bus and taxi service corporation expansion plans to increase service areas and service new resettlement areas.	<ul style="list-style-type: none"> ➤ Number of new bus services to EM areas ➤ Coverage to new resettlement area, and project lanes and roads in EM areas ➤ Number of EM passengers per day ➤ The bus fuel consumption per 100 km
6	Strengthen Assistance for Vulnerable Groups	➤ 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 will endeavor to employ these persons in infrastructure maintenance such as roadside planting and cleaning work.	<ul style="list-style-type: none"> ➤ Number of EM households receiving assistance
7	Skills Training	<ul style="list-style-type: none"> ➤ 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. 	<ul style="list-style-type: none"> ➤ Number of EM people trained disaggregated by gender ➤ Types of training undertaken by EM and disaggregated by gender ➤ Cost of training for courses undertaken by EM

NO.	Action Plan	Measures	Monitoring Indicators
8	Utilization of Local Building Materials and Transportation Resources	<ul style="list-style-type: none"> ➤ Stipulate in construction contracts the use of local materials and service providers as much as possible. 	<ul style="list-style-type: none"> ➤ The number of EM local enterprises participating in the Project ➤ Consumption from the local market ➤ Job opportunities for EM people generated by the Project
9	Education on Environment Protection	<ul style="list-style-type: none"> ➤ Capability building for government officials; ➤ Organize education activities in schools; ➤ Promote the environmental protection through mass media 	<ul style="list-style-type: none"> ➤ The number of people participated in the education on environment protection

3.1. The Implementation of Mitigation Measures

3.1.1. *Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition*

18. The project originally planned to build 19 roads, the total length of the road is 28.02km, and the Altay Project Office made some adjustments. Part of the road was canceled; including South Tuanjie Road (0.68km) and part of Hongdun Road (2.3km). Therefore, after the adjustment there are 18 roads to be built, with a total length of 25.04km..
19. The land acquisition and resettlement of the project is mainly caused by the construction of road works in Beier Road, Jinshan Road, Hongdun Road, Qiaodong, Huancheng West Road; because of the adjustments of road length, the width of the red line and the component of bridges and culverts, so the demolition and land acquisition of the project would be increased or decreased accordingly. The project originally planned to acquire the Dunbazaer village collective land (Arable Land) 8.25 mu for Huangcheng Road. In order to minimize the land acquisition impacts on Dunbazaer village, the PMO, after discussing with the Design Institute,

decided to move the road centerline northward 8m to occupy State-owned land and avoided the Dunbazaer village collective land expropriation .

20. The project design has given consideration to minimizing land acquisition and house demolition by observing the following principles:

- Avoid or minimize the occupation of residential areas, existing or planned;
- Avoid or minimize the occupation of high-quality cultivate land;
- Make use of national or local roads for the proposed construction sites;
- Avoid or minimize the occupation of environmentally or culturally sensitive places; and
- Any relocation must conform to the local development plan.

21. Meanwhile, according to the project implementation, APs shall be informed in advance before the land acquisition to decrease their losses. The acquisition of vegetable land in the 250 meter range of Qiaodong Road will not continue this time, and will be incorporated into the city plan next year. The pavement laying of Hongdun Road will be constructed after the completion of the program by the real estate developers in this area.

Table 3-2 Minimizing resettlement impacts

Item		Unit	Before Mitigation	After Mitigation	Deference between Before-After
Permanent LA	collective land	mu	11.53	2.44	-9.09
	state-owned land	mu	48.66	20.23	-28.43
	Sub-total	mu	60.19	22.67	-37.52
Temporary land occupation		mu			
House demolition	Residential (rural)	m ²	675.42	266.18	-409.24
	Residential	m ²	14952.86	9937.04	-5015.82

Item		Unit	Before Mitigation	After Mitigation	Deference between Before-After
	(urban)				
	Enterprises	m ²	3199.58	597.07	-2602.51
	Shops	m ²	207.13	439.01	231.88
	Sub-total	m ²	19034.99	11200.43	-7834.56
Permanent LA	APs	Person	13	0	-13
House demolition	Rural Residents	HH	5	3	-2
	Urban Residents	HH	107	91	-16
	Shops	No.	4	1	-3
	Enterprise	No.	12	2	-10
	Sub-total	HH	128	97	-31

3.1.2. Eliminate and Mitigate Negative Impacts Caused by Project Construction

22. In the process of implementation, the construction of the project will bring some adverse influence to the ethnic minorities along the road, including social impact, ecological impact, air pollution, and noise pollution, which will lead problems for the travel of residents, safety for students, security for construction sites, and traffic jam and traffic accidents caused by constructive transportations.

Table 3-3 The comparison between planned and actual implementation performances of *Eliminate and Mitigate Negative Impacts*

Planned measures	Found in this monitoring
Eliminate and Mitigate Negative Impacts Caused by Project Construction	Adapting the mitigation measures for negative effect of social environmental, the mitigation measures for negative influence of ecological environment, mitigation measures for negative effect of sound environment, mitigation measures for negative effect of atmospheric environment

3.1.3. Alleviate the Disturbances to the Ethnic Communities

23. It has also been found in this monitoring that the construction organizations distribute informational materials about EM culture and customs to let workers realize and respect local EM and their normal religions activities. At the same time, the Ethnic and religious committee is invited to supervise the distribution of these informational materials to avoid violence to EM culture and customs..
24. It has been found in this monitoring that there is no Mosque in project area. Construction of project has been completed, thus, the road construction will not disturb the normal religions activities of local EM. There is no relevant compliant. .

3.1.4. Public Health

25. In the process of construction, many people gather in the construction sites, including constructive workers, their families, servicers in the third industry, and some EM residents in the project area. In each project section, the health safety measures taken by construction organizations include: setting fixed dustbins and rubbish dump sites on construction area, centralized processing all living garbage and constructive garbage, clearing rubbish dump sites on a regular basis, prohibiting throw living garbage anywhere, ensuring the environmental sanitation of the construction camps; covering transport lime, ballast, cement which vehicles are easy to produce dust with tarpaulin, preventing air pollution; setting up a certain number of public toilet according to the need, prohibiting defecating indiscriminately; taking dust prevention measures.
26. According to the epidemic season of Infectious diseases, some publicity materials has been given to the local government. 30 thousand publicity leaflets relating to the prevention knowledge of diseases such as tuberculosis, measles and local diseases has been distribute to the

residents, where there are activities such as countryside visiting, conference, training or some other activities. The disease prevention propaganda has been developed. Prevention knowledge of measles has been printed into posters (for adults and children, mount to 400 copies), propaganda leaflets (about 10000 copies) and folding sheets (about 400 copies), distribute and posted in the communities and blocks, which is a good way to controlling the spread of measles and protecting health of the local residents by announcing the knowledge of the spreading way, controlling methods and disinfection of measles. Focus on health promotion education project activities, enhance the prevention consciousness of the diseases and create an atmosphere of diseases prevention. Organize "3.24" world TB day, "4.25" children's immunization awareness day, "5.15" Iodine prevention awareness day, "5.31" world no tobacco day, and other large propaganda activities. The consulting number is about 5000 person-time and distributing more than 10000 copies leaflets,

27. In order to further improve the institution of disease prevention and control of emergent public health event emergency response and disposal ability, centers for disease control and prevention of Altay sign the emergency item supply agreement with qualified pharmaceutical company, to ensure the center emergency supplies reserves and use in a timely manner.

Table 3-4 The comparison between plan and actual effect of public health and safety protection

Planned measures	Found in this monitoring
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Public Health	<p>The CDC holds strict monitoring on infectious diseases in affected communities and streets; special stuffs are assigned by construction units take responsible for sterilization in construction sites; a medical station is set up in each construction site to promote AIDS prevention and control knowledge</p>
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3.1.5. Traffic Safety Education

28. Since project implementation, Altay city traffic police supervised related units to set up warning signs so that provide convenience for public to travel. Manage and control lines, time and number of transport vehicles strictly, avoid peak time, which contributes to guarantee transportation safety. .
29. Up the monitoring, the transportation accidents in 2014 is increased compared with the statistics in last survey. The reason is surely the increase that followed the increasingly private cars as the improvement of people's living standards, which leads to the vehicle density increase and exerts negative impact on transportation safety.
30. To ensure the complete and valid of road traffic signs in city area and the role of road traffic in accident prevention, Altay traffic police brigade of public security bureau organize baseline survey about urban road traffic signs and further improve the standardization based on the actual conditions of city traffic. This survey eliminated the danger sections which influence the traffic safety of urban road, thereby effectively ensuring the urban road traffic to be safety and smooth. According to this field investigation, Altay city constantly perfect the settings of urban road traffic sign in recent years. There are hospital & school indicators, road signs, traffic lights, triangular (round) signs, pavement signs, etc within city area. They are all bilingual signs of Chinese and Uygur language. Up to this monitoring, there are 160 traffic signs in the urban areas, increased 15 compared last survey. This augment contributes to improve transportation

safety.

3.2. The Implementation of Benefit Enhancement Measures

3.2.1. Optimized Public Bathroom Design in accordance with ethnic customs

31. The EM involved in this project are mostly Muslim. According to Islam and Muslims, it is prohibited for male or female to bare themselves in the public pool or bathroom. Therefore, curtains will be used to isolate the bathroom for EM in public bathrooms. Up to this monitoring, the isolation of curtains has been implemented as requirements from minorities, which respect the customs of minorities.

3.2.2. Employment of Local Labor Force

32. It is found in this monitoring that due to the compliment of the project, only 54 local labor was hired, in which 36 are male and 18 are female. In order to support EM development, the project hires 5 EM. The implementation of this project improve job opportunity and income level. Given the Xinjiang climate factors, works usually spend 7 to 8 months on taking part in project construction, the wage is paid in piece calculation. Generally, there are 3 types of work, i.e. road workers, coagulation workers and handymen. The average monthly income of road workers and coagulation workers is between 5,400 Yuan to 6,000 Yuan, while wage of handymen is between 2,700 Yuan to 3,600 Yuan. The income level is increased compared with last survey.

Table 3-5 The comparison between plan and actual effect of employment of local labor forces

Planned measures	Found in this monitoring
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<p>Employment of local labor forces</p>	<p>Hire local labor in project construction positively. Considering Ethnic minorities and women in privilege under the same condition; Providing reasonable wages, which shows augment compared last survey.</p>
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3.2.3. Encouragement on Women's Participation and Expand of Employment

33. Altay City Women Federation organized female who meets related requirements to apply for small assure loan for women. The Altay City Women Federation promote women small assure loan by organizing symposium, issuing circulars, reporting on Internet and mass media, which is conducive to women to get a more clear perspective of small assure loan policy. Carding women who has applied for small assure loan last year, supervise them to pay back on time. Toward the women who have good credit in terms of small assure loan, the authority encourages them to apply for small assure loan again, which gives rise to virtuous circle. Up to this monitoring, 5031 women received small assure loan with RMB 229,240,000, which boost female employment.

34. Altay City Women Federation acquired China-Australia embroidery cooperation program, which is RMB 300,000. Transformed the cement plant to embroidery model base. In order to support embroidery industry development, Altay City Women Federation cooperated with Treasure Bureau, Labor Bureau to provide small assure loan to the women who have strong will to operate business by themselves. Based on related statistics, there are around 5,000 households applied for the small assure loan, the highest loan could be RMB 100,000.

3.2.4. Promote Public Participation

35. As the project preparation and implementation moves forward, according to the progress of the project, Altay Project Office, Street Office and Village Collectives, under each section, has conducted further public participation in phases. Monitoring group visited Altay construction bureau, project office, bureau of land and resources, the collection office, women's federation, city bus companies, the traffic police brigade, the bureau of civil affairs, labor bureau and other related Bureaus, and the project effect streets, communities (villages); and in-depth interviewed affected minority families did questionnaire survey to understand related influence of resettlement policy, planning and implementation stage on local EM.
36. From December 2008 to December 2012, Altay PMO, demolition and resettlement office, officers from communities and village, according to construction progress arrangement of various contracts, conducted DMS to finalize the data of occupied land, and the losses of the affected people, signed the agreement with APs.

Consultation Plan

Purpose of Event	Tasks	Timing	Implementation Agency	Participants	Remark
Publish RP or information handbook	Provide the handbook	2008.9	APMO	APs and enterprises	Publish compensation standard and appeal channels
Publish the RP	ADB website	2008.10			
Bulletin of land acquisition	Village news board and villagers' conference	2009.4	APMO	APs	land acquisition area, compensation standard and resettlement
Bulletin of land acquisition and resettlement	Village news board and villagers'	2009.6	APMO and the persons in charge of sub-districts	APs	compensation and payment

Purpose of Event	Tasks	Timing	Implementation Agency	Participants	Remark
	conference		and villages		
DMS	Field survey	2009.4	APMO and the persons in charge of sub-districts and villages	APs	Final affirmation to impact amount; asset list of land acquisition and loss of APs; preparation for compensation agreements
Affirm the income recovery plan and implementation	Villagers' conference	2009.1	APMO and the persons in charge of sub-districts and villages	APs	Discussion to final income restoration plan and compensation usage plan
Inform the compensation and the payment date	Villagers' conference	2009.1	APMO and the persons in charge of sub-districts and villages	APs	notice of compensation and payment date
Impact monitoring	Family visits	2008.12—2013.12	APMO and the persons in charge of sub-districts and villages	Random sample	RP implementation and living hood restoration

37. It has been found in this monitoring that the bureaus and departments that in charge of EMDP paid great attention to community participation and consultation broadly listen to the opinions of social groups, government departments, communities and APs to encourage EM to take part in the resettlement and reconstruction.

3.2.5. Expand the Coverage Area of Public Transportation

38. In the beginning of 2012, Altay City public transportation reform commenced to be operated. The Altay Municipal Government invested

RMB 1,500,000 to upgrade the public transportation system, and the GPD, IC card system launched in the end of February; in March, 2012, Altay City Lizhong Public Transportation Limited Company established; in April, 2013, Altay City public buses all became state-owned, meanwhile, add No.201 with 20 new bus stations; on May 6th, 2012, began state-owned operation. In 2012, ADB financed project established 46 bus stations, located in main streets; in 2013, set up 138 bus stations. In 2012, in order to improve [ublic travel condition, the related departments invested RMB 5,300,000, completed the construction of bus stations. In 2013, in order to improve the capacity of urban public buses service, re-invested RMB 8,500,000, increased 23 new-type buses. At the same time, Altay City Lizhong Public Transportation Limited Company cooperated with Altay Telecommunications Company, promote mobile phone payment system together.

3.2.6. Strengthen Assistance for Vulnerable Groups

39. Urban and rural extreme poor family winter heating allowance: in the beginning of November, 2013, issue allowance RMB 3,173,400 to 12,986 people. In which, household enjoy the five guarantees, three non-personnel and orphan receive RMB 533,000, minimum living guarantee household received RMB 1,580,400 and 2,000 tons coal.
40. Urban and rural poverty masses temporary allowance: in 2013, published *Altay City Temporary Assistance Implementation Program*, give assistance to the household that lead to poverty by accidents, diseases, education fee payment, which address difficulties of masses greatly, guarantee their formal daily life. Up to this monitoring, there are 136 people received assistance, and the total assistance fund is RMB 490,000.
41. Perfect urban and rural medical assistance system: perfect *Altay Urban*

and Rural Medical Assistance Implementation Program, issued allowance to poverty family results from disease. There are 1,724 people received assistance with RMB 5,978,300.

42. Implement Children Care Program: give assistance to 5 children with congenital heart disease, which provides RMB 56,100; in *Tomorrow Project*, give assistance to 4 children with congenital heart disease or cleft lip and palate.
43. Implement assistance to disable children and orphan: improve living allowance level for this group, which increased from 600 Yuan/Month to 700 Yuan/Month. Up to this monitoring, there are 85 orphan received allowance with RMB 664,100

3.2.7. Utilization of Local Building Materials and Transportation Resources

44. It has been found in this monitoring that soil, sand, stone, cement and lime, and building materials for the construction are from local. It can save the cost by using local material in meet the engineering quality, and can increase the family income of local ethnic minority residents during construction, thereby enhancing the degree of support of local ethnic minority residents.
45. At the same time, local transportation resources should be used as far as possible to improve the local building materials industry and the development of transportation industry, increasing the family economic income of local minority people in project construction period.

3.2.8. Education on Environmental Protection

46. It is indicated by this monitoring that the project office has promoted and

popularized the environmental protection consciousness to the public in project area. Up to this monitoring, 380,000 people (350,000 people in last survey) have received the education about environmental protection on different topics such as rubbish distinguishing, brochure delivering, promotion in communities and schools.

4. Findings and Suggestions

4.1. Findings

(1) The implementation of EMDP has started according to the process arrangement of the project. Certain of measures have been carried on by project departments and authorities of the local governments according to EMDP plan to minimize the adverse effect of the project and make sure EM will benefit from the project.

(2) The EM in project area have welcomed this project. It has been found in this monitoring that EM in project area think this project bring adverse effect like land acquisition and house demolishment, but it also improve local transportation conditions and promote labor employment.

(3) The project construction provides job opportunities for local residents; thereby promote the development of service industries. It has been found in this monitoring that local residents obtain a great deal of jobs in the construction period that increase their incomes.

(4) The measures taken by local governments and departments like labor force transformation, poverty alleviation and employment promotion are useful for maximizing the benefit of this project. Up to now, Altay city is carrying on skills training, bilingual education, tourism development, minority characteristic industrial projects in the project influence area. These development projects promoted the employment of local ethnic minorities and long-term development. EM development is the fundamental purpose of EMDP, and its implementation is also conducive to achieve benefit maximization.

(5) Xinjiang Housing and construction bureau, Altay Housing and construction bureau paid great attention to the implementation of EMDP. Each level of

government agencies and departments conscientiously implement the EMDP through the communication, communication and coordination with project owner and the construction departments, which play an important role in EM development.

4.2. Suggestions

(1) Set up coordination and safeguard mechanism that connects construction departments, affected county and government departments, bureaus that involved in EMDP to ensure the plan can be carried on timely and effectively, so as to achieve the goal of project benefit for EM population.

(2) The project office should establish and perfect the implementation report system and internal monitoring system of EMDP since current internal monitoring system has just established. Internal M&E includes: implementation progress of EMDP, implementation content, funds implement, completion of target. Establish archive management system for local labor employment to ensure their rights.

Attachment:

Picture 1 road signs bilingual annotations



ADB Financed Project

Ethnic Minority Development Plan Monitoring Report

Changji Roads and Environmental Improvement

Component Of

Xinjiang Urban Transportation and Environmental

Improvement Project

(NO.3)

NATIONAL RESEARCH CENTER FOR RESETTLEMENT,

HOHAI UNIVERSITY

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ABBREVIATIONS

ADB – Asian Development Bank
AP – affected person
EM-Ethnic minority
EMDP – ethnic minority development plan
HH – Household
M&E – monitoring and evaluation
PMO – project management office
PRC – People’s Republic of China
PSA – poverty and social assessment
RP – resettlement plan
SES – Socio-economic survey
XUAR(G) – Xinjiang Uygur Autonomous Region (Government)

1. Project and Project Area

1.1. Project Description

1. ADB financed Changji Urban Transportation and Environmental Improvement project includes: (1) Road component covers 9 roads including 8 major roads and 1 sub-major road with the total length of 23.24 m. The length of the bridge in Southern park road is 32 m. (2) Environmental sanitation facility component: new facilities will be supported, including 8 public toilets, 8 rubbish collection houses, 394 dustbin, 33 garbage bins, 5 Waste compression cars, 5 garbage clean truck, 4 road sweepers, and 2 snow clean truck.

1.2. Socio-Economic Profile

2. ADB financed Changji Urban Transportation and Environmental Improvement project is located in the capital of Changji autonomous.
3. In new administrative division, Changji has 2 villages, 8 townships/towns, 6 sub district offices, 182 village committees, 89 village groups, and 49 neighborhood committees with a total population of 363,300 people in 121,350 households. The male population is 183,800, and the female population is 179,500. The non-agricultural population is 234,300 of the total population. The urbanization rate is quite high, reaching 70% since Changji is well known as livable city.
4. The infrastructures in both urban and rural area are well developed. At present, the rates of water penetration, urban sewage treatment and living waste harmless treatment have reached 100%, and the rate of natural gas penetration is above 92%; rate of road mechanized cleaning is 42%; rate of city road lighting is 100%; green area of Changji has reached 998.67

hectares with the rate of 34.4%, the per capita green area is 8.68 square meters. Changji is a multi-ethnic city, having 32 nationalities like Han, Hui, Uygur, Kazak and others. In 2006, the minority population is about 91600, accounting for 22.28% of the total population. Among them, the largest number of minority population is Hui, which is 55242 people, accounting for 13.44% of the total population. The second is Kazak of about 18200 people, accounting for 4.43% of the total population, Uygur accounts for 2.18% of the population. And Uyghur and Kazakh people are more dependent on animal husbandry; while Hui is more dependent on non-agricultural production. And compared to the Uyghur centralized city, there are no so many Uyghur in Changji, Hami and Kashgar.

5. The population of Changji is 6397, among which 2.22% of the non-agricultural population enjoy Minimal living standard. In 2012, urban per capita disposable income reached to 18,200 Yuan, 10% more than the number in 2011.. Per capita rural net income is 12,136 Yuan, 1600 Yuan higher than the number in 2011. . The registered unemployment rate of Changji is 3.6%. EM employments are not concentrated in any particular position. But, EM has high proportion in participation in agriculture and catering industry. The minority children enrollment rate is close to 100% in nine years of compulsory education stage. Through the household survey, it found that EM who only had elementary education in project area nearly reached 50%, indicating that the education level is not high in project area.
6. The dominant language in project area is Chinese and other EM have high level Chinese, which provides a foundation for the local minority participate in this project though all kinds of opportunities. It is different from other city in this. Women's social-economic statuses in project area are relatively high compared with the average level of Xinjiang. Women can participate in a wide range of the high added value industry like agriculture, tourism, service and others can bring cash income, to improve living conditions for

their family.

2. EMDP Monitoring and Evaluation

2.1. EMDP M&E Agencies

7. The EMDP M&E of this project is undertaken by National Research Center for Resettlement (NRCR) of Hohai University. Based on the project requirement, a special agency called “Changji Urban Transposition and Environment Improvement Project EMDP M&E working team” is established by NRCR on December 2013, consisting of Field investigation team, household interview team, data analysis team and translating team. Certain rules and regulations have been established, and all survey is guided by detailed work plan and sound work schedule. Prof. Shi Guoqing, the director of NRCR, is the general leader of working team. According to ADB's policies and outline of EMDP M&E, the working group will conduct a sound monitoring to the implementation performance of EMDP.

2.2. M&E Mission

8. The external M&E agency will conduct an independent M&E on the implementation performance of EMDP according to the requirement of ADB. The agency should undertake the following:
- Draw up TOR for EMDP M&E;
 - Visit and evaluate the IAs;
 - Investigate the social-economic status of typical sample villages;
 - Interview typical sample households;
 - Visit special groups;
 - Investigate and evaluate the construction sites;
 - Reflect the problems to IAs and provide targeting suggestions;
 - Draw up EMDP M&E report.

2.3. M&E Method

9. **Documentation Investigation:** M&E will systematically gather and analyze any documents related to the implementation of EMDP, including summary reports, statistics, and special research.
10. **Internal M&E Report Analysis:** M&E will closely review the internal M&E report to realize the problems rose in the implementation process of EMDP, thereby drawing up the survey scheme and methods for M&E.
11. **Agency Visiting:** M&E will interview the IA involved in the implementation process of EMDP such as Bureau of civil affairs, Labor Bureau, Women's federation, National Religious Committee, and CDC, investigating measures that have been taken, performances that have been achieved, as well as the existing problems. Besides, the M&E will review the institutional capacities of IAs.
12. **Household Interview:** M&E will conduct depth interview with the affected ethnic minority households to find the social-economic status of APs and AHs, the rehabilitation of their livelihoods, the implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs.
13. **Focus Group Discussion:** M&E will conduct focus group discussions in the affected ethnic minority concentrate areas, covering all the representatives from city government, county government, township government, village committees and AHs, in order to gathering information like social-economic status of project area (the development of communities or village committees), development of women and poverty group, he implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs, and the negotiation and consultation in the project.

14. **Field Observation:** M&E will visit the construction sites of the project to find the implementation process of EMDP, measures and arrangement, and performance. Besides, the M&E will provide associating suggestions and solutions to the problem found in the field trip.
15. **Typical Sample Investigation:** The M&E will conduct follow-up survey to the typical affected ethnic minority households. The content of the survey includes livelihood rehabilitation, family income and expenditure. Special attention will be paid to the typical household like single-parent family, poverty household. The working team will provide suggestions and solutions based on the findings.

2.4. Technical Procedure of EMDP M&E

16. The Technical Procedure of EMDP M&E can be seen in Chart 2-1.

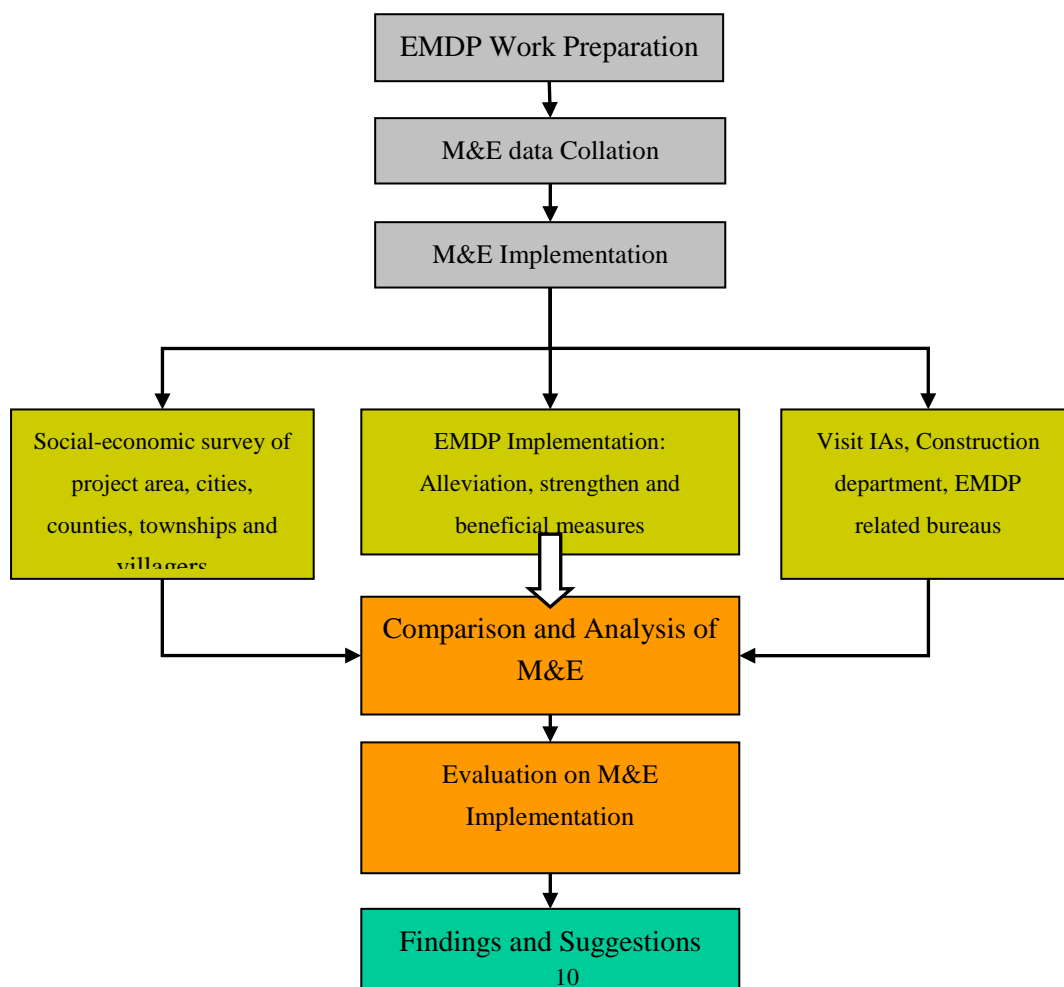


chart2- 1 Technical Procedure of EMDP M&E

2.5. M&E Content

17. During the period of EMDP M&E implementation, the external M&E agency will monitor the M&E twice a year. The content of the M&E includes:

- Project construction process;
- The social-economic status in project area;
- The social-economic status of the typical villages;
- The social-economic status of the typical households;
- The EMDP implementation;
- The capacities construction of EMDP IAs;
- The problems and suggestions from APs;
- The performances of EMDP implementation
- The internal EMDP M&E
- Other related information.

2.6. M&E Implementation

18. A six-day field investigation has been taken place by 2 specified monitors from NRCR from August 24th, 2014 to August 29th, 2014. They visited the IAs of EMDP in project area, and interviewed typical villages, AHs and special groups.

19. **Agency Visiting:** According to the requirements of TOR of EMDP M&E, the monitors visited the IAs, gathering statistics, working diaries, summary reports and other relevant documents. The institutions involved in this monitoring include: Xinjiang Housing and urban- rural construction office, Changji city traffic department, Civil affairs bureau, National Religious Committee, labor and social security bureau, bus companies, the women's

federation, the CDC, the traffic police brigade, municipal curing place, school, all levels of township (town) government and other relevant organizations.

20. **Focus Group Discussion:** In the process of monitoring, the monitors will conduct focus group discussions in the affected ethnic minority concentrate areas with APs and IAs to gathering their opinions and suggestions towards the project. The focus Group Discussions will build up convenient communication channels between IAs and APs, which ensure the problem be solved in time.
21. **Special Group Interview:** The monitors conduct household surveys targeting special groups like households with female owners, poverty households.
22. **Field Survey:** Since it is the implementation stage of the project, the focus of this survey is resettlement process, implementation of EMDP, problems and limitations in the implementation process, development measures and their function to ethnic minority residents, institutional capacity evaluation, and so on.

3. Measures and Implementation of EMDP

23. Changji EMDP includes three types of measures, namely Mitigation Measures, Enhancement Measures and beneficial Measurement. M&E will monitor the implementation and performance of above measures. The content of this M&E can be seen in Table 3-1.

Table 3-1 The content of this M&E of EMDP

NO.	Plan Measures	Findings in last M&E	Findings in this M&E	Notes
A	Mitigation Measures			
1	Prepare RP in consultation with AP and EM In-depth consideration of design alternatives/alignments/and use of government land where possible to minimize impacts	Construction unit uses land rationally based on planning and design.	In accordance with the planning for the project smoothly.	
2	Ensure construction machines are correctly operated, with special attention to noise mitigation. 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.	special construction plan for planting and protection measures of farmland, grassland have been made; waste-collection sites are set up in the project construction area and the wastes are regular removed to waste treatment plant; Relevant environmental, occupational safety and health standards are met by the contractors.	Construction unit have a effective communicate with the affected, reduce negative impact in a low level.	Has no occurred contradictions and disputes with the along ethnic and the construction workers in the monitoring.

3	<p>Restrictions on the contractors from undertaking project construction on Fridays within 500 meters of any mosque.</p> <p>Awareness-raising about the tradition and culture of ethnic minorities for construction workers with involvement the Commission for Ethnic and Religious Affairs.</p>	<p>There is no Mosque will be involved in this project;</p> <p>Awareness-raising about the tradition and culture of ethnic minorities for construction workers with involvement the Commission for Ethnic and Religious Affairs.</p>	<p>There is no Mosque will be involved in this project, with the assistance of Commission for Ethnic and Religious Affairs, construction workers receive the education in terms of culture and tradition</p>	<p>Construction workers understand the ethnic customs</p>
4	<p>Provision of waste bins in the construction area, waste collection and transportation procedures, and provision of on-site toilets for men and women.</p> <p>Air pollution measures such as dust dampening. Contract with CDC to implement a health action plan to prevent the spread of HIV/AIDS, STIs and other diseases</p>	<p>Living garbage bins are put in the construction site reasonably to collect garbage. Construction area and the wastes are regular removed to waste treatment plan. Changji CDC runs a variety strict monitoring on infectious diseases and take corresponding control measures</p>	<p>Monthly monitoring conventional planned immunity, prevention and control of infectious diseases.</p> <p>Regularly update human infections with H7N9, avian flu virus bulletin.</p> <p>Knowledge of common infectious diseases such as AIDS, tuberculosis, vigorously preached.</p> <p>The rate of infectious disease declined.</p>	<p>There are no infectious diseases, food poisoning and AIDS infection events in construction camp.</p>

5	Traffic signs Traffic safety education in schools and communities	<p>Carry out traffic security education, improve the traffic security awareness of the public.</p> <p>The traffic accident rate decrease after setting the traffic signs.</p> <p>The traffic police brigade organizes many safety education activities in the community, school, villages and towns, and the enterprise to enhance the propaganda</p>	Using weibo, Wechat, television, newspapers and other new media, innovating propaganda work measures and methods, according to their aptitude will promote tentacles extend to every corner of the society.	Changji public security bureau traffic police brigade weibo: http://weibo.com/u/2172267202
B	Enhancement Measures			

1	<p>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.</p> <p>The Women's Federation will advocate for local women to obtain skills training and organize their participation in skills training related to project construction.</p>	<p>Human resources and social security bureau organized various skill training and increase subsidy, which contribute to enhance ethnic minority competition edge in the employment market.</p>	<p>the number of people attend training is increasing.</p> <p>To attend training personnel's enthusiasm.</p>	<p>Skilled worker: 200 Yuan/day</p> <p>General worker: 150 Yuan/day</p>
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2	<p>The project has set a target of 30% direct female ethnic minority employment. 50% of project training is to be undertaken by women.</p> <p>The WF will provide training to women on income-generating activities, and especially on the tourism industry, such as food preparation and handicraft making.</p>	<p>Completed 30% of the employment's target, and 50% of the training opportunities are allocated to women;</p> <p>Provided skill training for women, strengthened the support offered to entrepreneurship.</p>	<p>Held women skills training course with labor lurking ,field visit in the training base ,</p> <p>Grassroots women's organizations hold Training for quality promotion 33 times ,such as farming, breeding, beauty salon, weaving, embroidery, garment design cutting, domestic service, family courtyard environment beautification,training women 7854 people, the distribution of all kinds of promotional materials of science and technology more than 5000 copies</p>	<p>Get a pay employment opportunities for women is greatly improved</p>
3	<p>Complete information disclosure and involvement</p>	<p>There is no complaint from residents at present. In terms of the complementation has caused, the related departments have well resolved.</p>	<p>Related unit repeated symposium,and affected by the ethnic minorities to communicate effectively.</p>	

4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	The urban and rural bus route has increased from 102 to 103, passenger capacity per day argument sharply, which contributes to resident trip. There are 465 buses are operating, which contributes to increase the street coverage rate.	Planning complete Changji century avenue south, south park west road, hami road 35 km article 27 cities such as road construction, upgrade the roadway, Erie street, west street, 30 community such as microcirculation road	The monitoring found that bus lines construction focus on promoting the construction of urban and rural planning as a whole
5	Privilege will be given to vulnerable people in the aspects of catering services provided for construction sites, and labor skills training; When the project is completed, jobs like green belts maintenance and road cleaning will be arranged to the vulnerable groups as far as possible.	Assist vulnerable people affected by this project through effective measures, and achieved satisfied outcome.	Strengthen the supervision of unemployment insurance funds. Increase support, and let the people enjoy stable life as far as possible. Further perfecting relief procedures and work procedures, completes the aid workers received screening and safety inspection work, positive for the recipient personnel to provide services, human assistance affection.	Through the form of lectures, talk, overcome such bail-outs, rely on, to thinking, strengthen the fortune concept, encourage them to their own businesses. Including material support, technical support, information support and project support.

6	Skills Training	There 10,502 people took part in skill training in 2013 in Changji City, in which 1,982 people accepted reemployment training, 1,230 accepted new workers training, 3,055 people accepted “Sanding” training, 3,950 people accepted rural labor force transfer training, 880 people accepted entrepreneurship training, 2,120 accepted labor preparation system training and 180 people accepted agricultural knowledge training.	In training propaganda, and at the same time to provide technical support for the self-employed.	Labor preparation system training including petroleum and petrochemical, coal, coal, manufacturing, logistics, care industry, tourism, modern agriculture and so on.
7	Utilization of Local Building Materials and Transportation Resources	Stipulate in construction contracts the use of local materials and service providers as much as possible.	Local ethnic residents through the project construction, improve family income have a certain degree.	More than 10 local material businesses gain benefit, and promote employment of about 100 people. Unskilled jobs try to hire local labor. And the labors are very satisfied with their wages.

3.1. The Implementation of Mitigation Measures

3.1.1. *Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition*

24. The construction inevitably involved in land acquisition, house demolition and resettlement. Thus, the plan institutions organize the scheme comparison and design optimization to reduce the adverse influence.

Table 3-2 The implementation of optimization plan

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Reduce land acquisition	Construction unit use land rationally based on planning and design.	In accordance with the planning projects	

3.1.2. *Eliminate and Mitigate Negative Impacts Caused by Project Construction*

25. In the process of project implementation, the construction may bring different degree of negative effects to the local ethnic minorities along the roads, including noise, residents travel, students safety to school, local irrigation and drainage system due to disruption of surface water pollution, influence people's religious activities, construction site safety problems, traffic congestion and traffic accidents, etc.

26. It has been found in this monitoring that, each IA has carried out some relevant measures to eliminate and mitigate the interruptions and influences caused by the project construction:

(1) Strict measures have been established by the construction departments for the reasonable arrangement of construction period. The

construction works are only allowed to be taken during daytime in order to reduce the influence of noisy to residents' daily lives. The construction departments committed to give compensations for the influence to local residents.

(2) In order to reduce the influence to the travel of ethnic residents, construction departments set up bilingual safety signs in the important places like the mosques, dweller building, institution, and along the road. Construction unit on make room on both sides of road for the convenience of the pavement. The monitoring found that construction based on the principle of safe implementation of the measures.

(3) There is no school in project area, which will reduce the potential safety hazard to the students. The monitoring institution suggested that the project implementation agencies and local government should draw up strict safety measures to improve the education for all the students on road safety, such as Changji held the first week of safety education of primary and middle school students activity in autonomous region.

(4) In order to ensure the normal operation of construction, and ensure the construction progress and efficiency, the construction departments strengthen the education on ethnic policy, customs and habits. At the same time, they tried to hire local labor transferred part of the subcontract work to EM residents, so they can obtain certain income. This monitoring has found no conflict and dispute in project area between EM and construction workers.

(5) Large tonnage traffic and large amount of material transportation may cause traffic jams and traffic accidents. Therefore, building materials transportation should avoid rush hour to reduce the influence to local residents.

Table 3-3 The implementation of Eliminating and Mitigating Negative Impacts Caused by Project Construction

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Ensure construction machines are correctly operated, with special attention to noise mitigation. 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.	special construction plan for planting and protection measures of farmland, grassland have been made; waste-collection sites are set up in the project construction area and the wastes are regular removed to waste treatment plant; Relevant environmental, occupational safety and health standards are met by the contractors.	Construction unit tries its best to reduce negative impact according to related requirements.	Has no occurred contradictions and disputes with the along ethnic and the construction workers in the monitoring.

3.1.3. Alleviate the Disturbances to the Ethnic Communities

27. It has been found in this monitoring that there is no Mosque in project area.

Thus, the road construction will not disturb the normal religions activities of local EM. There is no relevant compliant.

28. It has also been found in this monitoring that the construction organizations distribute informational materials about EM culture and customs to let workers realize and respect local EM and their normal religions activities. At the same time, the Ethnic and religious committee is invited to supervise the distribution of these informational materials to avoid violence to EM culture and customs.

3.1.4. Public Health

29. During construction, a lot of people gathered at the construction site, including construction workers, subordinate staff (construction workers' families and service in the third industry, etc.) and EM residents. Therefore, it is necessary to conduct scientific management and take corresponding measures on public health and sanitation.

30. In A6-A10 project section, the health safety measures taken construction organizations include: setting fixed dustbins and rubbish dump sites on construction area, centralized processing all living garbage and constructive garbage, clearing rubbish dump sites on a regular basis, built up 4 public toilets, covering transport lime, ballast, cement which vehicles are easy to produce dust with tarpaulin.

31. Changji health bureau, the centers for disease control and prevention actively organize the AIDS prevention work. Relevant measures and solutions are as follows:

(1) Based on field work in construction site and nearby residents, it found that CDC conduct strict monitoring on infectious diseases in affected communities and streets. The incidence rates of common infectious disease declined obviously. According to the data in 2009, the annual incidence rates fell by 12.96% in 2009 compared with that in 2008. .

(2) In order to ensure the sanitation of construction camp, construction departments assign some specialists in responsible of the sterilization work, especially the disinfection and sterilization work of public facilities. At the same time, drugs for mosquitoes, flies, and rats are sprinkled in the temporary residences in construction sites to control of infectious of epidemic disease effectively. This monitoring found that there is neither food poisoning event nor sudden infectious diseases in each construction

sites.

(3) In order to ensure the food safety, construction departments assigned special staff to purchase fresh food and vegetables, and hire chefs to make delicious meals for workers.

(4) Temporary treatment rooms are set up in every construction sites, providing medicines for cold, fever and inflammation, diarrhea, bleeding, etc. The treatment rooms provide the safeguard for construction workers and their families for preventing accident and epidemic disease.

(5) the Changji the centers for disease control and prevention, in order to further improve the ability of public health emergencies contingency, held "2014 public health emergencies emergency disposal and health management training", at the same time in order to strengthen the awareness of HIV/AIDS, the broad masses of for HIV/AIDS knowledge in community activities. Also found that the monitoring in April 3, 2014, the centers for disease control and medical personnel for the construction of roads around the school students lecture on TB control knowledge, effective in preventing the spread of disease.

Table 3-4 The implementation of public health and safety protection

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Provision of waste bins in the construction area, waste collection and transportation procedures, and provision of on-site toilets for men and women. Air pollution measures such as dust dampening.	Living garbage bins are put in the construction site reasonably to collect garbage. Construction area and the wastes are regular removed to waste treatment plan. Changji CDC runs a variety strict monitoring on infectious diseases	Monthly monitoring conventional planned immunity, prevention and control of infectious diseases. Regularly update human infections with H7N9, avian flu virus bulletin. Knowledge of common infectious	There are no infectious diseases, food poisoning and AIDS infection events in construction camp.

Contract with CDC to implement a health action plan to prevent the spread of HIV/AIDS, STIs and other diseases	and take corresponding control measures	diseases such as AIDS, tuberculosis, vigorously preached. The rate of infectious disease declined.	
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3.1.5. Traffic Safety Education

32. All the road signs, warning sign, speed limit tagging are marked with both Chinese and Uyghur language. This monitoring found that traffic signs are divided into warning signs, ban signs, directional signs, road sign, the speed limit. All of them are bilingual signs. Along with the construction of the roads, number of the sign increase from 596 pieces in year of 2009 to 610 pieces in 2010. According to the statistics provided by Changji vehicle administration office, the traffic accident rate keeps stable considering the growth of 400 volume new cars every week.

33. The traffic police brigade regularly send traffic police (equipped with Han and Uighur police) to the community, schools and foreign migrant workers centralized sites to carry out education on road safety regulations. This monitoring found that, the traffic police brigade organizes large campaign 5 times in 2013. At the same time, organized traffic security education campaign regularly, visits community 12 times, goes to school 93 times, organized in villages and towns 10 times and contacts more than 170 enterprises. Through above activities, the traffic safety awareness of the public has been improved. In 2014, traffic police brigade required make full use of newspapers, television, weibo, Wechat , and by controlling the hanging banners, banners, cause all kinds of traffic safety education materials, put a warning education board exhibition, to create a powerful propaganda campaign and strong public opinion atmosphere. Such as in

June 2014, in the 13th month of production safety publicity activities, brigade to the society from all walks of life to distribute traffic safety knowledge data of more than 500 copies. At the same time for minors and improve the traffic safety consciousness, held a "civilized travel, safe home" children's campaign.



chart3- 1 "Civilized travel, safe home" publicity pictures

Table 3-5 The implementation of expanding the Coverage Area of Public Transportation

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Traffic signs Traffic safety education in schools and communities	Carry out traffic security education, improve the traffic security awareness of the public. The traffic accident rate decrease after setting the traffic signs. The traffic police brigade organizes many safety education activities in the community, school, villages and towns, and the enterprise to enhance the propaganda.	Using weibo, Wechat, television, newspapers and other new media, innovating propaganda work measures and methods, according to their aptitude will promote tentacles extend to every corner of the society.	Changji public security bureau traffic police brigade weibo: http://weibo.com/u/2172267202

3.2.The Implementation of Benefit Enhancement Measures

3.2.1. Employment of Local Labor Force

34. It has been found in this monitoring that the construction departments adapted tried to hire local residents (especially the AHs) for temporary workers. EM people and women have privilege on unskilled jobs. In terms of employment of local labor force, the founding of this M&E has not been changed:

1) A10.2 section of construction hires 170 local labors, in which there are 10 EM people and 70 women. The working period is 7 months. According to the working types, the wage for steel benders is 200 Yuan/day, the wage for skilled workers is 200 Yuan/day, and the wage for general

workers is 150 Yuan/day.

2) A6 section of construction hires 185 local labors, in which there are 7 EM people and 25 women. The working period is 5 months. According to the working types, the wage for steel benders is 200 Yuan/day, the wage for skilled workers is 200 Yuan/day, and the wage for general workers and back man is 150 Yuan/day.

3) A7-A10.1 section of construction hires 114 local labors, in which there are 8 EM people and 20 women. The working period is 7 months. According to the working types, the wage for general workers is 120 Yuan/day.

Table 3-6 The implementation of expanding the employment of local labor forces

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Local government to consult fully with project construction units, organize skills training, and recommend available local villagers, especially local ethnic minorities for the available positions for project construction work. Priority for unskilled work to be given to local ethnic minorities and women. The Women's Federation will advocate for local women to obtain skills training and organize their participation in skills training related to project construction.	Human resources and social security bureau organized various skill training and increase subsidy, which contribute to enhance ethnic minority competition edge in the employment market.	the number of people attend training is increasing. To attend training personnel's enthusiasm.	Skilled worker: 200 Yuan/day General worker: 150 Yuan/day

3.2.2. Encouragement on Women's Participation and Expand of Employment

35. Local women mainly participated in the construction work. Each township

organizes training courses for female labor forces, especially for the women from AHs. These women are doing measurements and handy works in the construction sites.

Table 3-7 The female population in the construction sites of the typical villages

Village	Zhonggouyi village	Liugongmiao village	Xiaosansigonger village	Zhonggouer village
Population	3	3	3	4

36. The monitoring found that Changji federation "winter" of science and technology, the favorable opportunity of grassroots organization construction, multiple levels to carry out practical technology, expertise, technology and agricultural industrialization management training, guide the broad masses of urban and rural women in underdeveloped. Held women skills training course with labor lurking ,field visit in the training base. Grassroots women's organizations hold Training for quality promotion 33 times ,such as farming, breeding, beauty salon, weaving, embroidery, garment design cutting, domestic service, family courtyard environment beautification, training women 7854 people, the distribution of all kinds of promotional materials of science and technology more than 5000 copies.



chart3- 2 Weaving embroidery figure in Changji

Table 3-8 The implementation of expanding the female participation

Planned measures	Findings in last M&E	Findings in this M&E	Notes
The project has set a target of 30% direct female ethnic minority employment. 50% of project training is to be undertaken by women. The WF will provide training to women on income-generating activities, and especially on the tourism industry, such as food preparation and handicraft making.	Completed 30% of the employment's target, and 50% of the training opportunities are allocated to women; Provided skill training for women, strengthened the support offered to entrepreneurship.	Held women skills training course with labor lurking ,field visit in the training base , Grassroots women's organizations hold Training for quality promotion 33 times ,such as farming, breeding, beauty salon, weaving, embroidery, garment design cutting, domestic service, family courtyard environment beautification,training women 7854 people, the distribution of all kinds of promotional materials of science and technology more than 5000 copies	Get a pay employment opportunities for women is greatly improved

3.2.3. Promote Public Participation

37. Monitoring group visited the Changji construction bureau, project office, bureau of land and resources, the land acquisition office, women's federation, city bus companies, the traffic police brigade, the bureau of civil affairs, labor bureau and other related bureau, and the project affected streets, communities (villages) to conduct in-depth interviews with affected minority family. The field trip is going to understand the related influence on local EM in the period of drawing resettlement policy, planning stage and implementation stage. It has been found in this monitoring that the bureaus and departments that in charge of EMDP paid great attention to community participation and consultation broadly listen to the opinions of social groups, government departments, communities and APs to encourage EM to take part in the resettlement and reconstruction.

Towards the topic of how to promote the social-economic development in EM area, the relevant bureaus and departments visited the EM communities and communicated with EM representatives. Focus group discussions are held to find out the actual needs and thoughts of EM groups.

3.2.4. Expand the Coverage Area of Public Transportation

38. It has been found in this M&E that, Bus Company has adjusted the bus routes according to the city general plan and resident population along the construction road, including the routes for new bus lines. All of the 54 lines in operation, more than 400 buses, Urban and rural bus routes have increased from 102 to 103 in 2012. Roadway coverage in resettlement sites reached to over 80%. At the same time, Taxi Company also expand the service scale to the surrounding of new roads in order to facilitate local residents. At the same time to speed up the construction of a "circular and square grid" urban road framework system, in-depth implementation to arterial road network key, outer loop for support "slow traffic change" project.

Table 3-9 The implementation of Expand the Coverage Area of Public Transportation

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Expand the Coverage Area of Bus Corporation and Taxi Corporation	The urban and rural bus route has increased from 102 to 103, passenger capacity per day argument sharply, which contributes to resident trip. There are 465 buses are operating, which contributes to increase the street coverage rate.	Planning complete Changji century avenue south, south park west road, hami road 35 km article 27 cities such as road construction, upgrade the roadway, Erie street, west street, 30 community such as microcirculation road	The monitoring found that bus lines construction focus on promoting the construction of urban and rural planning as a whole

3.2.5. Strengthen Assistance for Vulnerable Groups

39. Changji Bureau of Civil Affairs and project related departments adopted some measures to support the APs along the construction roads.

(1) The project office consulted with construction departments to solve the temporary employment of vulnerable groups. Currently, 10 people have participated in the construction. The project departments built free houses for households enjoying the minimum living guarantee, households enjoying the five guarantees and households with the disabled population. The salary is between 150 to 300 Yuan per day. Agricultural skill trainings are provided to non-skilled APs.

(2) A special surplus labor force registration office has been set up in the

government. The related departments paid more attention to minimum allowance work. The earth-work is handled by some local labors after consulting with construction departments.

(3) in May 2014, Changji social security bureau has taken effective measures to strengthen the supervision of unemployment insurance funds. As of this monitoring, Changji unemployment insurance 25,030, up 10.55% from a year earlier, the fund raising 5.21 million yuan, up 33.59% from a year earlier, strive for higher subsidies income 2.1 million yuan, up 40% from a year earlier. Pay unemployment insurance benefits of 2.13 million yuan, up 39.22% from a year earlier.

3.2.6. Skills Training

40. There are 10,502 people took part in skill training in 2013 in Changji City, in which 1,982 people accepted reemployment training, 1,230 accepted new workers training, 3,055 people accepted “Sanding” training, 3,950 people accepted rural labor force transfer training, 880 people accepted entrepreneurship training, 2,120 accepted labor preparation system training and 180 people accepted agricultural knowledge training.

41. The specific types of work provided by Changji related departments to rural surplus EM labor forces includes: planting, breeding, horticulture and the facility agriculture, advanced suitable planting, breeding, gardening technology and agricultural products processing, management, marketing training. New Hui Snack Street is built. Through the investigation, it is found relevant departments provided a certain degree of economic subsidies in the training process of the corresponding training activities. The specific standards of subsidies are as follow:

◆ Vocational skills training subsidy standard:

Class A: 1500 Yuan/person ;

Class B: 1000 Yuan/person ;

Class C: 750 Yuan/person 。

Class D: 375 Yuan/person

Class E: 250 Yuan/person

◆Special ability training subsidy standard:

Class A: 375 Yuan/person ;

Class B: 250Yuan/person ;

Class C: 125Yuan/person 。

3.2.7. Utilization of Local Building Materials and Transportation Resources

42. It has been found in this monitoring that soil, sand, stone, cement and lime, and building materials for the construction are from local. It can save the cost by using local material in meet the engineering quality, and can increase the family income of local ethnic minority residents during construction, thereby enhancing the degree of support of local ethnic minority residents.

43. At the same time, local transportation resources should be used as far as possible to improve the local building materials industry and the development of transportation industry, increasing the family economic income of local minority people in project construction period.

Table 3-10 The implementation of Utilization of Local Building Materials and Transportation Resources

Planned measures	Findings in last M&E	Findings in this M&E	Notes
Utilization of Local Building Materials and Transportation Resources	Stipulate in construction contracts the use of local materials and service providers as much as possible.	Local ethnic residents through the project construction, improve family income have a certain degree.	

4. Findings and Suggestions

4.1. Findings

(1) The implementation of EMDP has started according to the process arrangement of the project. Certain of measures have been carried on by project departments and authorities of the local governments according to EMDP plan to minimize the adverse effect of the project and make sure EM will benefit from the project. Measures include: Employment of Local Labor Force, Eliminate and Mitigate Negative Impacts Caused by Project Construction, Strengthen Assistance for Vulnerable Groups, Skills Training and so on. The above measures guarantee the entitlements of ethnic minority are protected, and the negative impact results from this project can be minimized.

(2) The EM in project area have welcomed this project. It has been found in this monitoring that EM in project area think this project improve local transportation conditions, promote labor employment and improve the status of women.

(3) The project construction provides job opportunities for local residents; thereby promote the development of service industries. It has been found in this monitoring that local residents obtain a great deal of jobs in the construction period that increase their incomes.

(4) The measures taken by local governments and departments like labor force transformation, poverty alleviation and employment promotion are useful for maximizing the benefit of this project. Up to now, Changji city is carrying on skills training, bilingual education, tourism development, minority characteristic industrial projects in the project influence area. These development projects

promoted the employment of local ethnic minorities and long-term development. EM development is the fundamental purpose of EMDP, and its implementation is also conducive to achieve benefit maximization.

(5) Xinjiang Housing and construction bureau, Changji Housing and construction bureau paid great attention to the implementation of EMDP. Each level of government agencies and departments conscientiously implement the EMDP through the communication, communication and coordination with project owner and the construction departments, which play an important role in EM development.

4.2. Suggestions

(1) Establish implementation coordination mechanism for EMDP. So far, the measures of EMDP have started implementing; however, part departments are lack of meticulous understanding on EM policies. Suggestion from monitoring and evaluation institution: set up coordination and safeguard mechanism that connects construction departments, affected county and government departments, bureaus that involved in EMDP to ensure the plan can be carried on timely and effectively, so as to achieve the goal of project benefit for EM population.

(2) The project office should establish and perfect the implementation report system and internal monitoring system of EMDP since current internal monitoring system has just established. Internal M&E includes: implementation progress of EMDP, implementation content, funds implement, completion of target. Establish archive management system for local labor employment to ensure their rights. The contents of the file management include: labor forces in construction site, local materials used in construction site, populations participated in temporary training, etc.

(3) Establish a perfect system of complaint. Project department should combine each related unit provide affected minorities with a system platform, and the construction activities, the public security aspects such as establishing petitions and complaints mechanism, in order to safeguard the rights and interests of ethnic minorities, promoting minority benefit from the project.

ADB Financed Project

Ethnic Minority Development Plan Monitoring Report

Hami Roads and Environmental Improvement

Component Of

Xinjiang Urban Transportation and Environmental

Improvement Project

(NO.3)

NATIONAL RESEARCH CENTER FOR RESETTLEMENT,

HOHAI UNIVERSITY

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ABBREVIATIONS

ADB – Asian Development Bank
AP – affected person
EM-Ethnic minority
EMDP – ethnic minority development plan
HH – Household
M&E – monitoring and evaluation
PMO – project management office
PRC – People’s Republic of China
PSA – poverty and social assessment
RP – resettlement plan
SES – Socio-economic survey
XUAR(G) – Xinjiang Uygur Autonomous Region (Government)

1. Project and Project Area

1.1. Project Description

1. Hami Urban Transportation and Environmental Improvement project loaned by ADB includes: Road component involved with Bayi Southern Road and Renmin Road within Hami city, slab culvert bridge project, as well as the appurtenant projects like road planting, road lighting, transportation, and environmental sanitation. The detailed information of the Road component can be seen in Table 1-1。

Table 1-1 Road Component Construction Scale

Unit : m, m²

Name of Road	Starting and Ending Point		Boundary Lines of Roads	Length	Area of Motorized Vehicle Lane	Area of Non-motorized Vehicle Lane	Area of Green Belt	Area of Pavement
	Starting	Ending						
Bayi Southern Road	Ring Road	Bayi Northern Road	54.0	3518.64	84875.16	48029.44	/	22167.43
Renmin Road	Ring Road	Zhongshan Road	40.0	1906.58	27998.65	14972.20	13308.62	14661.94
Total	/		94.0	5425.22	112873.8	63001.64	13308.62	36829.37

1.2. Socio-Economic Profile

2. The total area of Hami is 8.5 km², covering 18 townships/town, 5 sub district offices, 92 administrative villages, 30 neighborhood committees with a total population of 404400 people. There are 31 ethnic groups such as Han, Uygur, Kazak, Hi, in which Han people account for 70.99%, and minority population accounts for 29.01%. The non-agricultural population is 231000, accounting for 57.12% of the total population.
3. The gross domestic product (GDP) achieves 17.67 billion Yuan in year

2011, increasing 4.214 billion Yuan compared with that of the last year or 22.2% based on the comparable price. Urban per capita disposable income rose to 15845 Yuan, increasing 2230 Yuan compared with that of the last year that accounts for 16.4%; the salary income rose to 9972 Yuan, increasing 9.4%; and the per capita consumer spending rose to 13097 Yuan, increasing 25.8%.

2. EMDP Monitoring and Evaluation

2.1. EMDP M&E Agencies

4. The EMDP M&E of this project is undertaken by National Research Center for Resettlement (NRCR) of Hohai University. Based on the project requirement, a special agency called “Hami Urban Transposition and Environment Improvement Project EMDP M&E working team” is established by NRCR on June 2012, consisting of Field investigation team, household interview team, data analysis team and translating team. Certain rules and regulations have been established, and all survey is guided by detailed work plan and sound work schedule. Prof. Shi Guoqing, the director of NRCR, is the general leader of working team. According to ADB’s policies and outline of EMDP M&E, the working group will conduct a sound monitoring to the implementation performance of EMDP.

2.2. M&E Mission

5. The external M&E agency will conduct an independent M&E on the implementation performance of EMDP according to the requirement of ADB. The agency should undertake the following:
 - Draw up TOR for EMDP M&E;
 - Visit and evaluate the IAs;
 - Investigate the social-economic status of typical sample villages;

- Interview typical sample households;
- Investigate and evaluate the construction sites;
- Reflect the problems to IAs and provide targeting suggestions;
- Draw up EMDP M&E report.

2.3. M&E Method

6. **Documentation Investigation:** M&E will systematically gather and analyze any documents related to the implementation of EMDP, including summary reports, statistics, and special research.
7. **Internal M&E Report Analysis:** M&E will closely review the internal M&E report to realize the problems rose in the implementation process of EMDP, thereby drawing up the survey scheme and methods for M&E.
8. **Agency Visiting:** M&E will interview the IA involved in the implementation process of EMDP such as Bureau of civil affairs, Labor Bureau, Women's federation, National Religious Committee, and CDC, investigating measures that have been taken, performances that have been achieved, as well as the existing problems. Besides, the M&E will review the institutional capacities of IAs.
9. **Household Interview:** M&E will conduct depth interview with the affected ethnic minority households to find the social-economic status of APs and AHs, the rehabilitation of their livelihoods, the implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs.
10. **Focus Group Discussion:** M&E will conduct focus group discussions in the affected ethnic minority concentrate areas, covering all the representatives from city government, county government, township government, village committees and AHs, in order to gathering information

like social-economic status of project area (the development of communities or village committees), development of women and poverty group, the implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs, and the negotiation and consultation in the project.

11. **Field Observation:** M&E will visit the construction sites of the project to find the implementation process of EMDP, measures and arrangement, and performance. Besides, the M&E will provide associating suggestions and solutions to the problem found in the field trip.
12. **Typical Sample Investigation:** The M&E will conduct follow-up survey to the typical affected ethnic minority households. The content of the survey includes livelihood rehabilitation, family income and expenditure. Special attention will be paid to the typical household like single-parent family, poverty household. The working team will provide suggestions and solutions based on the findings.

2.4. Technical Procedure of EMDP M&E

13. The Technical Procedure of EMDP M&E can be seen in Chart 2-1.

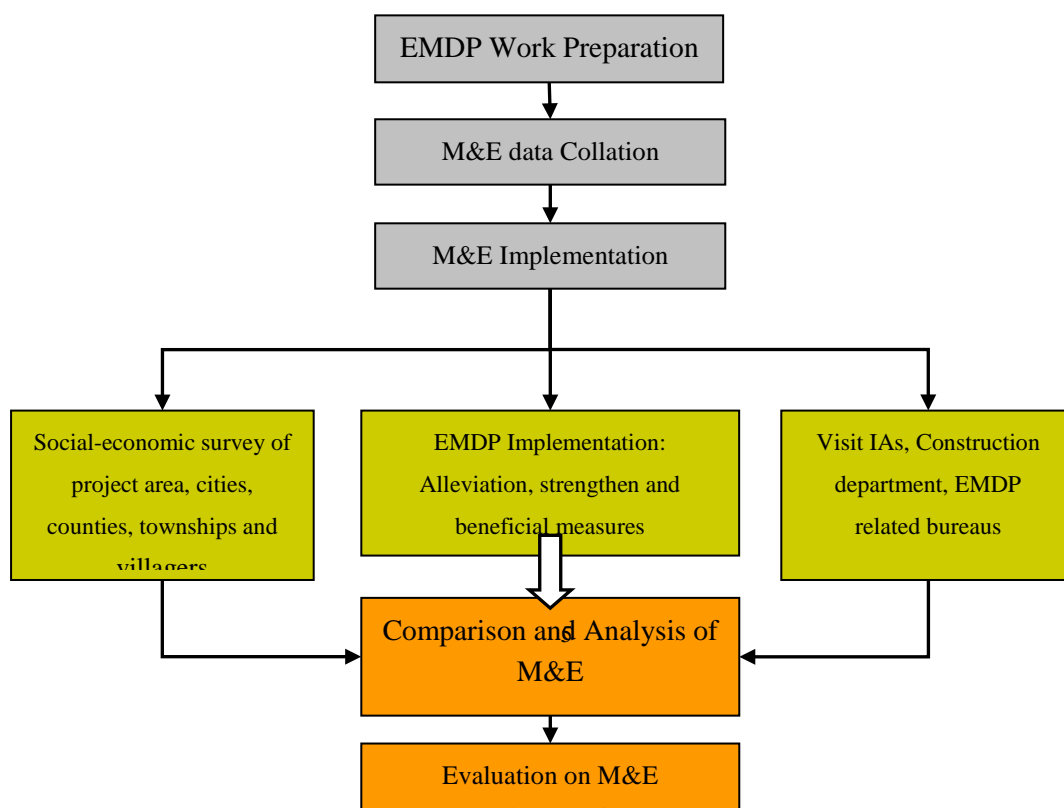


Chart 2-1 Technical Procedure of EMDP M&E

2.5. M&E Content

14. During the period of EMDP M&E implementation, the external M&E agency will monitor the M&E twice a year. The content of the M&E includes:

- Project construction process;
- The social-economic status in project area;
- The social-economic status of the typical villages;
- The social-economic status of the typical households;
- The EMDP implementation;
- The capacities construction of EMDP IAs;
- The problems and suggestions from APs;
- The performances of EMDP implementation
- The internal EMDP M&E
- Other related information.

2.6. M&E Implementation

15. A six-day field investigation has been taken place by 2 specified monitors from NRCR from August 24th, 2014 to August 29th, 2014. They visited the IAs of EMDP in project area, and interviewed typical villages, AHs and special groups.

16. **Agency Visiting:** According to the requirements of TOR of EMDP M&E, the monitors visited the IAs, gathering statistics, working diaries, summary reports and other relevant documents. The institutions involved in this monitoring include: Xinjiang Housing and urban- rural construction office, Hami city traffic department, Civil affairs bureau, National Religious Committee, labor and social security bureau, bus companies, the women's

federation, the CDC, the traffic police brigade, municipal curing place, school, all levels of township (town) government and other relevant organizations.

17. **Focus Group Discussion:** In the process of monitoring, the monitors will conduct focus group discussions in the affected ethnic minority concentrate areas with APs and IAs to gathering their opinions and suggestions towards the project. The focus Group Discussions will build up convenient communication channels between IAs and APs, which ensure the problem be solved in time.
18. **Special Group Interview:** The monitors conduct household surveys targeting special groups like households with female owners, poverty households.
19. **Field Survey:** Since it is the implementation stage of the project, the focus of this survey is resettlement process, implementation of EMDP, problems and limitations in the implementation process, development measures and their function to ethnic minority residents, institutional capacity evaluation, and so on.

3. Measures and Implementation of EMDP

20. Hami EMDP includes two types of measures, namely Mitigation Measures and Reinforcement Measures M&E will monitor the implementation and performance of above measures. The content of this M&E can be seen in Table 3-1.

Table 3-1 The content of this M&E of EMDP

NO.	Plan Measures	Findings
A	Mitigation Measures	
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	Compare different plans to decrease the quantity of land acquisition, the real area of land acquisition less than estimated area, the quantity is about 18.59 area.
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	The following measures have achieved good results :Ensure construction machines are like cement mixers are located in the suburb to mitigate noise, Recovery the green belts on both sides of the road, Set up some special garbage recycling boxes, Establish bilingual safety signs, Increase the amount of security supervisor positions, Building materials transportation should avoid rush hour or nights and so on.
3	Alleviate the Disturbances to the Ethnic Communities	The construction does not interfere with local normal religious activities of ethnic minorities, also did not appear complaints phenomenon of ethnic minorities
4	Public Health	Monitor the water quality of construction sites and promote the provision to ADIS/HIV, temporary treatment rooms are set up in every construction sites, Propaganda the prevention knowledge and symptoms of common infectious diseases such as tuberculosis, leprosy, AIDS by hanging banners and distribute leaflets or pamphlets.

5	Traffic safety education especially	2300 people who are achieve the education of motor vehicle, Organize the topic propaganda education 50 times ,Play traffic safety education video 340 times, Distribute 250,000 copies of the written proposal, tips cards, propaganda wall charts and other traffic safety publicity material, especially propaganda wall charts distribute more than 1,000 copies and the publicity boards exhibit over 1,500 blocks , Scroll to broadcast traffic safety signs more than 400000,so create a strong atmosphere for traffic civilization propaganda.
B	Enhancement Measures	
1	Employment of Local Labor Force	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.
2	Women's Participation	The construction provides employment opportunities for the local women, at the same time local women hold skills training course and establish embroidery association.
3	Promote Public Participation	Organize focus group discussion in the implementation of the project to listen to public opinions.

4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	Increase the amount of bus lines to 22, Hami has 251 buses. To avoid road congestion pressure, focusing on bus stops such as Welcome Road, Renmin Road, Jiefang Road, Canton Road, a northern suburb of the road and other roads were optimized adjustment, integration site have 38.
5	Strengthen Assistance for Vulnerable Groups	Build system of urban and rural laborer employment unemployment real-name registration, doing the employment difficult personnel employment assistance, earnestly strengthen the development of public welfare jobs management including sanitation, cleaning, the public security police, judicial political assistant political assistant, the political assistant of labor security and health system, civil affairs, family planning, trade unions and other grassroots political assistant, project, provide catering services for the construction of employment and labor skills training and so on ,we should give priority to the class families crowd.

6	Skills Training	<p>By holding " Million rural labor force skills training ", there are 11937 people attend the training, the employment rate is up to 62%. The amount of training all kinds of personnel is 18391 and 5773 professional qualification certificate were created, the amount of people who attend the on-the-job training is 3779 and complete 80.4% of full-year target task; There are 2094 people achieve Employment and reemployment training and complete 69.8% of full-year target task; 1008 people attended the entrepreneurship training and complete 126% of full-year target task; the amount of people who attend agriculture surplus labor transfer employment training is 11510 people and complete 115% of full-year target task.</p> <p>Vocational training target management expected completion plan evaluation indexes: "armed" training 7973 people and complete 132% of full-year target task; More than 431 people attend senior skills training and ents can raise family income through the project construction.complete 53.8% of full-year target task full-yeatarget .task.</p>
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7	Utilization of Local Building Materials and Transportation Resources	<p>Local driver can engage in the project transportation, so local ethnic resid</p>
---	--	---

3.1.The Implementation of Mitigation Measures

3.1.1. *Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition*

21. The construction inevitably involved in land acquisition, house demolition and resettlement. Thus, the plan institution organize the scheme comparison and design optimization to reduce the adverse influence. Plan for a state owned 24.07 acres of land ,the actually levy owned 15.30 acres of land, plans to levy collective 72.07 acres of land , the actually levy collective land 62.25 acres of land.

3.1.2. *Eliminate and Mitigate Negative Impacts Caused by Project Construction*

22. It has been found in this monitoring that, each IA has carried out some relevant measures to eliminate and mitigate the interruptions and influences caused by the project construction:

(1) Strict measures have been established by the construction departments for the reasonable arrangement of construction period. The construction works are only allowed to be taken during daytime in order to reduce the influence of noisy to residents' daily lives. The construction team gave up the concrete mortar mixing with large noise in this project; instead, they purchase concrete directly from the concrete batching plant located city suburb by special trucks to the construction site, which greatly reduced the noise generation. At the same time, the construction departments established a special operating region with fence surround it, minimize the influence of noise.

(2) Since this project is an extension of the original road, the original green belts were inevitably damaged in the construction period. The trees were

transferred to other place by special garden department. Specific room will be leave for future green belts. It has been found in this monitoring that, trees, flowers and grass have been planted along the new Renmin Road as road green belt.

(3) Strict waste management system is established in the road construction sites. Special garbage recycling boxes are set up, and the workers received related education to prohibit throwing rubbish anywhere. Specialists are responsible to the recycle and treatment of the rubbish generated in project construction process. Worker's life rubbish also discarded in a designated garbage disposal to avoid the environment pollution in construction area.

(4) In order to reduce the influence to the travel of ethnic residents, construction departments set up bilingual safety signs in the important places like the mosques, dweller building, institution, and along the road. Special channels with fence are provided for the residents live in the construction site to ensure the travel convenience.

(5) There are 2 to 3 safety supervisors in each road section. Construction sites have obvious security cordons and safety warning signs and slogans. Before work, the workers need to accept special production safety trainings and get the qualification. The whole construction site has a set of standardized work flow to minimize the potential safety problems.

(6) Large tonnage traffic and large amount of material transportation may cause traffic jams and traffic accidents. Therefore, building materials transportation should avoid rush hour to reduce the influence to local residents.

(7)The monitoring found that the construction of the project is nearing completion, the above measures have yielded good results, to a large

extent the slowing or eliminating the construction interference and influence.

3.1.3. Alleviate the Disturbances to the Ethnic Communities

23. In the project construction area, there are one Uygur DaShiZi Mosque and a Hui Shaanxi temple. In order to avoid interference to minority community and unnecessary conflicts, construction team take several aspects of measures:

24. First of all, workers in construction team are provided education about minority cultural and custom to make they respect minority culture and avoid misunderstanding. At the same time, minority workers are allowed to worship during the work time. Secondly, the construction sites are far away from the Uygur DaShiZi Mosque and a Hui Shaanxi temple for at least 500 m. The construction is arranged to avoid the major activities of mosque to minimize the adverse influence. Finally, the construction team also equipped with special bilingual translators. They often communicate with the ethnic community along the construction road to absorb their advices and fix the problem on time to avoid any misunderstanding.

25. Up to this monitoring, the above measures achieved satisfied outcome. Construction team gets along with affected ethnic minority

3.1.4. Public Health

26. In order to ensure the sanitation of construction camp, construction departments assign some specialists in responsible of the sterilization work, especially the disinfection and sterilization work of public facilities. At the same time, drugs for mosquitoes, flies, and rats are sprinkled in the temporary residences in construction sites to control of infectious of epidemic disease effectively. This monitoring found that there is neither

food poisoning event nor sudden infectious diseases in each construction sites.

27. In order to ensure the food safety, construction departments assigned special staff to purchase fresh food and vegetables, and hire chefs to make delicious meals for workers.
28. Temporary treatment rooms are set up in every construction sites, providing medicines for cold, fever and inflammation, diarrhea, bleeding, etc. The treatment rooms provide the safeguard for construction workers and their families for preventing accident and epidemic disease.
29. In January 2014, the centers for disease control and prevention to the leprosy, publicity as an opportunity to focus on "accelerate action ,the propaganda of leprosy harm" promotional theme, by setting up publicity materials and flyers posted form, publicity materials out of more than 200 copies ,accepts the populace to leprosy prevention knowledge consulting more than 30 people.
30. In March 2014, led by Hamilton Municipal Health Bureau ,Hami City CDC organizations tuberculosis officers, community health centers ,rural hospitals to carry out a series of activities tuberculosis propaganda, respectively in the bazaars, schools ,communities, villages and other places in a row tuberculosis prevention and control campaign carried out knowledge .Medical personnel on the prevention of common sense and common people propaganda tuberculosis symptoms of tuberculosis knowledge issuing leaflets, brochures newspaper bags, small kit, pencil and other promotional materials ,more than 2,000 copies. Also professional person counsel for the health of the masses.
31. May 2014, the municipal government organization in Hami Hami City, a small hold "to visit the people's livelihood, benefit people's livelihood, poly

people" campaign. Hami region Social Security Bureau hospital Uygur Hami region, Hamilton Municipal Civil Affairs Bureau, rehabilitation clinics and Hami Hami City Municipal Center for Disease Control and Prevention, more than 20 people involved in a number of units in this campaign. CDC staff activities by hanging banners and issuing leaflets, brochures, etc. to the masses of common infectious diseases prevention and symptoms of common sense, the activities of more than 150 parts total issued leaflets and leaflets, on-site consulting residents accepted 120 people.

3.1.5. Traffic Safety Education

The monitoring found that Hami City carry out various road safety campaigns actively, specific measures are as follows:

32. In 2013 ,The city traffic police brigade will divide five area, by 12 mid-team leader bolt is responsible for ,respectively, according to the way to contact all-in shard, police contract, to create a civilized traffic environment .At the same time, the popularization of the law on road traffic safety propaganda combined with a series of special operation traffic regulation ,relying on the radio, television, newspaper ,Internet sites ,LED screen ,concentrate on propaganda ,hanging banners opened SMS platform, open up publicity column, variety of forms such as public good in the city's extensive publicity ,maximize jurisdiction the awareness and participation of the masses.
33. Year 2013, a year to carry out the activities of the countryside 12 times convenient service, providing advice for the masses more than 5,000 people, organized by medium and large passenger vehicles and audit driver's education courses 8, learn to accept the number of education closer to 1000, subject to various family masses of praise and praise. A total of 80 public education organization of thematic sessions, play piece 520 traffic safety publicity and education sessions,

into organs, enterprises, institutions, schools to teach traffic safety class 220 screenings, issued a written proposal, Tips cards, and other materials 500,000 copies, more than propaganda wall charts 2750 copies, publicity boards more than 2,700 pieces, scrolling traffic safety slogans 60 million articles.

34. In the first half of 2014, with the traffic police brigade has completed 23000 motor vehicle drivers focus on education, organized by topic propaganda education 50 games, play the traffic safety propaganda education presided by 340. Brigade joint education at the same time, enterprises and institutions and other departments into schools, enterprises, rural areas, communities, and to carry out the special lectures on the propaganda for traffic safety, traffic safety questionnaire survey, present the traffic safety propaganda materials, books, CDS and other activities. Initiative, sweet out cue CARDS, such as traffic safety propaganda chart publicity materials 250000, propaganda chart of more than 1000 copies, display boards of more than 1500 blocks, rolling broadcast traffic safety signs of more than 400000 article, traffic publicity and create a strong atmosphere for civilization.



Picture 3-1 Activities of the traffic safety education in Hami City

3.2.The Implementation of Benefit Enhancement Measures

3.2.1. Employment of Local Labor Force

35. In this monitoring ,we found that under the same conditions ,when hiring unskilled workers, the construction departments give priority to the ethnic minorities and women. As part of the women's main job is housework, including laundry, cooking and taking care of children, older people, lead to women's participation in little time. The construction departments adapted following measures to absorb the local labor force:

- ◆ Holding simple pre-job safety education and skills training for them;
- ◆ Sign temporary employment contracts local workers according to the working period;
- ◆ Providing wages of 60~80 Yuan/person/day to different jobs. Normally, the local residents can obtain 1800~2400 Yuan salary per month. The payment is daily.

3.2.2. Encouragement on Women's Participation and Expand of Employment

36. Hami women's federation supported embroidery industry, carried out female technology rich engineering, encourage women embroidery association to play the function of direction, leading and service. The monitoring found that Hamilton City National Handicrafts Embroidery has increased to eight. At present, Hami City has established 8ethnic minority embroidery factories and over 30 artifact works exclusive shops. The women who work in embroidery industry are more than 1200, increased 4,000 Yuan average annual personal income.

Hami City, the local women's organizations Embroidery Association was

founded minorities, taken NGO property management, providing embroidery machine for embroidery association for investment projects and interest-free revolving fund loans, increase local minority ethnic family income, but also very large stimulate interest everyone participating.



Picture 3- 1 Ethnic minority embroidery

3.2.3. Expand the Coverage Area of Public Transportation

37. Up to this monitoring, Hami City bus lines than last been updated, it opened and operated bus lines increased to 22, with 251 buses, bus line length of 242.8 km, network length 120 km per million standard units owned bus number 6.98 standard units. Along with increase of vehicles in Hami city, the road traffic congestion problem in urban roads aroused the attention of the municipal party committee and the city government. The construction of ADB financed road project has improved the road condition in Hami dramatically. Hami Bus Company also works out a set of management plan for urban traffic congestion.

To alleviate the pressure of the with urban road traffic congestion, head office in the city, under the arrangement of the municipal transportation bureau, public security bureau, live built bureau and other departments jointly to comb of city road, focusing on welcome road, renmin road, jiefang road, guangdong road, north road sections such as the

optimized adjustment of bus stations, 38 integration site. At the same time, the municipal government of bayi south road, invest 2.1 million yuan to modify the original bus station kiosks, new bus 13 harbor, and effectively improve the road traffic environment.

3.2.4. Strengthen Assistance for Vulnerable Groups

38. Hami Civil Affairs attached importance to vulnerable groups, established new nursing homes and social welfare homes, drum up more money to meet increasingly need of vulnerable groups. The monitoring found that the employment difficulty earnestly with the vulnerable groups of employment assistance. Dynamic "zero-employment families" a baseline and employment service work, the whole region new family "zero employment" 21, 21 people placement employment; There are 5460 employment difficult personnel enjoy social insurance subsidies of 12.21 million yuan.

Hami City strengthen the development and management of public service jobs at the same time. Up to now, a total development of public service positions 6387, the main destination public service jobs to develop are: sanitation, cleaning 3626 people, police Police Association 1183 people, judicial facilitators 131 people, labor and social security Associate member 342, Health System Associate member 191 in a comprehensive Associate member of 331 people, civil affairs, planning, trade unions and other grassroots facilitators 583 people.

3.2.5. Skills Training

39. With increasing the skill training of publicity ,one is 20000 with employment policy , employment information ,training information, flyers, brochures , posters, such as migrant workers notice poker promptly sent to the hands of unemployed urban and rural areas ,and through radio ,television

newspapers and other media repeatedly played various preferential policies to promote employment .Second ,further business face to face for policy propaganda ,let the employing units and laborers master reemployment .Thirdly ,it is relying on the street (township), community labor security staff at the grass-roots level to the urban and rural areas all kinds of labor to carry out targeted promotional support policy again and again. Four is held by policy research workshops , seminars and other forms to the grass-roots policy executor training policy.

By holding " Million rural labor force skills training ", there are 11937 people attend the training, the employment rate is up to 62%. The amount of training all kinds of personnel is 18391 and 5773 professional qualification certificate were created, the amount of people who attend the on-the-job training is 3779 and complete 80.4% of full-year target task; There are 2094 people achieve Employment and reemployment training and complete 69.8% of full-year target task; 1008 people attended the entrepreneurship training and complete126% of full-year target task; the amount of people who attend agriculture surplus labor transfer employment training is 11510 people and complete 115% of full-year target task. Vocational training target management expected completion plan evaluation indexes: "armed" training 7973 people and complete 132% of full-year target task; More than 431 people attend senior skills training and complete 53.8% of full-year target task.

Hami City Specific types of training can include: car drivers, dozer, auto repair, electrician, Chinese cooking, restaurant staff, housekeeping staff, plumber, nurse, agronomic engineering, reinforcing steel bar, plaster work, entrepreneurship training, etc. aspects. Learned through the investigation, in particular the training process, the relevant departments have appropriate training activities for economic subsidies to some extent,

the specific allowances for.

◆ Vocational skills training subsidy standards:

A occupations (jobs) Training allowances for 1500 yuan / person, identified subsidy 160 yuan / person;

B occupations (jobs) Training allowances for 1000 yuan / person, identified subsidy 120 yuan / person;

C occupations (jobs) Training allowances for 750 yuan / person, identified subsidy 110 yuan / person;

D occupations (jobs) Training allowances for 375 yuan / person, identified subsidy 100 yuan / person;

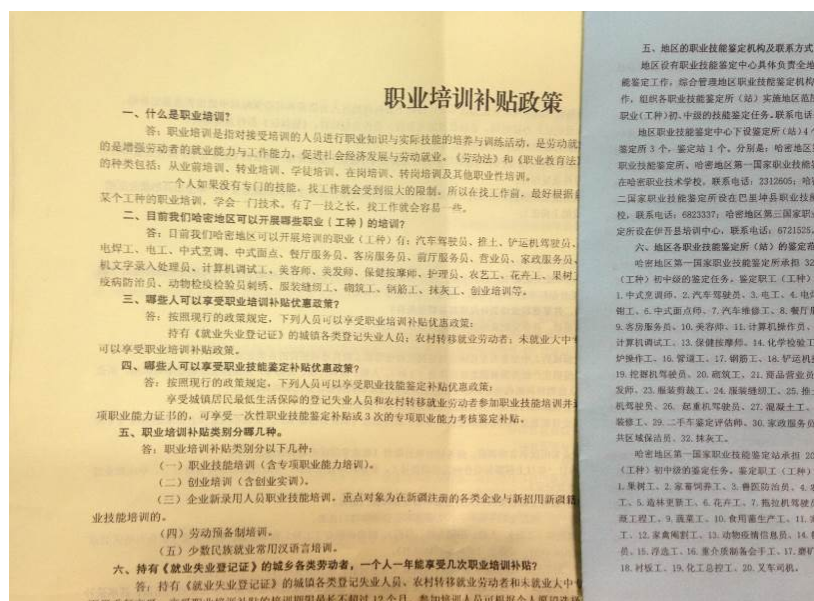
E occupations (jobs) Training allowances for 250 yuan / person, identified subsidy 90 yuan / person;

◆ Special competency training allowances

Class A subsidy standard is RMB 375 / person, appraisal subsidies 30 yuan/person;

Class A subsidy standard is RMB 250 / person, appraisal subsidies 30 yuan/person;

Class A subsidy standard is RMB 125 / person, appraisal subsidies 20 yuan/person.



Picture 3-3 Promotional material of Hami Skill Training

3.2.6. Utilization of Local Building Materials and Transportation Resources

40. It has been found in this monitoring that soil, sand, stone, cement and lime, and building materials for the construction are from local. It can save the cost by using local material in meet the engineering quality, and can increase the family income of local ethnic minority residents during construction, thereby enhancing the degree of support of local ethnic minority residents.

41. At the same time, local transportation resources should be used as far as possible to improve the local building materials industry and the development of transportation industry, increasing the family economic income of local minority people in project construction period.

4. Findings and Suggestions

4.1. Findings

(1) The implementation of EMDP has started according to the process arrangement of the project. Certain of measures have been carried on by

project departments and authorities of the local governments according to EMDP plan to minimize the adverse effect of the project and make sure EM will benefit from the project. Measures include: Employment of Local Labor Force, Eliminate and Mitigate Negative Impacts Caused by Project Construction, Strengthen Assistance for Vulnerable Groups, Skills Training and so on.

(2) The EM in project area have welcomed this project. It has been found in this monitoring that EM in project area think this project improve local transportation conditions, promote labor employment and improve the status of women.

(3) The project construction provides job opportunities for local residents; thereby promote the development of service industries. It has been found in this monitoring that local residents obtain a great deal of jobs in the construction period that increase their incomes.

(4) The measures taken by local governments and departments like labor force transformation, poverty alleviation and employment promotion are useful for maximizing the benefit of this project. Up to now, Hami city is carrying on skills training, bilingual education, tourism development, minority characteristic industrial projects in the project influence area. These development projects promoted the employment of local ethnic minorities and long-term development. EM development is the fundamental purpose of EMDP, and its implementation is also conducive to achieve benefit maximization. (5) Xinjiang Housing and construction bureau, Hami Housing and construction bureau paid great attention to the implementation of EMDP. Each level of government agencies and departments conscientiously implement the EMDP through the communication, communication and coordination with project owner and the construction departments, which play an important role in EM development.

4.2. Suggestions

(1) Establish implementation coordination mechanism for EMDP. So far, the measures of EMDP have started implementing; however, part departments are lack of meticulous understanding on EM policies. Suggestion from monitoring and evaluation institution: set up coordination and safeguard mechanism that connects construction departments, affected county and government departments, bureaus that involved in EMDP to ensure the plan can be carried on timely and effectively, so as to achieve the goal of project benefit for EM population.

(2) The project office should establish and perfect the implementation report system and internal monitoring system of EMDP since current internal monitoring system has just established. Internal M&E includes: implementation progress of EMDP, implementation content, funds implement, completion of target. Establish archive management system for local labor employment to ensure their rights. The contents of the file management include: labor forces in construction site, local materials used in construction site, populations participated in temporary training, etc.

(3) The project office should establish a sound complaint redress system. Project office should in conjunction with the relevant bureau affected minority platform to provide a system, and the establishment of construction activity, public safety and other aspects of complaints and complaints mechanisms to safeguard the rights and interests of ethnic minorities, and promote minority benefit from the project .

ADB Financed Project

Ethnic Minority Development Plan Monitoring Report

Kuitun Roads and Environmental Improvement

Component Of

Xinjiang Urban Transportation and Environmental

Improvement Project

(NO.3)

NATIONAL RESEARCH CENTER FOR RESETTLEMENT,

HOHAI UNIVERSITY

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Picture

Picture 3-1 The construction site	Error! Bookmark not defined.
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ABBREVIATIONS

ADB – Asian Development Bank
AP – affected person
EM-Ethnic minority
EMDP – ethnic minority development plan
HH – Household
M&E – monitoring and evaluation
PMO – project management office
PRC – People’s Republic of China
PSA – poverty and social assessment
RP – resettlement plan
SES – Socio-economic survey
XUAR(G) – Xinjiang Uygur Autonomous Region (Government)
TCDC – Turpan Centre for Disease Control

1. Project and Project Area

1.1. Project Description

1.1.1. Content of the construction

1. Kuitun Urban Transportation and Environmental Improvement project loaned by ADB includes: (1) Road component covers 2 major roads and 2 sub-major roads and 9 branch roads with the total length of 23.6 m and total area of 1.1384 million m². (2) Environmental sanitation facility component: new facilities will be supported, including 8 public toilets, 8 rubbish collection houses, 394 dustbin, 33 garbage bins, 5 Waste compression cars, 5 garbage clean truck, 4 road sweepers, and 2 snow clean truck.

Table 1- 1 Road Component Construction Scale

Unit : m, m²

No	Name of Road	Natural of the road	Length (m)	Width (m)	Starting Point	Ending Point
1	Beijing East Road	Major road	2822	63	Manas street	Eshan street
2	Tuanjie South road	Major road	2168	63	Train station	Beijing road
3	Urumchi East Road	Sub-major road	2930	56	Manas street	Eshan street
4	Urumchi West Road	Sub-major road	2034	56	217National road	Tuoli street
5	Xiyi street	Branch road	1519	40	Kashgar road	Beijing West Road
6	Hebu'ersai'er Street	Branch road	1615	36	Akesu road	Urumchi West Road
7	Emin street	Branch road	1935	36	South ring road	Beijing West Road
8	Taban street	Branch road	1935	48	South ring road	Beijing West Road
9	Wusu street	Branch road	2423	40	South ring road	Urumchi West Road
10	Hutubi street	Branch road	1114	42	Korla Road	Urumchi East Road

11	Kashgar Road West section	Branch road	427	40	Xiyi street	Hebu'ersai'er Street
	Kashgar Road East section	Branch road	943	40	Toil street	Tacheng street
12	Korla Road	Branch road	900	40	Toil street	Tacheng street
13	Qita West Road	Branch road	836	36	Toil street	Tacheng street
Total			23601			

1.1.2. Progress of the project

2. Project has been completed 93% construction. Up to this monitoring, the progress can be seen in table 1-2.

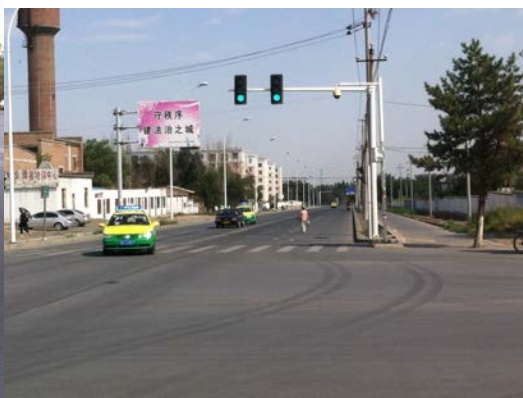
Table 1- 2 Progress of the project

Contract Packages	Construct Contents	Construct Amount (Yuan)	Progress	Completion (%)	Complete Investment (%)
A13	Urumchi West Road, Hebu'ersai'er Street, Xiyi Street, Emin Street, Wusu Street, Kashgar Street, Korla Road construction	49,126,806.67	Finished on June 30 th , 2013	100%	49,119,977.21
A14	Beijing East Road, Urumchi East Road, Tacheng Street, Hutubi Street and Qitai West Road construction	40,699,725.92	Finished on June 30 th , 2013	91.6%	37,277,046.1
A15	Tuanjie Suth Road construction	13,242,070.83	Finished on June 30 th , 2013	100%	13,242,070.83
B4	Lighting lamps and lanterns , Lighting cable, Lighting energy saving control	5383929.20	Finished on September 30 th , 2013	100%	5383929.20

D4.1	The garbage collection point, the Break point of Sanitation workers	4124875.8	To complete the contract award	55%	2300000
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Picture 1 Beijing East Road



Picture 2 ErMing Street

1.2. Socio-Economic Profile

- Founded in 1975, Kuitun city belongs to the Ili Kazak autonomous city. It is located in the southwest margin of Tianshan mountain of Junggar basin, bordering on Shawan County in the east, and connecting west Wusu City in west, close to Karamay city in the north and, connecting karamay Duzi mountain area in south. Its administrative region covers an area of 1109.89 square kilometers. It has five street offices and an agricultural township. In 2011, total output value is 9.15 billion Yuan, increasing 18%.
- By the end of 2011, there are 55900 households in the city, and the total population is 153800 people, growing by 0.3% compared with previous year. There are 30 ethnic groups in the city, including the Han, Kazak, Uyghur, Hui and Mongols with the population of 10659, accounting for 7% of the total population. The non-agricultural population is 148700,

increasing by 0.97%. The male population is 76400 people, and the female population is 77400. Birth population is 868 people with the birth rate of 5.64 ‰; and death population is 653 people with the mortality rate of 4.24 ‰. Urban per capita disposable income rose to 16650 Yuan, increasing by 2435 Yuan that accounts for 17.1%. Among them, salary income is 11041 Yuan, business income is 2935 Yuan, growing by 13.8% and 15.7% respectively,. Urban resident's per capita consumer spending is 11363 Yuan, increasing by 13.6%, in which per capita food spending is 4143 Yuan, growing by 17.5%. Urban per capita housing area is 31.2 square meters. Farmers per capita net income is 8370 Yuan, increasing 1370 Yuan compared with last year that accounts for 19.6%. Resident's savings account balance is 7.087 billion Yuan, increasing by 26%.

2. EMDP Monitoring and Evaluation

2.1. EMDP M&E Agencies

5. The EMDP M&E of this project is undertaken by National Research Center for Resettlement (NRCR) of Hohai University. Based on the project requirement, a special agency called “Kuitun Urban Transposition and Environment Improvement Project EMDP M&E working team” is established by NRCR on August 2014, consisting of Field investigation team, household interview team, data analysis team and translating team. Certain rules and regulations have been established, and all survey is guided by detailed work plan and sound work schedule. Prof. Shi Guoqing, the director of NRCR, is the general leader of working team. According to ADB's policies and outline of EMDP M&E, the working group will conduct a sound monitoring to the implementation performance of EMDP.

2.2. M&E Mission

6. The external M&E agency will conduct an independent M&E on the implementation performance of EMDP according to the requirement of ADB. The agency should undertake the following:
- Draw up TOR for EMDP M&E;
 - Visit and evaluate the IAs;
 - Investigate the social-economic status of typical sample villages;
 - Interview typical sample households;
 - Visiting special groups;
 - Investigate and evaluate the construction sites;
 - Reflect the problems to IAs and provide targeting suggestions;
 - Draw up EMDP M&E report.

2.3. M&E Method

7. **Documentation Investigation:** M&E will systematically gather and analyze any documents related to the implementation of EMDP, including summary reports, statistics, and special research.
8. **Internal M&E Report Analysis:** M&E will closely review the internal M&E report to realize the problems rose in the implementation process of EMDP, thereby drawing up the survey scheme and methods for M&E.
9. **Agency Visiting:** M&E will interview the IA involved in the implementation process of EMDP such as Bureau of civil affairs, Labor Bureau, Women's federation, National Religious Committee, and CDC, investigating measures that have been taken, performances that have been achieved, as well as the existing problems. Besides, the M&E will review the institutional capacities of IAs.
10. **Household Interview:** M&E will conduct depth interview with the affected ethnic minority households to find the social-economic status of APs and AHs, the rehabilitation of their livelihoods, the implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs.
11. **Focus Group Discussion:** M&E will conduct focus group discussions in the affected ethnic minority concentrate areas, covering all the representatives from city government, county government, township government, village committees and AHs, in order to gathering information like social-economic status of project area (the development of communities or village committees), development of women and poverty group, he implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs, and the negotiation and consultation in the project.

12. **Field Observation:** M&E will visit the construction sites of the project to find the implementation process of EMDP, measures and arrangement, and performance. Besides, the M&E will provide associating suggestions and solutions to the problem found in the field trip.
13. **Typical Sample Investigation:** The M&E will conduct follow-up survey to the typical affected ethnic minority households. The content of the survey includes livelihood rehabilitation, family income and expenditure. Special attention will be paid to the typical household like single-parent family, poverty household. The working team will provide suggestions and solutions based on the findings.

2.4. Technical Procedure of EMDP M&E

14. The Technical Procedure of EMDP M&E can be seen in Chart 2-1.

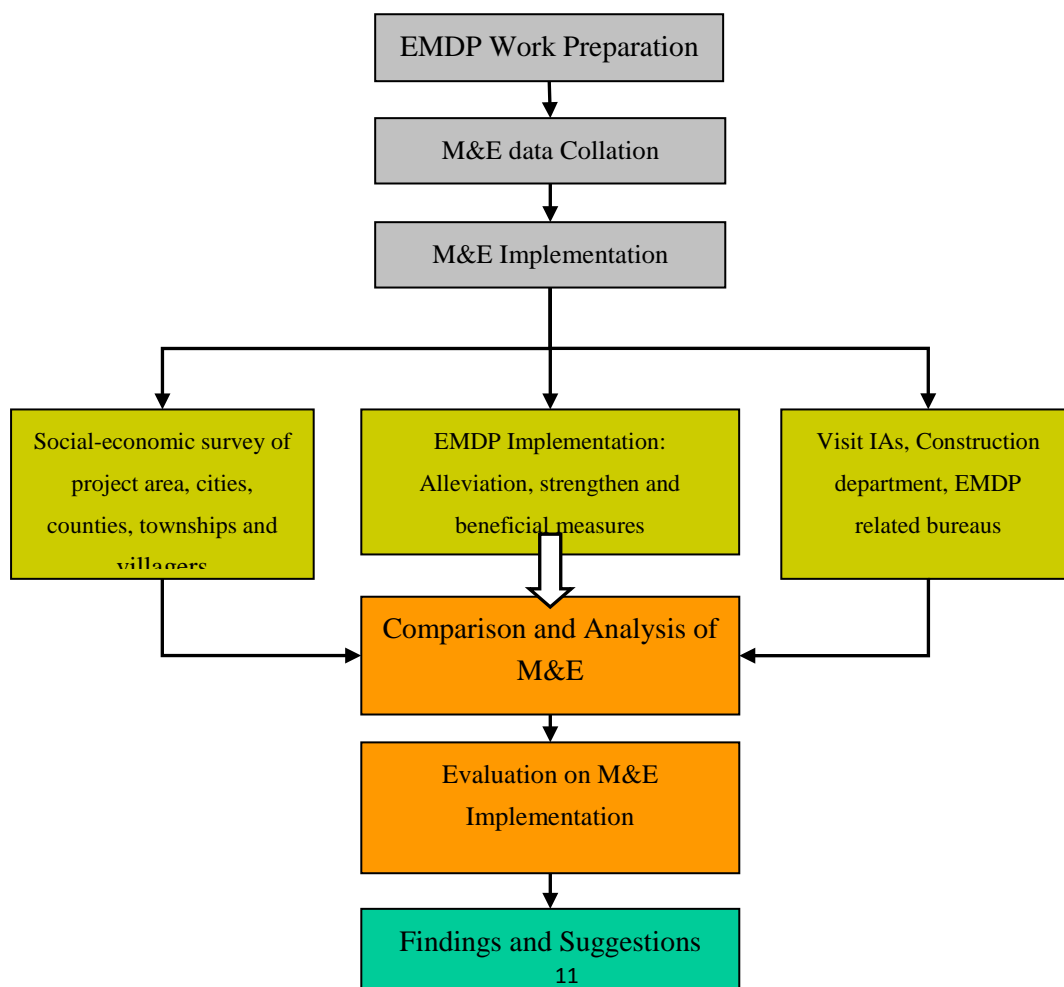


Chart 2-1 Technical Procedure of EMDP M&E

2.5. M&E Content

15. During the period of EMDP M&E implementation, the external M&E agency will monitor the M&E twice a year. The content of the M&E includes:

- Project construction process;
- The social-economic status in project area;
- The social-economic status of the typical villages;
- The social-economic status of the typical households;
- The EMDP implementation;
- The capacities construction of EMDP IAs;
- The problems and suggestions from APs;
- The performances of EMDP implementation
- The internal EMDP M&E
- Other related information.

2.6. M&E Implementation

16. A five-day field investigation has been taken place by 3 specified monitors from NRCR from August 25th, 2014 to August 30th, 2014. They visited the IAs of EMDP in project area, and interviewed typical villages, AHs and special groups.

17. **Agency Visiting:** According to the requirements of TOR of EMDP M&E, the monitors visited the IAs, gathering statistics, working diaries, summary reports and other relevant documents. The institutions involved in this monitoring include: Xinjiang Housing and urban- rural construction office, Kuitun city traffic department, Civil affairs bureau, National Religious Committee, labor and social security bureau, bus companies, the women's

federation, the CDC, the traffic police brigade, municipal curing place, school, all levels of township (town) government and other relevant organizations.

18. **Focus Group Discussion:** In the process of monitoring, the monitors will conduct focus group discussions in the affected ethnic minority concentrate areas with APs and IAs to gathering their opinions and suggestions towards the project. The focus Group Discussions will build up convenient communication channels between IAs and APs, which ensure the problem be solved in time.
19. **Special Group Interview:** The monitors conduct household surveys targeting special groups like households with female owners, poverty households.
20. **Field Survey:** Since it is the implementation stage of the project, the focus of this survey is resettlement process, implementation of EMDP, problems and limitations in the implementation process, development measures and their function to ethnic minority residents, institutional capacity evaluation, and so on.

3. Measures and Implementation of EMDP

21. Kuitun EMDP includes two types of measures, namely Mitigation Measures and Reinforcement Measures. M&E will monitor the implementation and performance of above measures. The content of this M&E can be seen in Table 3-1.

Table 3- 1The content of this M&E of EMDP

NO.	Plan Measures	Findings
A	Mitigation Measures	
1	Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition	The project is constructed on the original road, thus no land acquisition and house demolishment is involved
2	Eliminate and Mitigate Negative Impacts Caused by Project Construction	<ul style="list-style-type: none"> ➤ Strict measures have been established by the construction departments for the reasonable arrangement of construction period. The construction works are only allowed to be taken during daytime in order to reduce the influence of noisy to residents' daily lives. ➤ The construction team gave up the concrete mortar mixing with large noise in this project; instead, they purchase concrete directly from the concrete batching plant located city suburb by special trucks to the construction site
3	Alleviate the Disturbances to the Ethnic Communities	<ul style="list-style-type: none"> ➤ Avoid to do constructions on worship day; ➤ Promote ethnic culture knowledge to workers; ➤ Set up bilingual signs
4	Public Health	<ul style="list-style-type: none"> ➤ Strengthen Monitoring and management of infectious diseases ➤ Detection of food hygiene, water quality and public health ➤ Strengthen response to public health emergency ➤ Carry out control works of AIDS

5	Traffic safety education	<ul style="list-style-type: none"> ➤ Set up bilingual street signs ➤ Set up temporary road signsconscientiously carry out all kinds of road safety theme promotional activities
B	Enhancement Measures	
1	Employment of Local Labor Force	<ul style="list-style-type: none"> ➤ Give preference to the local labor force to participate in construction ➤ Provide non-skilled jobs for local women and EM
2	Women's Participation	<ul style="list-style-type: none"> ➤ Carry out small assure loan for women who intend to open business ➤ Enhance women's employment training
3	Promote Public Participation	Organize focus group discussion for the approval of the project to listen to public opinions, and build up smooth feedback channel
4	Expand the Coverage Area of Bus Corporation and Taxi Corporation	Set up the new bus lines
5	Strengthen Assistance for Vulnerable Groups	Carry out urban and rural minimum living allowance work effectively, perfect urban and rural medical assistance system, collect rent of low-rent housing, organized promotion activities regarding health assistance
6	Skills Training	Training 8,324people who have excellent performance in various skill completion. Invest 60 million Yuan, build 289 m ² employment and internship base in Haina'er community of Kuitun City. Accomplish 3,165 people occupation skill appraisal the completion rate is 502.3%

7	Utilization of Local Building Materials and Transportation Resources	Stipulate in construction contracts the use of local materials such as concrete, sand, gypsum
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3.1. The Implementation of Mitigation Measures

3.1.1. Eliminate and Mitigate Negative Impacts Caused by Project Construction

22. The construction can bring pollutions like noise, dust and waste, which lead adverse influence to nearby residents. It has been found in this monitoring that, each IA has carried out some relevant measures to eliminate and mitigate the interruptions and influences caused by the project construction:
23. In order to reduce the construction negative impact on transportation, arrange construction cars transportation according to work amount of each road, this arrangement is adjusted based on the progress of project construction. Each road is distributed construction section according on cross. Arrange the construction progress, avoid “overall construction”. Cooperated with traffic policy and public transportation department, inform road closed time and section. Set up temporary line and road signs in the center of communities, arrange specially-assigned people to direct transportation so that guarantee the safety. Construction cars should be stopped during the rush hours.
24. Adopt low noise skill during construction. Avoid night construction so that decrease negative impact on dwellers near construction site; control noise made by human, forbid yell in construction site in construction site, restrict utilization of loudspeaker, reduce disturbing residents. If under the condition of time limitation or skill requirements, the construction has to be carried out in night, this kind of construction should apply for approval of administrative and environmental authorities, and coordinate relationship with local residents and communities. During construction period, adopt noise abatement measures.

stree

3.1.2. Alleviate the Disturbances to the Ethnic Communities

25. In order to avoid interference to minority community and unnecessary conflicts, the construction sites are far away from the Mosque temple for at least 500 m.
26. It has also been found in this monitoring that the construction organizations distribute informational materials about EM culture and customs to let workers realize and respect local EM and their normal religions activities. At the same time, the Ethnic and religious committee is invited to supervise the distribution of these informational materials to avoid violence to EM culture and customs.
27. The construction team also equipped with special bilingual translators. They often communicate with the ethnic community along the construction road to absorb their advices and solve the problem on time to avoid any misunderstanding.

3.1.3. Public Health

28. During construction, a lot of people gathered at the construction site, including construction workers, subordinate staff (construction workers' families and service in the third industry, etc.) and EM residents. Therefore, it is necessary to conduct scientific management and take corresponding measures on public health and sanitation.

(1)Strengthen Monitoring and management of infectious diseases. From January to May, the city's total report was 584 cases infectious diseases of kind B and C. There was no kind A infectious diseases of the whole year.

The kind B infectious diseases was 390 cases accounted for 66.90% and kind C infectious diseases was 194 cases accounted for 33.10%. The top three infectious diseases were Hepatitis b (192 cases), other infectious diarrhea (103 cases), hand-foot-and-mouth disease (83 cases). In the first five months of the year, it had completed five cases of infectious disease epidemic situation analysis. Immediately reported 26 cases of abnormal information the year.

(2) Carry out control works of AIDS. Organizing propaganda activities in the hotel, hair salons, beauty salon, sauna, massage, bath, Internet cafes, sites, other high-risk places every month. It had set up two classes of AIDS knowledge for one hundred and forty government staff. From January to May, it had done Intervention Effect among 1122 Female Sex Workers and had helped 327 of them to check body.

(3) Strengthen the food hygiene surveillance. Checked 400 disinfection tableware commissioned by the city health bureau health supervision inspection four concentrated disinfection enterprise. Common workplace health monitoring: accept entrust monitoring 45 families in public places. Water quality monitoring work: entrusted by health bureau health supervision inspection urban centralized water supply factory water 4, 6 senior secondary water supply. Health monitoring: the workers health examination, as of May 31, a medical certificate, 6135 people, including 4998 people in the restaurant workers, medical certificate, 1137 people in public places.

3.1.4. Traffic Safety Education

29. Conscientiously carry out all kinds of theme promotion activity. Focus on the new issued and released laws and regulations like “ the amendments to the criminal law of the People's Republic of China (8)” and “Decision on

modifying the ‘road traffic safety law of the People's Republic’ by the National People's Congress” and so on.

3.2.The Implementation of Benefit Enhancement Measures

3.2.1. Employment of Local Labor Force

30. The local residents are encouraged to participate in the project, and the project office tried to benefit to local people as well as militarize the adverse influences. According to the director in Kuitun civil company, the construction team gives preference to local labor forces to take part in the construction. Taking Tuanjie South Street as an example, the construction team is divided into 3 groups, in which First Group hired 4 Hui workers, Third Group hired 5 Dongxiang workers, the EM workers accounts for 20% of the total workers of Tuanjie South Street construction team, which provide EM with the chance.

31. Taking construction of the break point of sanitation workers and public lavatory as an instance, hire sixty-two local women and community dwellers to take part in project construction (sex ratio of 6:1). Among them were ten female workers accounted for 16.1%. It had brought great benefits to local residents. For example, steel workers and woodworking workers can earn at least 300 RMB per day.

3.2.2. Encouragement on Women’s Participation and Expand of Employment

32. Up to this monitoring, Kuitun Women's Federation actively took actions to promote the employment for women:

(1) Issued *Concrete Measures for Kuitun Small Assure Loan for Women, Beneficial Specific Rules for Kuitun Women Open Business and Find Jobs,*

these policies contributes to women open business. The Women's Federation organized skill trainings targeted at EM female to improve EM women acquire wealth ability, which help 2,894 women find jobs.

(2) Some EM women were selected for visiting program to find out traditional handcraft items. 135 surplus female labor forces have achieved employment.

(3) Propagandize the scope, object, deadline, loan limit and interest discount of small assure loan. Through SYB training, give suggestions to women on operation direction, decrease investment blindness. A total of 1.75 million Yuan of loan is delivered to 12 women to them to achieve employment and venture.

3.2.3. Expand the Coverage Area of Public Transportation

33. Up to this monitoring, Kuitui City invested 13 million Yuan on purchasing 36 luxurious buses in 2013. There are 186 buses, increased 2 bus lines with 20 km.. There are 18.65 million passengers per year. The construction of ADB financed road project has improved the road condition in Kuitun dramatically. Kuitun Bus Company also works out a set of management plan for improvement the coverage of public transportation. Kuitui Municipal Government provides the loss caused by low price policy with financial subsidies. At present, there are 989 taxies with 1,600 practitioner, which has high coverage rate.

3.2.4. Strengthen Assistance for Vulnerable Groups

34. Kuitun city tries to help people with difficulties in livelihood, employment, enrollment, medical care, housing, and litigation.

35. Kuitun city strictly implement the superior documents and combined with their own actual features to conduct and implement of the " Kuitun

enforcement regulation on Guaranteeing Urban Residents' Minimum Standard of Living", "Medical treatment interim measures for Minimum life guarantee people " "Interim measures on Guaranteeing rural Residents' Minimum Standard of Living ", "Kuitun city housing security work plan and task decomposition", "Kuitun city low-income housing situation household survey work plan", " implementation of Kuitun low-rent housing guarantee measure". The government guarantees the preferential policies are implemented in supporting activities, ensure each citizens can feel the concern and love from party and government.

(1) Implement urban and rural minimum life guarantee program effectively. Up to this monitoring, issued minimum life guarantee for 23,092 people by allocating 10,150,000 Yuan. Carry out minimum life guarantee improvement program, issued minimum life guarantee for 7,776 people by allocating 119,200 Yuan. In this year, Kuitui improved minimum living standards twice: in first half year, improved 15 Yuan/Month in urban minimum life guarantee; improved 12 Yuan/Month in rural minimum life guarantee, issued minimum life guarantee for 2,648 people by allocating 515,069 Yuan. In second half year, improved 30 Yuan/Month in urban minimum life guarantee; improved 16 Yuan/Month in rural minimum life guarantee, issued minimum life guarantee for 2,427 people by allocating 204,100 Yuan..

(2) Perfect urban and rural medical assistance system, implement major illness insurance. The urban and rural residents who are low-income household, farmers and herdsmen, no income elders, their fees that take part in urban and rural low insurance (3,369 people, 209,900 Yuan) and major illness insurance (2,658 people, 478,440 Yuan) paid by the government (3) Withhold rent of low-insurance households on low-rent housing. In order to improve housing conditions of low-income population, up to this monitoring, Kuituun has gave 11 low-rent houses to related

population, and there over 500 low-insurance households benefit from this. Based on statistics, the government has withheld 104,400 Yuan rent. (4) Organized various promotion activities with respect to social assistance policies by banners, circulars and consultancy. *Skills Training*

36. Up to this monitoring, Kuitui City Human Resources and Social Security Bureau implemented various beneficial policies regarding skill training. Aim at market demand, set up training programs reasonably, focus on non-jobs family, people with difficulties to find jobs, laid-off workers, rural surplus labor, rural people who find jobs in cities and enterprises staff, carried put various skill trainings, achieved obvious effect.

In 2012, 8,324 people have participated trainings with the completion rate of 141.08%, in which 4,039 people have participated employment and reemployment training with completion rate of 106.3%; 2,856 people have participated on-the job worker training with completion rate 168%; 1,003 people have participated rural surplus labor forces training with completion rate of 100.3%; 426 people have participated SIYB training with completion rate of 106.5%. At the same time, pay attention on basic work of various vocational training and come up with reasonable training targets. .

3.2.5. Utilization of Local Building Materials and Transportation Resources

37. It has been found in this monitoring that soil, sand, stone, cement and lime, and building materials for the construction are from local. It can save the cost by using local material in meet the engineering quality, and can increase the family income of local ethnic minority residents during construction, thereby enhancing the degree of support of local ethnic minority residents.

4. Findings and Suggestions

4.1. Findings

(1) The implementation of EMDP has started according to the process arrangement of the project. Certain of measures have been carried on by project departments and authorities of the local governments according to EMDP plan to minimize the adverse effect of the project and make sure EM will benefit from the project. Measures include: Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition, Eliminate and Mitigate Negative Impacts Caused by Project Construction, Alleviate the Disturbances to Ethnic Minority Communities, Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities, Road safety education, Employment of Local Labor Force, Women's Participation, Strengthen Public Participation, Strengthen the Coverage Area of the Bus and Taxi Corporations, Strengthen Assistance for Vulnerable Groups, Skills Training, Utilization of Local Building Materials and Transportation Resources.

(2) The EM in project area have welcomed this project. It has been found in this monitoring that EM in project area think this project bring adverse effect like land acquisition and house demolishment, but it also improve local transportation conditions and promote labor employment.

(3)The project construction provides job opportunities for local residents; thereby promote the development of service industries. It has been found in this monitoring that local residents obtain a great deal of jobs in the construction period that increase their incomes..

(4) The measures taken by local governments and departments like labor force transformation, poverty alleviation and employment promotion are useful for

maximizing the benefit of this project. EM development is the fundamental purpose of EMDP, and its implementation is also conducive to achieve benefit maximization.

4.2. Suggestions

(1) Continue to carry out the measures in EMDP to ensure that the construction meet the expected performance. Some measures of EMDP have been implemented in the construction and still need to continue in strict accordance with the content of the plan.

(2) The government should continue to organize skill trainings for local residents, especially for women, and enhance the support for employment and vulnerable groups to improve the production and living standards of local residents.

(3) Continue to strengthen the public participation, especially participation of EM. Open and transparent measures can ensure that the local residents and EM participate in the project, reduce the risks of the project construction, and bring benefits to local residents.

(4) Establish implementation coordination mechanism for EMDP. So far, the measures of EMDP have started implementing; however, part departments are lack of meticulous understanding on EM policies. Suggestion from monitoring and evaluation institution: set up coordination and safeguard mechanism that connects construction departments, affected county and government departments, bureaus that involved in EMDP to ensure the plan can be carried on timely and effectively, so as to achieve the goal of project benefit for EM population..

ADB Financed Project

Ethnic Minority Development Plan Monitoring Report

Turpan Roads and Environmental Improvement

Component Of

Xinjiang Urban Transportation and Environmental
Improvement Project

(No.3)

NATIONAL RESEARCH CENTER FOR RESETTLEMENT,

HOHAI UNIVERSITY

August 2014

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ABBREVIATIONS

ADB – Asian Development Bank
AP – affected person
EM-Ethnic minority
EMDP – ethnic minority development plan
HH – Household
M&E – monitoring and evaluation
PMO – project management office
PRC – People’s Republic of China
PSA – poverty and social assessment
RP – resettlement plan
SES – Socio-economic survey
XUAR(G) – Xinjiang Uygur Autonomous Region (Government)
TCDC – Turpan Centre for Disease Control

1. Project Summary in Affected Areas

1.1. Project Description

Turpan Urban Transposition and Environment Improvement Project is one of the components of ADB financed project-Xinjiang Urban Transposition and Environment Improvement Project.

The roads in original plan locate in the old city, involving with large amount of demolishment and significant resettlements. After the adjustment by Turpan project office, the proposed 14 roads were reduced to 12, in which 3 roads belong to old city and 9 roads belongs to new city. Though the adjustment of the project plan, the quantity of the house demolish was decreased and the influenced of resettlement was reduced.

The actual construction items of the Turpan Urban Transposition and Environment Improvement Project include: (1) Road component, total of 12 urban roads with the total length of 21.834 km will be constructed. Among them, 3 roads (Wenhuaxi Road, Donghuan Road and Yucai Road) are in the old city with the total length of 3.123 km; and 9 roads (Huoyanshan Road, Luzhou Road, Sichou Road, ChanyeYuan Road, Gaoxinchang Road, Xinxinfu Road, Xinguangming Road, Xinmunaer Road, Xibaizikelike Road) are in the new city with the total length of 18.711 km. the actual scale of road construction and new road maintenance equipment can be seen in table 1-1. (2) Sanitation facilities project, new facilities will be supported, including 11 public toilets, 26 rubbish collection houses, 502 dustbin, 130 garbage bins, 5 Waste compression cars, 2 street sprinklers and 4 road sweepers.

Table 1-1 The scale of proposed road construction

NO.	Name	Width (m)	Length (Km)	Area (Hectare)	Location
1	Yucai Road	12	0.541	0.5935	Old city
2	Donghuan Road	41	1.539	6.8866	Old city
3	Wenhuaxi Road	39	1.043	4.8577	Old city
4	Huoyanshan Road	30	3.866	13.3595	New city
5	ChanyeYuan Road	30	0.854	2.4668	New city
6	Xinguangming Road	30	2.466	6.4898	New city
7	Xinguangming Road	30	1.962	5.2997	New city
8	Luzhou Road	30	0.979	2.4536	New city
9	Xibaizikelike Road	20	1.145	2.17	New city
10	Munaer Road	30	1.751	4.3047	New city
11	Sichou Road	30	3.843	12.2597	New city
12	Xinxinfu Road	30	1.845	5.4833	New city
Total	352		21.834	66.6249	

1.2. Project Progress

The proposal, feasibility study report, and the preliminary design of the project have been approved by Development and Reform Commission of Xinjiang Uygur Autonomous Region on March 22rd 2010, June 8st 2010 and November 29th. The implementation processes can be seen in table 1-2.

Table 1-2 The implementation processes

NO.	Project document	Responsible agencies	Time
1	Project Proposal	Xinjiang Development and Reform Commission	Mar 22rd, 2010
2	The approval of feasibility report	Xinjiang Development and Reform Commission	Jun 8 th , 2010
3	The approval of the preliminary design of the project	Xinjiang Development and Reform Commission	Nov 29 th , 2010 年
4	Permission Notes for Location of Renmin Road	Turpan urban planning administration bureau	Aus 15 th , 2010
5	Construction Project Land Permit	Turpan urban planning administration bureau	Sept 1 st , 2010
6	Construction Project Planning Permit	Turpan urban planning administration bureau	Aus 15 th , 2010

Three civil contract packages will be finished in the Turpan Urban Transposition and Environment Improvement Project. Up to this monitoring, A16 civil contract package has been completed 58%, and the investment has reached RMB 7.5 million; A17 civil contract package has been completed 99%, and the investment has reached RMB 55.5 million; A18 civil contract package has been completed 83%, and the investment has reached RMB 35 million.

1.3. Socio-Economic Profile of Turpan City and Project Areas

Turpan is located in the middle-east of XUAR, southern slope of Bogda peak, Tian Shan and the middle of Turpan Basin. 312 national road, Tuwu highway, Lanxin Railway and Southern Xinjiang Railway are important channels to connect Xinjiang with inland, central Asia and Southern-Northern Xinjiang. The total territory of Turpan is 16,000 km². Turpan's population consists of 27 nationalities, including Uygur, Hans, Hui, and so on. The length is 262 km from northern southern, and the width is 90 km. Turpan is the administrative center of the Turpan region, where is 187 km away from Urumchi.

Turpan is traffic throat of the Silk Road pass, and it is also world famous tourist attraction and noted historic city. Turpan has abundant tourist resources,

including 27 key cultural object protection units of Autonomous region level, and 65 of city level. Grape Valley is one of the "National 4A-Level Scenic Area". Turpan is named as "China Excellent Tourism City" in 1999, and is awarded as "Historical and cultural city of Autonomous region" in 2004. "Karez- Grape Valley-Flaming Mountain Scenic Area" was named as "Autonomous region scenery district".

The urban area of Turpan is 14.9 km². There are 3 street offices, 2 townships, 60 administrative villages and 18 urban communities in Turpan. In 2012, the annual production value of Turpan District was CNY 24.39 billion, increased by 9.95% from 2011. The GDP per capital of Turpan District was RMB 39,148, increased by 9.7% compared with last year.

2. EMDP Monitoring and Evaluation

2.1. EMDP M&E Agencies

The EMDP M&E of this project is undertaken by National Research Center for Resettlement (NRCR) of Hohai University. Based on the project requirement, a special agency called “Turpan Urban Transposition and Environment Improvement Project EMDP M&E working team” is established by NRCR on June 2012, consisting of Field investigation team, household interview team, data analysis team and translating team. Certain rules and regulations have been established, and all survey is guided by detailed work plan and sound work schedule. Prof. Shi Guoqing, the director of NRCR, is the general leader of working team. According to ADB’s policies and outline of EMDP M&E, the working group will conduct a sound monitoring to the implementation performance of EMDP.

2.2. M&E Mission

The external M&E agency will conduct an independent M&E on the implementation performance of EMDP according to the requirement of ADB. The agency should undertake the following:

- Draw up TOR for EMDP M&E;
- Visit and evaluate the IAs;
- Investigate the social-economic status of typical sample villages;
- Interview typical sample households;
- Investigate and evaluate the construction sites;
- Reflect the problems to IAs and provide targeting suggestions;
- Draw up EMDP M&E report.

2.3. M&E Method

Documentation Investigation: M&E will systematically gather and analyze any documents related to the implementation of EMDP, including summary reports, statistics, and special research.

Internal M&E Report Analysis: M&E will closely review the internal M&E report to realize the problems rose in the implementation process of EMDP, thereby drawing up the survey scheme and methods for M&E.

Agency Visiting: M&E will interview the IA involved in the implementation process of EMDP such as Bureau of civil affairs, Labor Bureau, Women's federation, National Religious Committee, and CDC, investigating measures that have been taken, performances that have been achieved, as well as the existing problems. Besides, the M&E will review the institutional capacities of IAs.

Household Interview: M&E will conduct depth interview with the affected ethnic minority households to find the social-economic status of APs and AHs, the rehabilitation of their livelihoods, the implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs.

Focus Group Discussion: M&E will conduct focus group discussions in the affected ethnic minority concentrate areas, covering all the representatives from city government, county government, township government, village committees and AHs, in order to gathering information like social-economic status of project area (the development of communities or village committees), development of women and poverty group, he implementation of EMDP, benefit and adverse impact from the project, and the opinions and suggestion of AHs, and the negotiation and consultation in the project.

Field Observation: M&E will visit the construction sites of the project to find the implementation process of EMDP, measures and arrangement, and

performance. Besides, the M&E will provide associating suggestions and solutions to the problem found in the field trip.

Typical Sample Investigation: The M&E will conduct follow-up survey to the typical affected ethnic minority households. The content of the survey includes livelihood rehabilitation, family income and expenditure. Special attention will be paid to the typical household like single-parent family, poverty household. The working team will provide suggestions and solutions based on the findings.

2.4. Technical Procedure of EMDP M&E

The Technical Procedure of EMDP M&E can be seen in Chart 2-1.

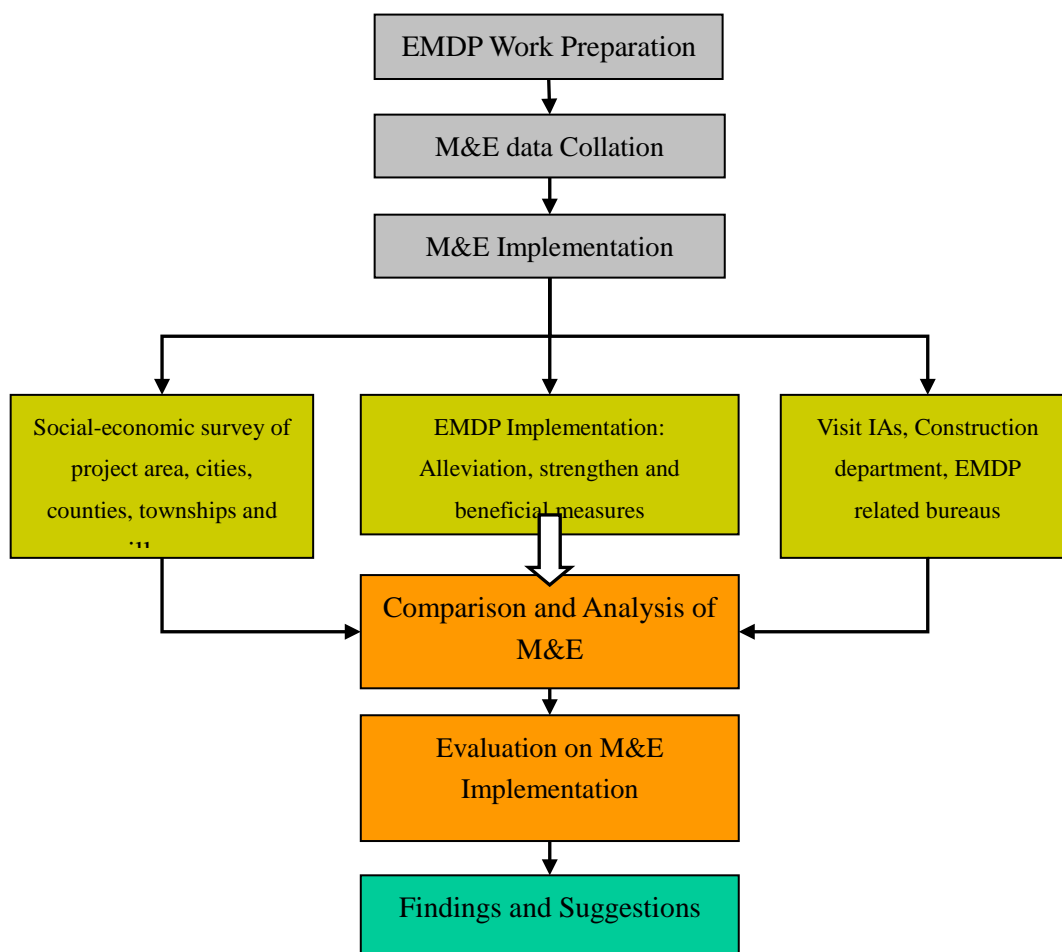


Chart 2-1 Technical Procedure of EMDP M&E

2.5. M&E Content

During the period of EMDP M&E implementation, the external M&E agency will monitor the M&E twice a year. The content of the M&E includes:

- Project construction process;
- The social-economic status in project area;
- The social-economic status of the typical villages;
- The social-economic status of the typical households;
- The EMDP implementation;
- The capacities construction of EMDP IAs;
- The problems and suggestions from APs;
- The performances of EMDP implementation
- The internal EMDP M&E
- Other related information.

2.6. M&E Implementation

A seven-day field investigation has been taken place by 2 specified monitors from NRCR from August 24th, 2014 to August 29th, 2014. They visited the IAs of EMDP in project area, and interviewed typical villages, AHs and special groups.

Agency Visiting: According to the requirements of TOR of EMDP M&E, the monitors visited the IAs, gathering statistics, working diaries, summary reports and other relevant documents. The institutions involved in this monitoring include: Xinjiang Housing and urban- rural construction office, Turpan city traffic department, Civil affairs bureau, National Religious Committee, labor and social security bureau, bus companies, the women's federation, the CDC, the traffic police brigade, municipal curing place, school, all levels of township (town) government and other relevant organizations.

Focus Group Discussion: In the process of monitoring, the monitors will conduct focus group discussions in the affected ethnic minority concentrate areas with APs and IAs to gathering their opinions and suggestions towards the project. The focus Group Discussions will build up convenient communication channels between IAs and APs, which ensure the problem be solved in time.

Special Group Interview: The monitors conduct household surveys targeting special groups like households with female owners, poverty households.

Field Survey: Since it is the implementation stage of the project, the focus of this survey is resettlement process, implementation of EMDP, problems and limitations in the implementation process, development measures and their function to ethnic minority residents, institutional capacity evaluation, and so on.

3. Measures and Implementation of EMDP

Turpan EMDP includes two types of measures, namely Mitigation Measures and Reinforcement Measures. Mitigation Measures include: Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition, Eliminate and Mitigate Negative Impacts Caused by Project Construction, Alleviate the Disturbances to Ethnic Minority Communities, Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities, Road safety education. While the Reinforcement Measures include: Employment of Local Labor Force, Women's Participation, Strengthen Public Participation, Strengthen the Coverage Area of the Bus and Taxi Corporations, Strengthen Assistance for Vulnerable Groups, Skills Training, Utilization of Local Building Materials and Transportation Resources. This M&E will monitor the implementation and performance of above measures. The content of this M&E can be seen in Table 3-1.

Table 3-1 The content of this M&E of EMDP

NO.	Action Plan	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"> ➤ Prepare RP in consultation with AP and EM ➤ In-depth consideration of design alternatives/alignments/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	<ul style="list-style-type: none"> ➤ Ensure construction machines are correctly operated, with special attention to noise mitigation. ➤ 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	<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 with involvement the Commission for Ethnic and Religious Affairs. ➤ Use of vocational interpreters to facilitate communication ➤ Among the units involved in the project construction and local ethnic minorities/workers. 	<ul style="list-style-type: none"> ➤ The number of complaints from ethnic minorities, as a result of the project construction; ➤ The extent of acquaintance of ethnic knowledge
4	Public Health	<ul style="list-style-type: none"> ➤ Provision of waste bins in the construction area, waste collection and transportation procedures, and provision of on-site toilets for men and women. ➤ 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 ➤ Entrust TCDC to propaganda the 	<ul style="list-style-type: none"> ➤ Number of HIV/AIDS prevention and awareness efforts targeted at EMs ➤ Number of dustbin ➤ Public satisfaction with the level of living environment ➤ Numbers of EMs reporting improvements in health

NO.	Action Plan	Measures	Monitoring Indicators
		<p>general knowledge about control and prevention of common infectious diseases and symptoms.</p> <p>➤ Entrust the turpan health bureau to transport garbage periodically, and repair of public toilets</p>	
5	Traffic safety education	<p>➤ Bilingual Road signs</p> <p>➤ Promote safety education</p> <p>➤ Traffic safety education to communities and schools</p>	<p>➤ Numbers of people who participated in traffic safety education.</p> <p>➤ Number of conducting safety education activities.</p> <p>➤ The way of propaganda.</p>
B Enhancement Measures			
1	Employment of Local Labor Force	<p>➤ 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.</p> <p>➤ The Women's Federation will advocate for local women to obtain skills training and organize their participation in skills training related to project construction.</p>	<p>➤ Skilled and un-skilled job opportunities and the average wage level for EM groups disaggregated by gender</p>
2	Women's Participation	<p>➤ The project has set a target of 30% direct female ethnic minority employment. 50% of project training is to be undertaken by women.</p> <p>➤ The WF will provide training to women on income-generating activities, and especially on the tourism industry, such as food preparation and handicraft making.</p>	<p>➤ Number of EM women provided training</p> <p>➤ Number of job opportunities and average wage level of Em women in construction and operation period</p>
3	Promote Public Participation	<p>➤ Full disclosure and implementation of the participation plan.</p>	<p>➤ Time and site of the consultation activities</p> <p>➤ Numbers of Em participants</p> <p>➤ Focus of appeals</p> <p>➤ Number of grievances successfully addressed</p>
4	Expand the Coverage	<p>➤ Implementation of bus and taxi service</p>	<p>➤ Number of new bus services to</p>

NO.	Action Plan	Measures	Monitoring Indicators
	Area of Bus Corporation and Taxi Corporation	<p>corporation expansion plans to increase service areas and service new resettlement areas.</p> <ul style="list-style-type: none"> ➤ Improve traveling environment. ➤ Expand the scope of preferential treatment and increase the range of it 	<p>EM areas</p> <ul style="list-style-type: none"> ➤ Number of bus stop ➤ Coverage to new resettlement area, and project lanes and roads in EM areas ➤ Number of EM passengers per day
5	Strengthen Assistance for Vulnerable Groups	<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 Turpan Environmental Protection Department will endeavor to employ these persons in infrastructure maintenance such as roadside planting and cleaning work. 	<ul style="list-style-type: none"> ➤ Number of EM households receiving assistance
6	Skills Training	<ul style="list-style-type: none"> ➤ 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. ➤ Intensify propaganda and popularization of training knowledge 	<ul style="list-style-type: none"> ➤ Number of EM people trained disaggregated by gender ➤ Types of training undertaken by EM and disaggregated by gender ➤ Cost of training for courses undertaken by EM
7	Utilization of Local Building Materials and Transportation Resources	<ul style="list-style-type: none"> ➤ Stipulate in construction contracts the use of local materials and service providers as much as possible. 	<ul style="list-style-type: none"> ➤ The number of EM local enterprises participating in the Project ➤ Consumption from the local market ➤ Job opportunities for EM people generated by the Project

3.1. The Implementation of Mitigation Measures

3.1.1. *Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition*

The comparison of planned and actual land use can be seen in Table 3-2.

Table 3-2 The comparison between proposed land use in resettlement plan and actual land use

Unit: Mu

Item		Proposed land use	Actual land use	Change
Collective land	Arable land	5.57	32.976	+27.406
	Vegetable field	19.2	0	-19.2
	Orchard	163.62	59.2935	-104.3265
	Homestead	102.83	40.647	-62.183
	Sub-total	291.22	132.9165	-158.3035
State-owned land	Constructive field	19.44	108.804	+89.364
	Unused land	292.99	629.0115	+336.0215
	Sub-total	312.43	737.8155	+425.3855
Total		603.65	870.732	+267.082

Compared with the proposed LA area and LA type in resettlement plan, the actual LA area and LA type have changed significantly. The main reason is:

The construction bureau of Turpan changed the content of this project based on the adjustment of urban planning. The scale of the road component has been changed from 10 roads of 22.76 km (10 roads are in old city and 4 roads are in new city) to 12 roads of 22.39 km (3 roads are in old city: Yucai Road, Donghuan Road, and Wenhua west Road, and 9 roads are in new city: Huoyanshan Road, Luzhou Road, Sichou Road, ChanyeYuan Road, Gaoxinchang Road, Xinxinfu Road, Xinguangming Road, Xinmunaer Road, Xibaizikelike Road). Due to the changes of project content and locations, the actual LA area and LA type have changed significantly compared with the

original plan.

The monitoring found that due to the underground street construction project is under constructing, however there did not produce the new phenomenon of land expropriation.

3.1.2. Eliminate and Mitigate Negative Impacts Caused by Project Construction

It has been found in this monitoring that, the project construction is not complete, but the formulations made by each section of construction organization that to reduce or eliminate the construction disturbance and influence are continue to implement, relevant measures are as follows:

(1) During the period of 00: 00—08: 00, the construction is forbidden near residences and schools in order to reduce the influence of noisy to residents and students. Security guard duties have been set up in crossroads, population centralized location, school road and villages crossed by transport vehicles.

(2) Strengthening the management on health, public security, and environmental protection on the construction sites. Improving the promotion, supervision and management on environmental protection among workers. Hanging construction signs, identifying the construction name, project director, construction permit and complaint telephone numbers to accept the supervisions of the society.

(3) When doing construction near sensitive spot, an access road will be built for passages. The road will be 1m away from the construction site with good road condition. The informational sign about directions will be put 2m in the front of intersections to keep the safety of passages.

(4) Finishing the construction of each pass ways, road connections and safety signs before road running. Besides, these signs should in accordance with original street views and keep the compatibility of landscape.

(5) In order to ensure the cemetery relocation work, a leader group has

been established to confirm cemetery relocation policies, compensation standards and relocation plans, to publish relocation announcement, to convince the affected families, and to manage the cemetery excavation.

(6)It is strictly prohibited to disorderly dump the waste in the construction adopt the fixed deposit, and timely outbound disposition is adapted to avoid the pollution of the soil.

(7)The ethnic minority population in Turpan is large, thus the local custom and habits should be considered in the process of construction. Since there are many Mosques along the constructive road, it is prohibited to use high-noise equipments when ethnic minorities worship.

(8)Implementing automobile emissions detection system, and limit or prohibit vehicles that exceed emission limitations.

(9)In order to ensure the construction progress and efficiency and make the normal operation of the construction, the construction organization strengthen the propaganda and education on personnel of the national policy, customs etc. In the meantime, hired local labor and subcontracted part of the work to minority so that ethnic minority residents can get some revenue from the project. In this monitoring, there found no contradictions and disputes incidents between minority nationalities and the construction personnel within the area of the projects.

Table 3-3 The comparison between planned and actual implementation performances of *Eliminate and Mitigate Negative Impacts*

Planned measures	Found in this monitoring	Notes
Eliminate and Mitigate Negative Impacts Caused by Project Construction	Adapting the mitigation measures for negative effect of social environmental, the mitigation measures for negative influence of ecological environment, mitigation measures for negative effect of sound environment, mitigation measures for negative effect of atmospheric environment	For example: the construction is forbidden near residences and schools during the period of 00:00—08:00; reasonably arrange construction progress and set time-sharing arrangement for each road building project, avoid the pollution, strengthen the ecological restoration work, regularly monitor vehicle noise, carry out compulsory maintenance for over-limited vehicles to make sure the noise within the standard, and gradually eliminate noise larger vehicles; implement automobile emissions detection system, and limit or prohibit the vehicles which excess emissions limitation.

3.1.3. Alleviate the Disturbances to the Ethnic Communities

It has been found in this monitoring that there is no Mosque in project area. Thus, the road construction will not disturb the normal religions activities of local EM. There is no relevant compliant.

It has also been found in this monitoring that the construction organizations distribute informational materials about EM culture and customs to let workers realize and respect local EM and their normal religions activities. At the same time, the Ethnic and religious committee is invited to supervise the distribution of these informational materials to avoid violence to EM culture and customs.

3.1.4. Public Health

In each project section, the health safety measures taken construction organizations include: setting fixed dustbins and rubbish dump sites on construction area, centralized processing all living garbage and constructive garbage, clearing rubbish dump sites on a regular basis, prohibiting throw living garbage anywhere, ensuring the environmental sanitation of the

construction camps; covering transport lime, ballast, cement which vehicles are easy to produce dust with tarpaulin, preventing air pollution; setting up a certain number of public toilet according to the need, prohibiting defecating indiscriminately; taking dust prevention measures.

Local CDC and the women's federations department have taken a series of practical and effective measures to control the growth and propagation of infectious diseases through the assistance, support and cooperation of project office and contractor.

(1) In order to ensure the environment health of construction sites, special staffs are assigned by construction contractor to take responsibility of sterilization work, especially disinfection and sterilization work of the public facilities.

(2) Medical stations are set up around every construction site. The most popular medication equipped in the medical station are targeting cold, fever, infection, diarrhea, and bleeding. Medical stations provide the safeguard for emergency measures to prevent accident and epidemic disease of construction workers and subordinate staffs.

(3) With the cooperation of municipal public security bureau, education bureau, the women's federation, and a number of other departments, Turpan CDC constantly improves and standardizes AIDS/STD prevention and control management system; strengthen the construction of AIDS/STD prevention mechanism; improve the specialist is responsible for HIV initial screen laboratories and epidemic network management. Regular AIDS/STD tests are held to new workers in the construction site, and face-to-face explain AIDS/STD prevention knowledge for them in order to improve their awareness and self-protection capability of AIDS/STD prevention.



Picture 3-1 Public health improvement activities in Turpan City

(4) In March, 2014, Turpan city carried out the activity that "Governance filthy, construct of the 'stateroom'". Mobilizing the masses of workers to take positive action, and radiated to every family, ensure that everyone is a publicist, cleaner and monitors. At the same time, it can also mobilize the old comrades and scattered personnel. By executing strict and effective work responsibility system, it is easy to establish long-term working mechanism which could fight for "dirty, noisy and disorder" and all of the uncivilized phenomenon and behavior, and finally formed a powerful social atmosphere.

By the end of this monitoring, a total number of picking up life garbage 3031 trips, totaled 24255 tons. Garbage harmless treatment rate up to 89.25%. Besides, Putting 300 garbage cans and 18 garbage boxes into use, and repairing public toilets 3 times. The appearance of the city changed greatly.

(5) In the first half of 2014, TCDC carried out the "Stop AIDS, to fulfill commitments" as the theme of AIDS prevention publicity and education activities. In order to guarantee the effect of the campaign, the District Government carried out special training that aims at staff come from departments of education, ethnic and religion, health, etc. Besides, the staffs

of TCDC also hung banners and issued leaflets, pamphlets and other ways to public for broadcasting common prevention knowledge of infectious diseases and symptoms.

Table 3-4 The comparison between plan and actual effect of public health and safety protection

Planned measures	Found in this monitoring	Notes
Public Health	Carried out the activity that "Governance filthy, construct of the 'stateroom'"; Strengthen the publicity of common infectious diseases such as HIV/AIDS	A total number of picking up life garbage 3031 trips, totaled 24255 tons. Garbage harmless treatment rate up to 89.25%. Besides, Putting 300 garbage cans and 18 garbage boxes into use, and repairing public toilets 3 times. The appearance of the city changed greatly.

3.1.5. Traffic Safety Education

(1)In February 2014, Turpan city traffic police brigade carried out traffic safety propaganda activities with the theme of "Spring Festival" in the pedestrian street, which aims to reminder traffic participants of travelling safety and having a safe trip. By setting up legal consultation service desk, putting the publicity boards of traffic safety, distributing traffic safety flyers and explaining the traffic accident cases to the masses and visitors, solving all kinds of the traffic problems, reminding the tourists of fatigue driving, overcrowding, illegal parking, drunk driving and other traffic violations during the travel, it improved the public's traffic safety consciousness and ensured the safety trip.



Picture 3-2 Pictures of preaching safety in Turpan City

(2) In April 2014, in the first middle school and the fourth middle school of the Turpan city , the policemen made analysis of the relevant terms of the provisions which students are easy to violate, and reminded them of how to safely walk and ride when they are in the daily traffic activities. By using example of vivid cases, appealing them for learning and mastering the necessary knowledge of traffic safety from an early age, and regulating the traffic behavior by themselves, forming a good habit of traffic behavior and cherish their lives.

(3) In the first half of 2014, Turpan city traffic police brigade held traffic safety propaganda activity, aimed for broadcasting traffic safety to different people in the different places. The activities held three or four times per week, and a total 35 times had been held in the half year of 2014, amounted to 27910 people who had been educated.

Table 3-5 The sitting of road and traffic signs in Turpan city area

Road	Hospital & school indicators	Road signs	Traffic lights	Triangular (round) signs	Pavement signs
Luzhong Road	4	6	4	16	4
Gangchang Road	/	6	7	18	6
Laocheng Road	10	9	6	18	6
Wenhua Road	/	4	2	16	2
Bozikelike Road	2	5	4	15	4
Muna'er Road	/	1	/	/	/
Donghuan Road	/	4	/	/	/
Xihuan Road	/	4	/	2	/
"Army-Mass cooperation" Road	/	1	/	/	/
Total	16	40	23	85	22

According to this field investigation, Turpan city constantly perfect the settings of urban road traffic sign in recent years. There are hospital & school indicators, road signs, traffic lights, triangular (round) signs, pavement signs, etc within city area. They are all bilingual signs of Chinese and Uyghur language. The sitting of road and traffic signs in city area can be seen in Table 3-6.

Table 3-6 The comparison between plan and actual effect of Traffic Safety Education

Planned measures	Found in this monitoring	Notes
Traffic Safety Education	Carry out "civilized traffic action plan" activities, deepen the "the six" the traffic safety propaganda work, strengthen the cooperation with the news media, extensive publicity traffic laws and regulations, set up the city traffic safety propaganda mechanism, put the traffic accident exhibition board, broadcast traffic safety warning educational film, constantly perfect the urban road traffic sign settings	Between January and June 2014, the "The six" traffic safety education in turpan city preached at different sites to different people. The activities held three or four times per week, and a total 35 times had been held in the half year of 2014, amounted to 27910 people who had been educated.

3.2. The Implementation of Benefit Enhancement Measures

3.2.1. *Employment of Local Labor Force*

Since the project has started, the construction departments try to hire local residents, especially the land acquisition households, for temporary job according to the requirement of project owners. When hire non-skilled workers, ethnic minorities and women will be considered in privilege under the same condition. Since the main duties of women are house works, including laundry, cooking and children and older people care, they do not have much time to work outside. It has been found in this monitoring that the construction departments adapted following measures to absorb the local labor force:

- ◆ Holding pre-employment safety education and simple skill training for

local labors;

- ◆ Signing temporary employment contract with them according to the working period;
- ◆ Providing wages of 180~400 Yuan/person/day to different jobs. Normally, the local residents can obtain 2000~3000 Yuan salary per month. The payment can be daily or monthly.

The situation about recruitment of local labor forces can be seen in Table 3-7.

Table 3-7 The employment of local labor forces in different project contract periods

Contract periods	The recruitment of local labors					The standard of salary		
	Time	EM		Han		Type of Job	Salary (Yuan/day)	
		Male	fem le	Male	Fem ale		Male	Female
A16	2011.5.1—2011.11.20 2012.3.10—2012.6.10	30	/	10	/	General Worker	130	/
						Skilled worker	250	/
						Normal Worker	200	/
A17	2012.3.10—2012.6.10	10	/	120	5	Special worker	400	200
A18	2011.4. 5 to now	10	8	20	12	General Worker	320	180
						Skilled worker	360	220

Table 3-8 The comparison between plan and actual effect of employment of local labor forces

Planned measures	Found in this monitoring	Notes
Employment of local labor forces	Considering Ethnic minorities and women in privilege under the same condition; Providing wages of 180~400 Yuan/person/day to different jobs; Signing temporary employment contract with them according to the working period.	As a result of the underground street reconstruction, subproject A18 hasn't been completed. The subproject hire 50 local labor , including 20 women . Working time is divided into since April 5, 2011.Labor standards are divided into general workers, technicians, labor cost standards separately for men 320 per person per day, 360 yuan, 220 yuan per person per day, 180 women.

3.2.2. Encouragement on Women's Participation and Expand of Employment

Since the dependency of women on land is higher than men and the education level of women is lower than men, the construction departments tried to provide appropriate jobs for women in privilege to increase their income.

In January 2014, Turpan city women's Federation took advantage of the winter leisure, further intensifying the training of the rural women, carrying out training activities that adhere to the principle of "actual, practical and effective". Using winter leisure that rural women relatively concentrated favorable opportunity, to strengthen the training on rural women. The training focus on grassroots women's work in the training business knowledge, women hand embroidery, pastry, cooking, sewing, practical agricultural technology, family education, AIDS prevention and control, and the laws and regulations, etc . Taking place women hand embroidery, pastry making, cooking, sewing, practical agricultural technology, family education, AIDS prevention and control, and the laws and regulations and other kinds of training 11 period, lectures 27 period, competition activities 4 times, training 3908 rural women.

In July 2014, Turpan city women's Federation carried out the opening ceremony for embroidery street. At the ceremony, Aminah • tursun, a member

of standing committee , required women to learn skills, outside the home to entrepreneurship, building with modern culture as the leading harmonious homeland. And named the 37 families' embroidery experts after the first point for embroidery. Adheres to the lead of modern culture, increase women's entrepreneurial efforts, relying on the "women's home" to carry out the beautiful hall lecture, holding various kinds of women's skills training, such as embroidery, clothing design, garden beautiful landscaping, image knowledge of etiquette, laws and regulations, enhance the training quality of mother, making them master 1-2 practical skills, improve women's employment and entrepreneurial efforts, and increase income.



Picture 3-3 The opening ceremony of embroidery and pastry training

3.2.3. Promote Public Participation

It has been found in this monitoring that the bureaus and departments that in charge of EMDP paid great attention to community participation and consultation broadly listen to the opinions of social groups, government departments, communities and APs to encourage EM to take part in the resettlement and reconstruction. Towards the topic of how to promote the social-economic development in EM area, the relevant bureaus and departments visited the EM communities and communicated with EM representatives. Focus group discussions are held to find out the actual needs

and thoughts of EM groups.

3.2.4. Expand the Coverage Area of Public Transportation

Up to this monitoring, Turpan city has 8 bus lines, the line is 1 road, 5 road, 6 road, 101 Road, 102 Road, 202 Road, 201 road and 208 road, a total of 61 buses, 170 bus station , of which the construction of harbor type platform 44. Turpan city bus lines east to the urban area, South to the Su Gong tower, West to JiaoHe hatchery, north to the bus shop, 62.01 kilometers in length, Every ten thousand people have bus logo sets 9.55 standard.

Due to historical reasons, the development of whole Turpan city public passenger transport is relatively lagging behind, the problems such as insufficient transport capacity, the extensive mode of development and the service quality is not reach the normal, which led to the large gap between needs of economic and social development and people's expectation. However, compare with the increased one operating line during the last monitoring, the urban road transit traffic rate is above 90%, basically meet the urban people's travel needs, among them January - October 2013, the company operating the vehicle passenger volume is 5800000 person.

Table 3-9 The comparison between plan and actual effect of Expand the Coverage Area of Public Transportation

Planned measures	Found in this monitoring	Notes
Implementation of bus and taxi service corporation expansion plans to increase service areas and service new resettlement areas.	Bus operating line and the total number of bus increased; riding environment improved; elderly preferential treatment scope and scale expands unceasingly, enhance the transport links between the old city and new city region , purchased of new vehicles, and adjust the operating mode.	Carry on strict examination to retention vehicles in departures and destinations To speed up the departure frequency, ensure that the vast majority of minority passenger ride on time; provide free bus service for the 65 - year - old or older, servicemen, and dial pointed personnel, and provide half price of train services for students.

3.2.5. Strengthen Assistance for Vulnerable Groups

Turpan Bureau of Civil Affairs and project related departments adopted some measures to support the APs along the construction roads.

(1) There are 15 vulnerable households with 49 people in Turpan project. The project office consulted with construction departments to solve the temporary employment of vulnerable groups. Currently, 19 people from 6 households have participated in the construction. The project departments built free houses for households enjoying the minimum living guarantee, households enjoying the five guarantees and households with the disabled population. The salary is between 180 to 400 Yuan per day. Agricultural skill trainings are provided to non-skilled APs.

(2) A special surplus labor force registration office has been set up in the government, and has helped 33 people from the AHs find jobs in the construction sites. The salary is between 180 to 400 Yuan per day. The earth-work is handled by some local labors after consulting with construction departments.

(3) The Turpan municipal human resources and Social Security Bureau set the target “expand and stabilize employment” as work starting point and the foothold, implement the preferential policies of the country and the autonomous region actively to increase support for those people who devote to low-profit projects, flexible employment, and recognized as the town of zero-employment families by the human resources department, aid-off workers, unemployed college graduates and landless farmers employment difficulties personnel. Besides, help those employment difficult personnel to obtain chances in employment, carry out the work of distributing employment aid, to ensure that the employment aid really benefit every eligible employment difficult personnel.



Picture 3-4 The job fair

3.2.6. Skills Training for ME

The monitoring found that 2014 in Turpan city, 13594 people participate in vocational skills training, which the minority population is 13174, accounting for 96.91% of the total number. Turpan city related department increase the propaganda dynamics, through training and information leaflets, brochures, posters flyers, brochures, posters, such as bilingual publicity materials, provide employment information for ethnic minorities. The specific types of work provided by Turpan related departments to rural surplus EM labor forces includes: masonry work, methane production worker, tractor driver, farm machinery repair, nurse, housekeeping, elder care, bake complete sheep, big dish production, Nang production, Zhuafan production, thin skin steamed stuffed bun making, baking steamed stuffed bun making, baking steamed stuffed bun making, embroidery, Uygur hat production, nursing patient and facility agriculture planting, breeding, etc. Through the investigation, it is found relevant departments provided a certain degree of economic subsidies in the training process of the corresponding training activities. The specific standards of subsidies are as follow:

◆ Vocational skills training subsidy standard:

Class A: 1500 Yuan/person ;

Class B: 1000 Yuan/person ;

Class C: 750 Yuan/person .

Class D: 375 Yuan/person

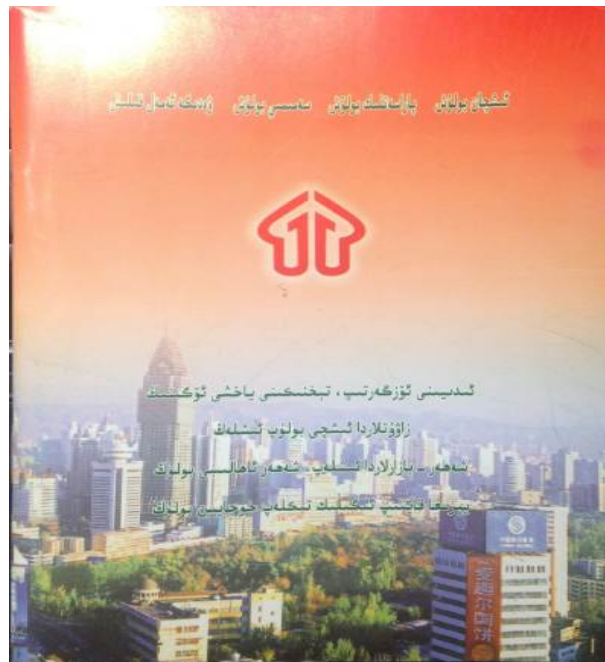
Class E: 250 Yuan/person

◆Special ability training subsidy standard:

Class A: 375 Yuan/person ;

Class B: 250Yuan/person ;

Class C: 125Yuan/person .



Picture 3-5 Minority language skills training brochure

3.2.7. Utilization of Local Building Materials and Transportation Resources

It has been found in this monitoring that soil, sand, stone, cement and lime, and building materials for the construction are from local. It can save the cost by using local material in meet the engineering quality, and can increase the family income of local ethnic minority residents during construction, thereby enhancing the degree of support of local ethnic minority residents.

At the same time, local transportation resources should be used as far as

possible to improve the local building materials industry and the development of transportation industry, increasing the family economic income of local minority people in project construction period.

4. Findings and Suggestions

4.1. Findings

(1) The implementation of EMDP has started according to the process arrangement of the project. Certain of measures have been carried on by project departments and authorities of the local governments according to EMDP plan to minimize the adverse effect of the project and make sure EM will benefit from the project. Measures include: Optimized Design to Minimize the Impacts of Land Acquisition and House Demolition, Eliminate and Mitigate Negative Impacts Caused by Project Construction, Alleviate the Disturbances to Ethnic Minority Communities, Improvements in Public Health as a Result of Better Solid Waste Management in Ethnic Minority Communities, Road safety education, Employment of Local Labor Force, Women's Participation, Strengthen Public Participation, Strengthen the Coverage Area of the Bus and Taxi Corporations, Strengthen Assistance for Vulnerable Groups, Skills Training, Utilization of Local Building Materials and Transportation Resources.

(2) The EM in project area have welcomed this project. It has been found in this monitoring that EM in project area think this project bring adverse effect like land acquisition and house demolishment, but it also improve local transportation conditions and promote labor employment.

(3) The project construction provides job opportunities for local residents; thereby promote the development of service industries. It has been found in this monitoring that local residents obtain a great deal of jobs in the construction period that increase their incomes.

(4) The measures taken by local governments and departments like labor force transformation, poverty alleviation and employment promotion are useful for maximizing the benefit of this project. Up to now, Turpan city is carrying on skills training, bilingual education, tourism development, minority characteristic

industrial projects in the project influence area. These development projects promoted the employment of local ethnic minorities and long-term development. EM development is the fundamental purpose of EMDP, and its implementation is also conducive to achieve benefit maximization.

(5) Xinjiang Housing and construction bureau, Turpan Housing and construction bureau paid great attention to the implementation of EMDP. Each level of government agencies and departments conscientiously implement the EMDP through the communication, communication and coordination with project owner and the construction departments, which play an important role in EM development.

4.2. Suggestions

(1) Establish implementation coordination mechanism for EMDP. So far, the measures of EMDP have started implementing; however, part departments are lack of meticulous understanding on EM policies. Suggestion from monitoring and evaluation institution: set up coordination and safeguard mechanism that connects construction departments, affected county and government departments, bureaus that involved in EMDP to ensure the plan can be carried on timely and effectively, so as to achieve the goal of project benefit for EM population.

(2) The project office should establish and perfect the implementation report system and internal monitoring system of EMDP since current internal monitoring system has just established. Internal M&E includes: implementation progress of EMDP, implementation content, funds implement, completion of target. Establish archive management system for local labor employment to ensure their rights. The contents of the file management include: labor forces in construction site, local materials used in construction site, populations participated in temporary training, etc.

亚洲开发银行贷款项目报告

新疆城市交通与环境改善
吐鲁番市城市道路和基础设施建设项目
少数民族发展计划监测评估报告

(第三号)

河海大学中国移民研究中心

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1.项目及其所在区域概况

1.1 项目概况

吐鲁番市城市道路和公共设施建设项目是新疆城市交通和环境改善利用亚洲开发银行贷款项目之一。

原计划涉及的道路主要在老城区，涉及较多的拆迁工作，移民影响很大。经过吐鲁番市项目办的规划调整，将拟建的 14 条道路改为 12 条道路，其中 3 条在老城区建设，9 条在新城区建设。通过对项目的调整，减少了房屋拆迁的数量，有效降低了移民影响量。

吐鲁番市城市道路和公共设施建设项目工程内容包括：（1）道路工程包括建设城市道路 12 条，建设城市道路总长度 21.834km，其中老城区 3 条（文化西路、东环路、育才路），总长 3.123 km，新区 9 条（火焰山路、绿洲路、丝绸路、产业园路、新高昌路、新幸福路、新光明路、新木纳尔路、新柏孜克里克路），总长 18.711km，拟建道路规模详见表 1-1；（2）环卫设施工程包括新建公厕 11 座，垃圾收集房 26 座，果皮箱 502 个，垃圾筒 130 个，垃圾压缩车 5 辆，洒水车 2 辆，清扫车 4 辆。

表 1-1 拟建城市道路规模一览表

序号	道路名称	现状道路宽度(km)	长度(M)	道路面积(公顷)	道路位置
1	育才路	12	0.541	0.5935	老城区
2	东环路	41	1.539	6.8866	老城区
3	文化西路	39	1.043	4.8577	老城区
4	火焰山路	30	3.866	13.3595	新区
5	产业园路	30	0.854	2.4668	新区
6	新高昌路	30	2.466	6.4898	新区
7	新光明路	30	1.962	5.2997	新区
8	绿洲路	30	0.979	2.4536	新区
9	新柏孜克里克路	20	1.145	2.17	新区

10	木纳尔路	30	1.751	4.3047	新区
11	丝绸路	30	3.843	12.2597	新区
12	新幸福路	30	1.845	5.4833	新区
合计		352	21.834	66.6249	/

1.2 项目进度

亚行贷款吐鲁番市交通与环境改善项目建议书,可行性研究报告与项目的初步设计分别于 2010 年 3 月 22 日, 2010 年 6 月 8 日以及 2010 年 11 月 29 日得到了新疆自治区发展和改革委员会的批复。具体工程实施进度见表 1-2。

表 1-2 项目工程实施进度

序号	项目文件	负责机构	时间
1	项目建议书	新疆发展和改革委员会	2010 年 3 月 22 日
	项目可研报告批复	新疆发展和改革委员会	2010 年 6 月 8 日
	项目初步设计批复	新疆发展和改革委员会	2010 年 11 月 29 日
	项目选址意见书	吐鲁番城市规划管理局	2010 年 8 月 15 日
	项目建设用地规划许可证	吐鲁番城市规划管理局	2010 年 9 月 1 日
2	项目建设工程规划许可证	吐鲁番城市规划管理局	2010 年 8 月 15 日

吐鲁番市交通与环境改善项目计划实施 3 个土建合同包, 截止到本次监测, A16 土建包中, 育才路的到路施工全部完成, 路灯安装完成。东环路道路施工及路灯安装完成, 文化西路受吐鲁番市地下街工程影响, 尚未开工, 累计完成投资 750 万元, 完成合同量的 58.6%; A17 土建包中, 绿洲路、新光明路、新高昌路和产业园路已全部完工并投入运行, 累计完成投资 5550 万元, 完成合同量的 97%; A18 土建包中, 丝绸路、新幸福路、新木纳尔路、新柏孜里克路已全部完工并投入运行, 累计完成投资 3791 万元, 完成合同量的 90%。

1.3 项目区域社会经济状况

吐鲁番市位于新疆天山支脉博格达峰南麓, 地处吐鲁番盆地中心, 312 国道、吐乌大高速公路、兰新铁路、南疆铁路横穿境内, 是内地连接新疆、中亚地区以及南北疆的重要通道, 交通十分便利。市辖区总面积为 1.6 万平方公里, 聚居着维吾尔、汉、回等 27 个民族。吐鲁番市域南北长约 262 公里, 东西最宽处 90 公里, 总面积 15738 平方公里。吐鲁番市是吐鲁番地区行署所在地, 市区距乌

鲁木齐市 187 公里。

吐鲁番市是古丝绸之路的交通咽喉，并且是国内外享有盛名的旅游胜地和著名的历史文化名城。吐鲁番市旅游资源极为丰富，自治区级重点文物保护单位 27 处，市级重点文物保护单位 65 处。吐鲁番葡萄沟是新疆为数不多的国家 4A 级风景区之一。1999 年被国家命名为“中国优秀旅游城市”。2004 年被命名为“自治区级历史文化名城”，坎儿井—葡萄沟—火焰山风景区被命名为“自治区级旅游风景名胜区”。

吐鲁番市区面积 14.9 平方千米。辖 3 个街道办事处、2 个镇、7 个乡，60 个农牧区行政村，18 个城镇社区。2012 年，吐鲁番地区全年生产总值达到 243.9 亿元，较 2011 年增长 9.95%。全地区人均生产总值 39148 元，比上年增长 9.7%。

2.少数民族发展计划实施监测与评估

2.1 监测评估机构

本项目少数民族发展计划外部独立监测评估工作由河海大学中国移民研究中心承担。河海大学中国移民研究中心根据项目需要，于 2012 年 6 月特别专门成立了“新疆城市交通与环境改善吐鲁番城市道路和基础设施建设项目少数民族发展计划外部独立监测评估工作组”，下设现场调查组、入户访谈组、数据处理分析组、翻译组等多个工作小组，并建立了相应的工作规章制度，制定了详细的工作计划和周密的工作日程安排。工作组由中国移民研究中心主任施国庆教授总负责。本次监测在一期监测的基础上将根据亚洲开发银行相关政策及项目少数民族发展计划外部独立监测评估大纲，针对少数民族发展计划实施效果进行全方位的监测与评估。

2.2 监测评估任务

少数民族发展计划外部独立监测评估机构根据亚洲开发银行的要求，针对该项目少数民族发展计划的实施开展独立的监测与评估工作。主要任务包括：

- 编制少数民族发展计划监测评估工作大纲；
- 计划实施机构走访及评估；
- 典型样本村社会经济情况调查；
- 典型样本户跟踪走访和调查；
- 特殊群体走访和调查；
- 施工现场调查及评估；
- 向计划实施机构反映本次监测发现的问题，并提出针对性的建议；
- 编写少数民族发展计划监测评估报告。

2.3 监测评估方法

文献调研 对与少数民族发展计划实施活动有关的各种文献（如业主及少数民族发展计划具体实施机构的总结性报告、统计资料、专题调研资料等）进行系

统而有针对性的收集并对其进行细致分析。

内部监测报告分析 通过对内部监测报告的详细查阅，掌握少数民族发展计划实施进展和实施过程中出现的问题等情况，制定相应的监测评估调查方案和监测评估方法。

机构走访 对项目业主和各少数民族发展计划的实施机构（民政局、劳动局、妇联、民宗委、疾控中心等）进行访谈。了解目前各少数民族发展计划实施机构所采取的措施、工作中取得的成绩和存在的问题。此外，通过机构走访，监测评估机构还对少数民族发展计划实施机构能力进行监测和评估。

入户访谈 与受影响的少数民族家庭进行深入访谈，了解项目受影响个人、家庭的社会经济情况、生计恢复情况、少数民族发展计划各种措施的落实、家庭因项目建设带来的影响以及从项目中的受益情况、少数民族家庭对少数民族发展计划实施的相关意见和建议等。

座谈会 外部监测评估人员在受影响少数民族人群较为集中地区，召开市、县（区）、乡镇政府（或街道）、村（或居委会）干部和少数民族居民代表共同参加的座谈会，收集如下关键信息：项目区域内社会经济概况（主要为社区或村集体发展情况）、妇女和贫困群体发展情况、少数民族发展计划措施实施情况、项目建设给居民带来的影响和受益情况、少数民族代表对计划实施的具体意见和建议，以及计划实施中相关问题的协调、沟通等。

实地观察 实地走访项目施工区域，了解工程施工单位对少数民族发展计划具体执行进度、措施安排及效果等。针对实地走访发现的问题，少数民族发展计划实施外部独立监测评估机构将给予相应的解决建议及对策。

典型个案调查 通过跟踪调查对少数民族典型户进行调查和访谈。涉及的内容包括：典型个案的经济恢复情况、家庭收入和支出等内容。对典型的少数民族家庭（如单亲家庭、贫困家庭等）进行实地调查，获取第一手资料，进行分析研究，发现存在或潜在的问题，提出解决问题的建议。

2.4 监测评估技术路线

少数民族发展计划监测评估技术路线见图 2-1。

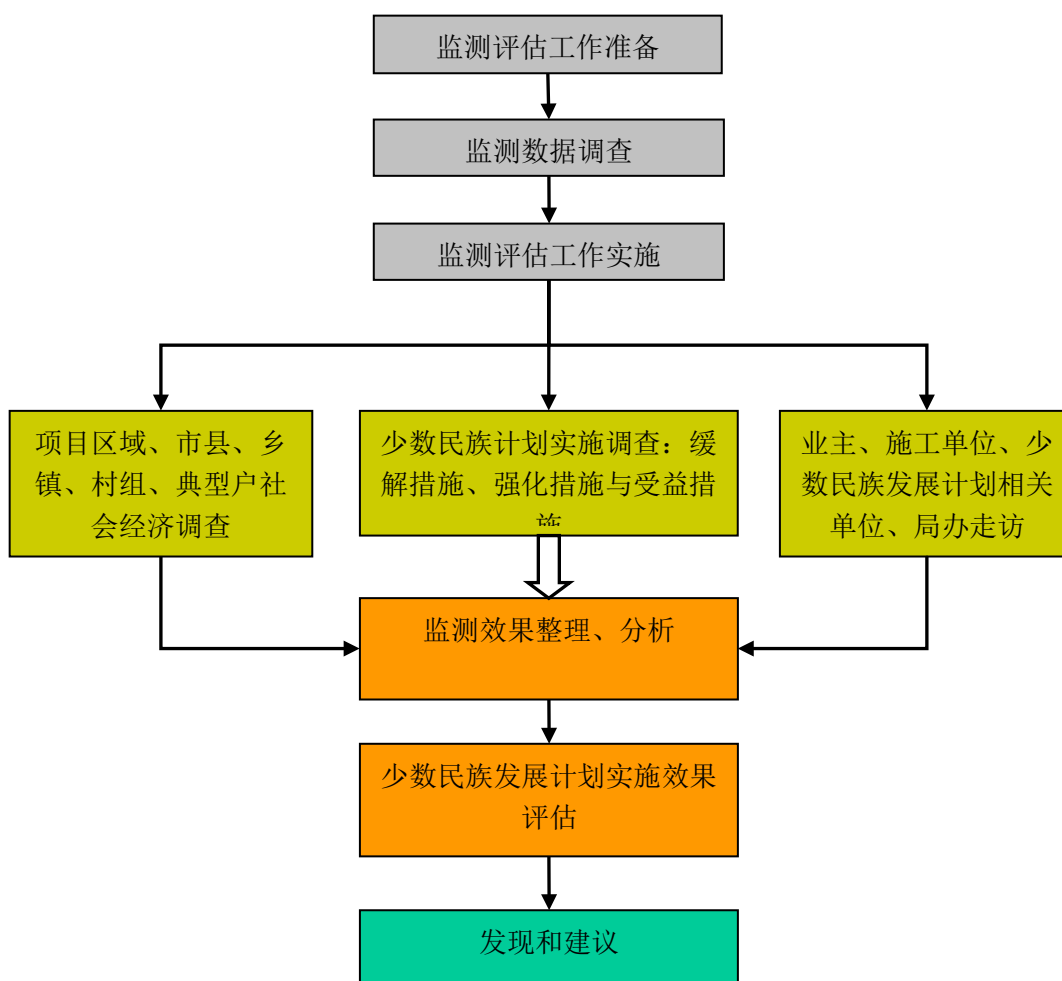


图 2-1 少数民族发展计划监测评估监测路线

2.5 监测评估内容

外部监测机构根据少数民族发展计划监测评估大纲的要求，主要就以下方面对少数民族发展计划的实施进行每年两次监测和评估：

- 项目建设进度；
- 项目区社会经济现状；
- 典型村社会经济现状；
- 典型样本家庭社会经济现状；
- 少数民族发展计划措施的落实情况；
- 少数民族发展计划执行机构能力建设；
- 沿线受影响的少数民族反映的问题，提出的建议等；

- 少数民族发展计划实施效果；
- 少数民族发展计划内部监测情况；
- 其他相关内容监测。

2.6 监测评估实施

本次监测外业调查于 2014 年 8 月 24 日开始至 29 日结束，为期 6 天。河海大学中国移民研究中心派出 2 名专职监测评估人员，组成了监测评估外业调查小组，对项目区域内的少数民族发展计划实施机构进行了走访、典型样本村调查、典型户调查、特殊群体走访实地调查。

机构走访 监测评估机构根据少数民族发展计划监测评估工作大纲要求，对计划具体实施和执行机构进行实地走访，并收集统计报表、工作日志和总结报告等各种相关资料文件。本次监测走访的机构包括：自治区住房与城乡建设厅、项目涉及的吐鲁番市交通局、民政局、民宗委、劳动与社会保障局、公交公司、妇联、疾控中心、交警大队、市政养护处、学校、各级乡（镇）政府及其它相关机构。

座谈会 监测评估机构在监测过程中，针对项目区域及附近居民提出的意见和建议、监测调查结果等情况，及时联络少数民族发展计划实施单位和村民召开座谈会，为实施单位和村民提供及时的沟通渠道，以利于计划实施过程中出现问题的及时解决。

特殊群体走访 对征地拆迁中的特殊群体（如妇女为户主的家庭、贫困家庭等）少数民族发展计划监测评估小组以入户调查方式对他们进行了实地调查。

实地调查 由于项目已经进入全面实施阶段，本次调查的重点是移民安置情况、少数民族发展计划各项措施的实施情况、实施过程中存在的问题和不足，发展措施对少数民族居民的作用、各项措施的实施效果、机构能力评估等内容。

3.少数民族发展计划采取的措施及实施

吐鲁番少数民族发展计划分为两类：即缓解措施、增强受益措施，其中，缓解措施包括：优化设计方案以尽量减少移民征地和房屋拆迁，减缓或消除施工干扰和影响，降低对少数民族社区的干扰，保护公共卫生安全以及道路安全意识教育；增强受益措施具体包括：吸收当地劳动力参与项目建设，鼓励妇女参与项目，加强公众参与，增加公交公司、出租车公司的覆盖面，弱势群体的扶持，技能培训，利用当地的建筑材料和运输资源。在本次监测中将对上述措施的执行情况及实施效果进行监测。本次监测的主要内容详见表 3-1。

表 3-1 少数民族发展计划监测内容

序号	措施计划	具体措施	本次监测指标
A 缓解措施			
1	优化设计方案以尽量减少移民征地和房屋拆迁	<ul style="list-style-type: none"> ➤ 与受影响户和少数民族沟通 ➤ 优化设计降低征地影响 	<ul style="list-style-type: none"> ➤ 得到补偿或需要安置的少数民族的数量 ➤ 少数民族有关征地方面的申诉与抱怨
2	减缓或消除施工干扰和影响	<ul style="list-style-type: none"> ➤ 确保建筑机器的运行降低造影污染； ➤ 确保农田、草地和树木不被损坏。 ➤ 在工程建设地，建立临时的垃圾搜集点，避免污染环境 ➤ 确保承包商满足相关的环境、职业安全与健康标准。 	<ul style="list-style-type: none"> ➤ 施工区内居民对施工扰民的投诉率 ➤ 项目区的居民对垃圾搜集和施工地卫生的满意度水平
3	降低对少数民族社区的干扰	<ul style="list-style-type: none"> ➤ 承包商在星期五不得在清真寺附近 500 米的范围内进行施工 ➤ 对工人进行少数民族文化习俗意识教育，邀请民委参与 ➤ 配备双语翻译促进与当地的沟通。 	<ul style="list-style-type: none"> ➤ 少数民族人口对施工活动的投诉频率 ➤ 施工人员对民族知识掌握程度
4	保护公共卫生安全	<ul style="list-style-type: none"> ➤ 施工营地区设置固定的垃圾箱，对所有生活垃圾进行集中堆放，定时清运至各市垃圾堆放场进行统一处理，严禁生活垃圾乱扔乱丢，确保施工营地区的环境卫生；根据需要设置一定数量的公共厕所； ➤ 防止空气污染； ➤ 委托吐鲁番市疾控中心对常见传染病预防常识和症状的宣传 ➤ 委托吐鲁番卫生局定期清运生活垃圾，维修公厕 	<ul style="list-style-type: none"> ➤ 在预防艾滋病等传染病方面的努力 ➤ 垃圾箱的数量 ➤ 公众对生活环境的满意程度 ➤ 受益人口

序号	措施计划	具体措施	本次监测指标
5	道路安全意识教育	<ul style="list-style-type: none"> ➤ 双语的道路标识 ➤ 对不同受众的安全教育宣传 ➤ 社区、学校的道路安全教育 	<ul style="list-style-type: none"> ➤ 获得安全意识教育的人数 ➤ 举办安全教育宣传活动的次数 ➤ 宣传的方式
B 增强受益措施			
1	吸收当地劳动力参与项目建设	<ul style="list-style-type: none"> ➤ 地方人民政府将与项目建设单位特别是施工单位充分协商，组织培训并推荐合适的当地民工特别是少数民族民工在工程建设中的合适岗位工作 ➤ 妇联倡导项目建设期间为当地妇女提供技能培训并为愿意参与的妇女进行劳务技能培训活动 	<ul style="list-style-type: none"> ➤ 技能和非技能工种的数量、平均工资
2	鼓励妇女参与项目	<ul style="list-style-type: none"> ➤ 已经设定了雇用 30%的目标，50%的培训机会给予妇女 ➤ 妇联将提供创收方面的培训，特别是参与旅游业方面的，比如餐饮与手工业 	<ul style="list-style-type: none"> ➤ 参与技能培训的妇女的人数 ➤ 建设与运营期间妇女获得的就业机会数量、平均工资
3	加强公众参与	<ul style="list-style-type: none"> ➤ 完全的信息披露与参与计划 	<ul style="list-style-type: none"> ➤ 参与的时间地点 ➤ 主要申诉集中点 ➤ 对居民反映的问题的处理
4	增加公交公司、出租车公司的覆盖面	<ul style="list-style-type: none"> ➤ 扩大公交服务的范围，覆盖到安置点 ➤ 改善乘车环境 ➤ 扩大城区老年人优待范围与幅度 	<ul style="list-style-type: none"> ➤ 公交线路的条数 ➤ 公交站点的数量 ➤ 对安置点和改善后的巷道的覆盖面 ➤ 日旅客量
5	弱势群体的扶持	<ul style="list-style-type: none"> ➤ 将在项目用工、为工程建设提供餐饮服务和劳动技能培训等方面优先考虑该人群家庭；项目建设完成后，吐鲁番市环卫处将在绿化带维护和道路清扫等工作中尽量优先安排弱势群体从事此类工作。 	<ul style="list-style-type: none"> ➤ 获得补给的人数
6	技能培训	<ul style="list-style-type: none"> ➤ 提供旅游接待服务、劳动技能、民间艺术和手工艺制作、汉语学习、驾驶等培训 ➤ 加大宣传力度，普及培训的知识 	<ul style="list-style-type: none"> ➤ 培训人数（其中少数民族比例） ➤ 培训的种类 ➤ 培训的资金
7	利用当地的建筑材料和运输资源	<ul style="list-style-type: none"> ➤ 尽量利用或采购本地出产的建筑材料和使用当地的运输资源 	<ul style="list-style-type: none"> ➤ 参与的当地企业数 ➤ 在当地采购的数量 ➤ 衍生的就业机会

3.1 缓解措施的实施情况

3.1.1 优化设计方案尽量减少征地拆迁范围

项目《移民安置计划》用地和实际用地的对比见表 3-2。

表 3-2 项目计划用地和实际用地对比

项目		计划用地（亩）	实际用地（亩）	变化量（亩）
集体土地	耕地	5.57	32.976	+27.406
	菜地	19.2	0	-19.2
	园地	163.62	59.2935	-104.3265
	宅基地	102.83	40.647	-62.183
	小计	291.22	132.9165	-158.3035
国有土地	建设用地	19.44	108.804	+89.364
	未利用地	292.99	629.0115	+336.0215
	小计	312.43	737.8155	+425.3855
总计		603.65	870.732	+267.082

与项目的《移民安置计划》中的征地面积及分地类面积相比，项目实际征地面积及分地类面积发生了较大的变化，主要原因如下：

由于城市规划的调整，吐鲁番市建设局对亚行贷款项目的部分建设内容进行了调整，将编制《移民安置计划》时的老城区 10 条道路，新区 4 条道路，总长 22.76km 变更为总建 12 条道路，老城区 3 条（育才路、东环路、文化西路），新城区 9 条道路（火焰山路、丝绸路、绿洲路、产业园路、新高昌路、新木纳尔路、新幸福路、新光明路、新柏孜克里克路），总长 22.39km。正是由于项目建设的内容、选址的改变，导致了在实际工作中，征地面积以及分类与计划有了很大的改变。

本次监测发现，由于地下街建设项目，施工还未完成，但未产生新的征地现象。

3.1.2 减缓或消除施工干扰和影响

本次监测发现，项目施工未完成，各标段施工单位制定的减缓或消除施工干扰和影响的相关措施继续实施，相关的措施如下：

（1）在住宅区和学校附近，00：00—08：00时间段内禁止施工，以减少噪声对居民、学校人员的影响。在交叉道口、人口集中地段及学校路段和运输车辆经过的村庄设置安全值勤岗，维护安全。（2）对施工营地强化卫生、治安、环境

保护等方面的管理。加强对施工人员的环保宣传、监督和管理，积极倡导文明施工；悬挂施工标牌，标明工程名称、工程负责人、施工许可证和投诉电话等内容，接受社会各界和居民监督。（3）在敏感点附近施工时，人员出行都有指定的便道，线路距修路边界1m，保证路面平坦，基本不影响行人通行；便道更换方向时有相关指示标志，设在改路方向位置前2m处，保证行人安全。（4）在施工结束、道路运行之前，已完成各类通道的建设、与相关道路的衔接以及安全标志的设置工作。在街区巷道，这些设置均与原有街区景观协调一致，保持景观的相容性。

（5）为切实做好此次墓地搬迁工作，吐鲁番相关部门成立领导小组，抽调工作人员，确定迁坟政策，制定详细的墓地补偿、迁移工作方案等各项工作，发布搬迁公告，组织工作人员做好亡者家属的思想工作，协调墓地开挖并指导迁移工作稳妥有序开展。（6）严禁乱倾倒施工中产生的废弃物，采取了定点存放，及时外运处置，避免了污染土壤。（7）吐鲁番市少数民族人口较多，因此施工时考虑了当地民族风俗及习惯。本项目部分路段清真寺分布较多，少数民族同胞做礼拜时禁止使用施工高噪声设备。（8）实行汽车排放检测制度，对超标排放车辆限制或禁止其上路行驶。（9）为了使施工正常运行，不影响施工的进度和效率，施工单位加强了对施工人员有关民族政策、风俗习惯等的宣传教育。同时，雇用当地劳动力，将部分工作转包给少数民族，少数民族居民可以从项目中取得一定的收入。在本次监测中没有发现项目区域内少数民族与施工人员之间发生矛盾和纠纷事件。

表 3-3 减缓或消除施工干扰和影响计划与实际实施效果对比

计划措施	本期发现	备注
减缓或消除施工干扰和影响	采取了社会环境负面影响减缓措施、生态环境负面影响减缓措施、声环境负面影响减缓措施、大气环境负面影响减缓措施	例如：住宅区和学校附近，00：00—08：00 时间段内禁止施工；合理安排施工进度，分片分时安排各道路修建工程，避免“遍地开花”的现象，强化了后期生态恢复的工作量；定期监测机动车噪声，对超标车辆实行强制维修，噪声达标才能上路行驶，逐步淘汰噪声较大的车辆；实行汽车排放检测制度，对超标排放车辆限制或禁止其上路行驶

3.1.3 降低对少数民族社区的干扰

本次监测发现，项目影响区范围内没有清真寺。因此，道路施工不会干扰当地少数民族正常的宗教活动。也未出现因道路建设而产生的少数民族投诉现象。

通过实地调查发现，施工单位分发关于少数民族文化习俗等相关信息的提示材料，使工人了解并尊重当地少数民族的风俗习惯以及正常的宗教活动，同时，项目单位邀请吐鲁番市民宗委等政府主管部门人员对相关材料的发放进行监督与指导，避免施工人员不恰当行为违反当地少数民族风俗习惯。

3.1.4 保护公共卫生安全

在各工程标段，施工单位采取的卫生安全措施包括：施工营地区域设置固定的垃圾箱与垃圾堆放处，对所有生活垃圾与建筑垃圾进行集中处理，定期对垃圾堆放场进行统一清理，严禁生活垃圾乱扔乱丢，确保施工营地区的环境卫生；对运输石灰、砂石料、水泥、等易产生扬尘的车辆覆盖篷布，防止空气污染；根据需要设置一定数量的公共厕所，严禁随地大小便；采取防尘措施等措施。

通过项目办和承包商协助、支持和配合，当地的卫生疾病预防控制以及妇联等部门采取一系列切实有效措施控制传染性疾病的滋生和传播。

（1）为了保障施工营地的环境卫生，施工单位派专人对施工营地进行杀菌消毒工作，特别是公共设施的消毒、灭菌工作。

（2）在各施工营地附近均设有医疗站，储备了常用药，包括治疗感冒伤风、发烧、消炎、预防痢疾、止血等药剂。医疗站的设置为应对施工人员及其从属人员发生意外和流行性疾病时采取应急处理措施提供了保障。

（3）吐鲁番市疾控中心在市公安局、教育局、妇联等多家部门的配合下，不断完善和规范艾滋病/性病防治工作管理制度，强化艾滋病/性病防治机构建设，健全专人负责 HIV 初筛实验室、疫情网络管理。对项目施工区新进人员进行常规艾滋病/性病检测，对其进行面对面讲解防艾滋病/性病知识，提高该群体在预防艾滋病/性病方面的意识和自我保护能力。

（4）2014 年 3 月，吐鲁番市开展关于“治理脏乱差，建设‘大客厅’”活动，动员职工群众都要积极行动起来，辐射到每一户家庭，人人都是宣传员、保洁员、监督员，还可以把老同志、零散人员组织起来，实行严格有效的工作责任制，建立起真正的长效工作机制，坚决向脏乱差宣战，向一切不文明的现象和行为宣战，形成强大的社会氛围。

截止本次监测，共清运生活垃圾 3031 车次，合计 24255 吨，生活垃圾无害

化处理率达 89.25%。投放垃圾桶 300 个，垃圾箱 18 个，维修公厕 3 座次，市容市貌大为改观。



图 3-1 吐鲁番市公共卫生整治活动

（5）2014 年上半年，吐鲁番疾控中心开展了以“遏制艾滋，履行承诺”为主题的预防艾滋病宣传教育活动，为了确保宣传教育取得实效，地区政府对教育、民宗、公安等部门人员进行了专门的培训。另外疾控中心人员还通过悬挂横幅和发放宣传单、宣传小册等方式向群众宣传常见传染病的预防常识和症状。

表 3-4 保护公共卫生安全计划与实际实施效果对比

计划措施	本期发现	备注
保护公共卫生安全	开展关于“治理脏乱差，建设‘大客厅’”活动；加大了对常见传染病如艾滋病的宣传力度	共清运生活垃圾 3031 车次，合计 24255 吨，生活垃圾无害化处理率达 89.25%。投放垃圾桶 300 个，垃圾箱 18 个，维修公厕 3 座次，市容市貌大为改观

3.1.5 道路安全意识教育

（1）2014 年 2 月，吐鲁番市交警大队在步行街开展以“春运”主题的交通安全宣传活动，提醒广大交通参与者安全出行，平安出行。在法律咨询服务区设立宣传咨询台，摆放交通安全宣传展板，向过往的群众和游客发放各种交通安全宣传单，讲解交通事故案例，解答群众提出的各类有关交通方面的问题。并有针

对性的对农村朋友大力宣传农用车违法载人以及驾乘摩托车不戴安全头盔等交通违法行为的严重危害。同时提醒广大游客驾车出行时，严禁发生超速、超员、疲劳驾驶、违法停车、酒后驾车等交通违法行为。努力提高大家的交通安全意识，确保安全出行。



图 3- 2 吐鲁番市安全宣讲图片

（2）2014 年 4 月，在吐鲁番市第一中学、第四中学，宣传民警针对学生参与日常交通活动的特点，把学生易犯的交通违法行为与安全法有关条款进行剖析，提醒同学们在参与日常交通活动中应当如何安全行走、如何安全乘车和骑车，并举例一个个生动的案例，要求每位学生从小就要学习和掌握必要的交通安全常识，用学到的交通安全法规规范自己的交通行为，在日常的交通活动中严格遵守交通法规，自小养成良好的交通行为习惯，珍爱生命，安全出行。

（3）2014 年上半年，吐鲁番市交警大队举行“六进” 交通安全宣讲活动，在不同地点（麦西来甫广场、华润公司、学校、军分区活动中心等），针对不同人群，进行了交通安全宣讲，每月最低 3-4 次活动，上半年共交通安全宣讲 35 次，累计受教育人数达 27910 人。

根据实地调查，近几年，吐鲁番市不断完善城市道路交通标识牌的设置，全市范围内设置有医院学校指示牌、道路指示牌、机动车信号灯、三角形（圆形）标牌、人行道标牌等。所有的城市道路标识牌均用汉语与维吾尔语两种语言标示。全市范围内交通道路标识牌设置情况见表 3-5。

表 3- 5 吐鲁番市城市道路交通标识牌设置情况 单位：个

路名	医院学校指示牌	道路指示牌	机动车信号灯	三角形、圆形标牌	人行道标牌
绿洲路	4	6	4	16	4
高昌路	/	6	7	18	6

老城路	10	9	6	18	6
文化路	/	4	2	16	2
柏孜克里克路	2	5	4	15	4
木纳尔路	/	1	/	/	/
东环路	/	4	/	/	/
西环路	/	4	/	2	/
军民共建路	/	1	/	/	/
合计	16	40	23	85	22

表 3-6 道路安全意识教育计划与实际实施效果对比

计划措施	本期发现	备注
道路安全意识教育	开展“文明交通行动计划”活动、深化“六进”交通安全宣传工作、强化与新闻媒体合作、广泛深入宣传交通法律法规、成立全市交通安全宣传机构、摆放交通事故展板，播放交通安全警示教育片、不断完善城市道路交通标识牌的设置	2014 年 1-6 月，“六进”交通安全宣讲活动在吐鲁番市不同地点，针对不同人群，进行了交通安全宣讲，每月最低 3-4 次活动，上半年共交通安全宣讲 35 次，累计受教育人数达 27910 人。

3.2 增强受益措施的实施情况

3.2.1 吸收当地劳动力参与项目建设

项目开工后，施工单位按照项目业主要求，在临时用工方面尽量雇佣当地居民（尤其是征地拆迁户）。在雇用非技术民工时，在同等条件下优先考虑少数民族和妇女。由于部分妇女的主要工作是家务劳动，包括洗衣、做饭和照顾老人小孩等，导致妇女参与的时间不多。本次监测发现，在吸纳当地居民参与工程建设方面，施工单位采取了如下措施：

- ◆ 对他们进行了岗前安全教育及简单技能培训；
- ◆ 按照工期要求，与他们签订临时用工协议；
- ◆ 按照工种，给予每人每天 180 元到 400 元不等的工资；一般而言，受雇

的当地居民一个月可获得 2000 元到 3000 元的收入，支付方式为日结或月结制。
具体施工队雇佣本地劳动力情况详见表 3-7。

表 3-7 项目工程合同段雇佣当地劳动力情况

合同段	雇佣当地劳动力情况					用工工资标准		
	雇佣时间段	少数民族		汉族		工种	费用（元/天）	
		男	女	男	女		男	女
A16	2011.5.1—2011.11.20 2012.3.10—2012.6.10	30	/	10	/	普工	130	/
						大工	250	/
						一般职工	200	/
A17	2012.3.10—2012.6.10	10	/	120	5	特殊工	400	200
A18	2011.4. 5 至今	10	8	20	12	普工	320	180
						技工	360	220

表 3-8 吸收当地劳动力参与项目建设计划与实际实施效果对比

计划措施	本期发现	备注
吸收当地劳动力参与项目建设	同等条件下优先考虑少数民族和妇女、按照工种给予每人每天 180 元到 400 元不等的工资、签订临时用工协议	由于地下街的改造，子项目 A18 还未全部完工。该子项目雇佣当地劳动力 50 人，其中女性 20 人。工作时间分为 2011 年 4 月 5 日至今。用工标准分为普工、技工，用工费用标准分别为男性每人每天 320、360 元，女性每人每天 180、220 元。

3.2.2 鼓励妇女参与项目、拓宽就业面

考虑到妇女对于土地的依赖性强于男性，而且妇女受教育程度和技术水平等方面低于男性。施工单位尽量、优先为妇女提供合适的就业岗位，增加她们的收入。

2014 年 1 月，吐鲁番市妇联利用冬闲时机，进一步加大对农村妇女培训的力度，开展培训活动，培训活动以坚持“实际、实用、实效”的原则，利用冬闲农村妇女相对集中的有利时机，切实加大对农村妇女的培训力度，培训中重点抓好基层妇联工作业务知识、妇女手工刺绣、糕点制作、烹饪、缝纫、农业实用技术、家庭教育、艾滋病防治、法律法规等内容，开展妇女手工刺绣、糕点制作、

烹饪、缝纫、农业实用技术、家庭教育、艾滋病防治、法律法规等各类培训 11 期、讲座 27 期、竞赛活动 4 场次，培训农村妇女 3908 人次。。

2014 年 7 月，吐鲁番市妇联开展刺绣一条街和刺绣点揭牌仪式，在仪式上，阿米娜·吐尔逊常委要求妇女学技术、学手艺，走出家门创业，构建以现代文化为引领的和谐美好家园，并对 37 户刺绣能手首批命名为刺绣点。坚持以现代文化为引领，加大对妇女的创业力度，依托“妇女之家”开展靓丽大讲堂、举办各类妇女技能培训，如刺绣、服装设计、庭院靓丽的美化，形象礼仪、法律法规知识，母亲素质提升等培训，使她们掌握 1-2 个实用技能，提高妇女就业创业力度，增加收入。



图 3-3 刺绣揭牌仪式和糕点培训

3.2.3 加强公众参与

通过监测发现，相关负责少数民族发展计划的局办十分重视社区参与和协商，广泛听取社会团体、政府其他部门、社区和移民的意见，鼓励少数民族各方参与移民安置及重建工作。关于在整个项目如何尽最大可能促进少数民族地区社会经济发展的议题上，相关局办也积极走访少数民族社区，与受影响少数民族代表进行积极沟通与联系，开办相应座谈会，主动了解该群体实际需求与真实想法。

3.2.4 增加公共交通的覆盖面

截止本次监测，吐鲁番城区共有 8 条公交线路，线路为 1 路、5 路、6 路、101 路、102 路、202 路、201 路及 208 路，共 61 辆公交车，公交站点共有 170 处，其中建设港湾式站台 44 处。吐鲁番市城市公交线路东至新市区，南至苏公塔，西至交河鱼种场，北至公交修理厂，公交线路全长 62.01 公里，每万人拥有

公交车标台数 9.55 标台。

由于历史的原因，吐鲁番市城市公共交通客运的发展整体还比较滞后，存在着公交客运能力不足、发展方式粗放、服务质量不高等突出问题，与经济社会发展需求和人民群众期待还有较大差距。但较上期监测增加一条运营线路，市区道路公交通车率为 90%以上，基本满足市区人民群众乘车需求，其中 2013 年公司营运车辆 1-10 月份客运量为 580 万人次

表 3-9 增加公共交通覆盖面计划与实际实施效果对比

计划措施	本期发现	备注
增加公交公司、出租车公司的覆盖面，扩大公交服务的范围，覆盖到安置点	公交运营线路和公交车辆总数有所增加；乘车环境得到改善；城区老年人优待范围与幅度不断扩大，加大老城区与新城区之间的交通联系，购置新车辆，调整运营模式	针对始发站和终点站滞留车辆进行严格检查，加快发车频率，确保广大少数民族乘客准时乘车；为 65 岁以上老年人、现役军人、拔尖人才提供免费乘车服务，为学生提供半价乘车服务

3.2.5 弱势群体的扶持

吐鲁番市民政局、项目单位等对城市道路沿线受影响的征地拆迁户采取了一些措施对弱势群体进行扶持。

（1）吐鲁番市受项目影响弱势群体家庭有 15 户，共计 49 人。吐鲁番市积极与施工单位协商，解决相关弱势群体家庭的临时就业，目前 6 户家庭中有 19 人参与工程建设。项目单位针对低保户、五保户和残疾人等弱势群体无钱建房的状况，免费为农户建造房屋。通过与施工单位协商，目前受影响的弱势群体中已有 8 人在施工现场从事临时性工作，每天的工资为 180 元到 400 元不等。相应的措施还包括对没有技能的征地拆迁户提供农业种植方面的技能培训。

（2）吐鲁番市建设局、民政局等相关单位对弱势群体的扶持措施包括：政府设立专门的富余劳动力登记办公室，已安排沿线受影响家庭中的 33 人进入施工场地工作，工资 180—400 元不等；通过与施工单位协商，施工单位将相应的土方工程交由该部分群众承担。

（3）吐鲁番市人力资源和社会保障局以扩大就业，稳定就业为工作的出发点和落脚点，积极贯彻落实国家、自治区的优惠政策，对从事微利项目、灵活就

业以及人力资源部门认定的城镇零就业家庭、下岗失业人员、未就业大中专毕业生和失地农民等就业困难人员，加大帮扶扶持力度，帮助就业困难人员寻找就业之路，扎实稳妥做好就业援助金的发放落实工作，确保就业援助金真正惠及每一位符合条件的就业困难人员。



图 3-4 招聘会现场

3.2.6 少数民族技能培训

本次监测发现，2014 年吐鲁番市参加职业技能培训人数为 13594 人，其中少数民族人数为 13174 人，占总人数的 96.91%。吐鲁番市相关部门加大了宣传了力度，通过培训信息的宣传单、宣传手册、宣传画等双语宣传材料，为少数民族提供就业信息。对农村少数民族富余劳动力开展培训的具体工种包括：砌筑工、沼气生产工、拖拉机驾驶员、农机维修工、保育员、家政服务员、养老护理员、烤全羊、大盘菜制作、馕制作、抓饭制作、薄皮包子制作、烤包子制作、发面包子制作、刺绣、维吾尔花帽制作、护理病人及设施农业种植、养殖等。通过调查了解到，在具体培训过程中，相关部门还对相应的培训活动进行一定程度上的经济补贴，具体补贴标准为：

◆ 职业技能培训补贴标准：

A 类职业（工种）培训补贴标准为 1500 元/人；

B 类职业（工种）培训补贴标准为 1000 元/人；

C 类职业（工种）培训补贴标准为 750 元/人。

D 类职业（工种）培训补贴标准为 375 元/人

E 类职业（工种）培训补贴标准为 250 元/人

◆ 专项能力培训补贴标准：

A 类补贴标准为 375 元/人；

B 类补贴标准为 250 元/人；

C 类补贴标准为 125 元/人。

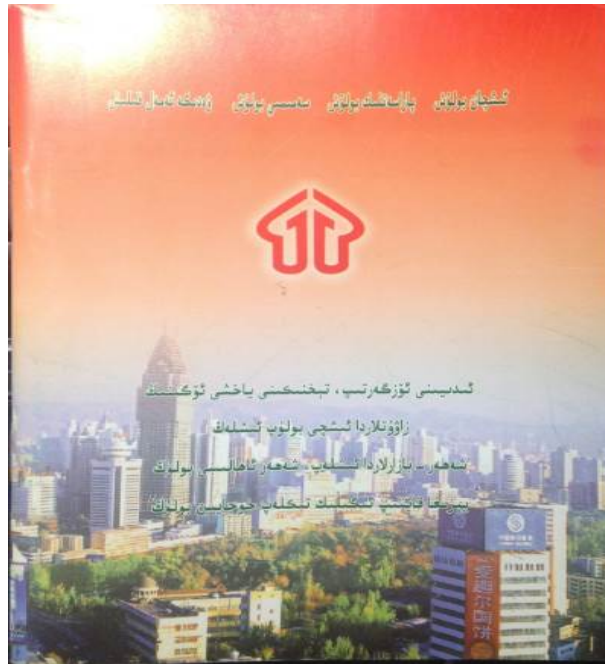


图 3-5 少数民族语言技能培训宣传册

3.2.7 利用当地建筑材料和运输资源

根据对施工单位的调查发现，施工所需的土、砂、石、水泥和石灰等建筑材料均是当地材料。在满足工程质量的前提下使用本地建筑材料可以节约成本，而且可以增加当地少数民族居民在施工期间的家庭收入，增强当地少数民族居民对于本项目的支持度。

同时，在条件允许的前提下也尽可能充分利用当地运输资源参与道路建设材料的运输，促进当地建材业和运输业的发展，增加当地少数民族居民在工程施工期间的家庭经济收入。

4.问题与建议

4.1 发现

(1) 按照工程实际进度安排，少数民族发展计划已具体开始实施，项目单位、各地政府及其主管部门按照《少数民族发展计划》，正采取相关措施使项目建设对少数民族的负面影响降到最低，以确保项目能让少数民族受益。比如等优化设计方案以尽量减少移民征地和房屋拆迁、减缓或消除施工干扰和影响、降低对少数民族社区的干扰、保护公共卫生安全、道路安全意识教育、吸收当地劳动力参与项目建设、鼓励妇女参与项目、加强公众参与、增加公交公司、出租车公司的覆盖面、弱势群体的扶持、技能培训、利用当地的建筑材料和运输资源等一系列措施都已完成或正在实施。

(2) 项目区内各少数民族人口对本项目持欢迎态度。经过实地调查和走访，监测评估机构发现：项目区内少数民族人口认为本项目虽然存在征地拆迁等少部分负面影响，但也给当地带来了交通出行条件的改善、促进劳动力就业、提高妇女地位等积极影响。项目区域内少数民族人口对本项目建设持欢迎态度。

(3) 项目的建设为本地居民就业提供了机会，而且大量施工人口的增加也有利于餐饮等服务业的发展。经过实地调查和走访，监测评估机构发现：项目建设期向当地居民提供了大量的就业岗位，当地村民的收入因此有所增加。

(4) 各地政府及其主管部门正在实施的促进劳动力转移、缓解贫困及促进就业等各项措施有利于本项目效益的最大化。截至目前，吐鲁番市受项目影响区域正在实施少数民族的技能培训、双语教育、旅游发展、少数民族特色产业等项目，这些发展项目促进了当地少数民族的就业与长远发展。少数民族计划涉及项目都以促进少数民族人口发展为根本目的，其实施也有利于扩大本项目效益的最大化。

(5) 自治区住房与城乡建设厅、吐鲁番市住房与城乡建设局等机构对于少数民族发展计划的实施高度重视，各级政府机构及其主管部门通过与业主、施工单位之间的交流、沟通和协调，认真实施少数民族发展计划的相关措施，对少数民族发展起到了重大的作用。

4.2 建议

（1）进一步增加针对受项目影响的少数民族的发展计划。截止目前，少数民族发展计划措施已经开始实施，但是发展项目需要进一步细化，更加有针对性的对受项目影响的少数民族提供扶持措施。

（2）项目单位要建立、健全少数民族发展计划实施报告制度和内部监测制度。鉴于目前的内部监测体系刚刚建立，项目单位要按照亚行相关政策和少数民族发展计划的规定，建立起完善的少数民族发展计划实施报告制度和内部监测制度。内部监测包括：少数民族发展计划的实施进度、实施内容、资金落实、计划目标的完成情况。以雇佣当地劳动力为例，建立档案管理制度。对长期用工、临时用工相关资料建立档案管理制度，确保农民工权利。档案管理的内容包括：施工场地用工人数、施工场地使用当地建材情况、临时培训当地施工人员人数等。

亚洲开发银行贷款项目报告

新疆城市交通与环境改善
哈密市城市道路和基础设施建设项目
少数民族发展计划监测

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1 项目及其所在地区概况

1.1 项目概况

亚行贷款哈密市城市交通与环境改善项目包括哈密市市区范围内的八一南路和人民路两条道路的道路工程、桥涵工程，以及道路绿化、道路照明、交通工程、环卫设施等附属工程。两条道路建设子项目具体情况见表1-1。

表 1-1 道路工程建设规模概况 单位：米，平方米

路名	道路起终点		红线 宽度	长度	机动车道 面积	非机动车 道面积	绿化带 面积	人行道 面积
	起点	终点						
八一南路	环城路	八一 北路	54.0	3518.64	84875.16	48029.44	/	22167.43
人民路	环城路	中山路	40.0	1906.58	27998.65	14972.20	13308.62	14661.94
合计	/		94.0	5425.22	112873.8	63001.64	13308.62	36829.37

1.2 社会经济情况

哈密市面积 8.5 万平方公里，下辖 18 个乡、镇，5 个街道办事处，92 个行政村，30 个居委会。全市总人口 40.44 万人，有汉、维、哈、回等 31 个民族组成，其中：汉族人口占 70.99%，少数民族人口占 29.01%。非农业人口 23.1 万人，占总人口的 57.12%。

2011 年实现生产总值（GDP）176.70 亿元，比上年增加 42.14 亿元，按可比价计算，增长 22.2%。城镇居民人均可支配收入 15845 元，比上年增加 2230 元，增长 16.4%，其中，工资性收入 9972 元，增长 9.4%。人均消费性支出 13097 元，增长 25.8%。

2 少数民族发展计划实施监测与评估

2.1 监测评估机构

本项目少数民族发展计划外部独立监测评估工作由河海大学中国移民研究中心承担。2012年7月，河海大学中国移民研究中心根据项目需要，已专门成立了“新疆城市交通和环境改善区域发展项目少数民族发展计划实施外独立部监测评估工作组”。本次监测在第一期监测基础上将根据亚洲开发银行相关政策及项目少数民族发展计划外部独立监测评估大纲，针对少数民族发展计划实施效果进行全方位的监测和评估。

2.2 监测评估任务

少数民族发展计划外部独立监测评估机构根据亚洲开发银行的要求，针对该项目少数民族发展计划的实施开展独立的监测与评估工作。主要任务包括：

- 计划实施机构走访及评估；
- 典型样本村社会经济情况调查；
- 典型样本户跟踪走访和调查；
- 特殊群体走访和调查；
- 施工现场调查及评估；
- 向计划实施机构反映本次监测发现的问题，并提出针对性的建议；
- 编写少数民族发展计划监测评估报告。

2.3 监测评估方法

文献调研 对与少数民族发展计划实施活动有关的各种文献（如业主及少数民族发展计划具体实施机构的总结性报告、统计资料、专题调研资料等）进行系统而有针对性的收集。

内部监测报告分析 通过对内部监测报告的详细查阅，掌握少数民族发展计划实施进展和实施过程中出现的问题等情况，制定相应的监测评估调查方案和监测评估方法。

机构走访 对项目业主和各少数民族发展计划的实施机构（旅游局、教育局、妇联、劳动局、民宗局）进行访谈。了解目前各少数民族发展计划实施机构所采取的措施、工作中取得的成绩和存在的问题。此外，通过机构走访，监测评估机构还对少数民族发展计划实施机构能力进行监测和评估。

入户访谈 与受影响的少数民族家庭进行深入访谈，了解项目受影响个人、家庭的社会经济情况、生计恢复情况、少数民族发展计划各种措施的落实、家庭因项目建设带来的影响以及从项目中的受益情况、少数民族家庭对少数民族发展计划实施的相关意见和建议等。

座谈会 外部监测评估人员在受影响少数民族人群较为集中地区，召开市、县（区）、乡镇政府（或街道）、村（或居委会）干部和少数民族居民代表共同参加的座谈会，收集如下关键信息：项目区域内社会经济概况（主要为社区或村集体发展情况）、妇女和贫困群体发展情况、少数民族发展计划措施实施情况、项目建设给居民带来的影响和受益情况、少数民族代表对计划实施的具体意见和建议，以及计划实施中相关问题的协调、沟通等。

实地观察 实地走访项目施工区域，了解工程施工单位对少数民族发展计划具体执行进度、措施安排及效果等。针对实地走访发现的问题，少数民族发展计划实施外部独立监测评估机构将给予相应的解决建议及对策。

典型个案调查 通过跟踪调查对少数民族典型户进行调查和访谈。涉及的内容包括：典型个案的经济恢复情况、家庭收入和支出等内容。对典型的少数民族家庭（如单亲家庭、贫困家庭等）进行实地调查，获取第一手资料，进行分析研究，发现存在或潜在的问题，提出解决问题的建议。

2.4 监测评估技术路线

少数民族发展计划监测评估技术路线见图 2-1。

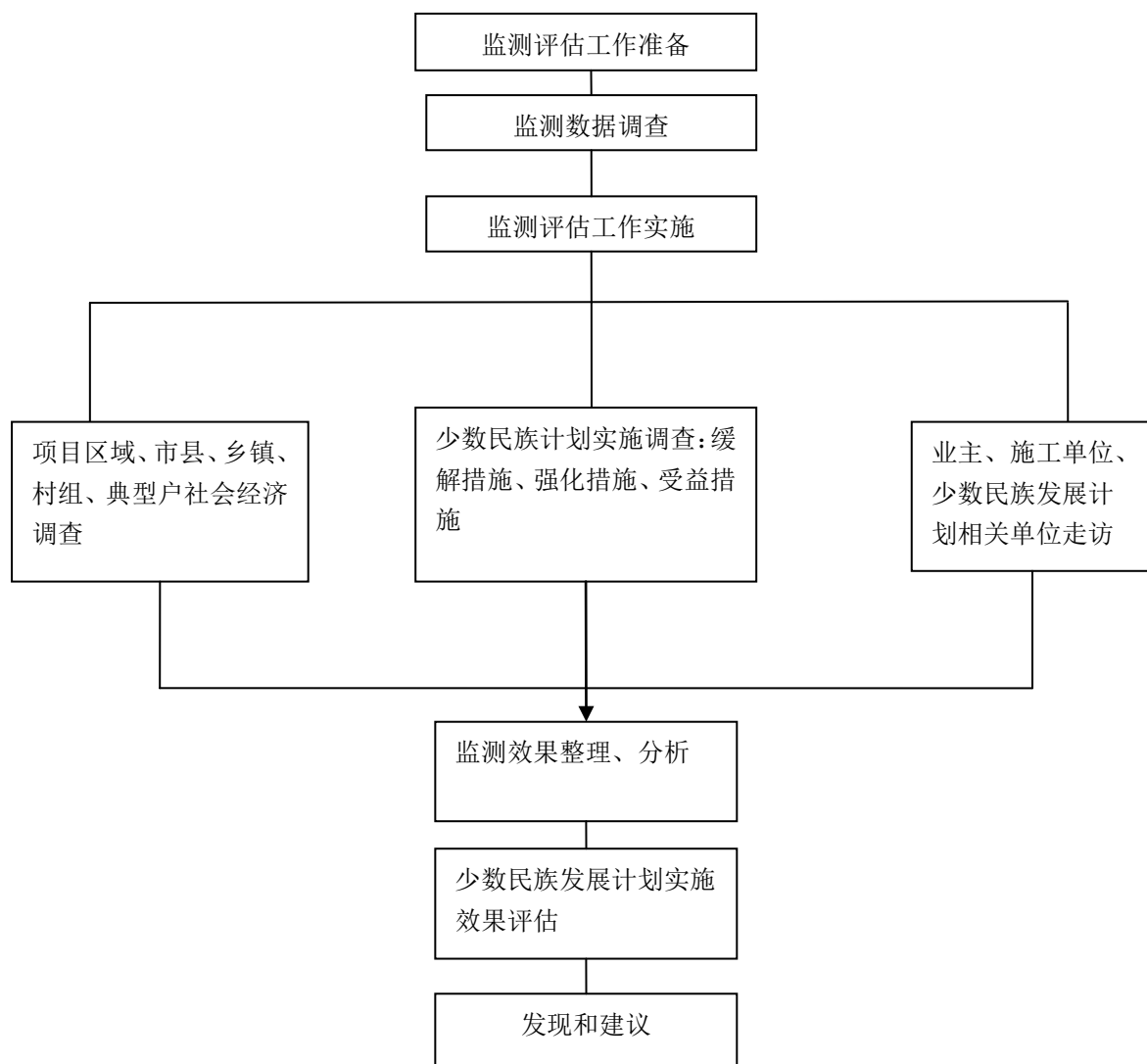


图 2-1 少数民族发展计划监测评估监测路线

2.5 监测评估内容

外部监测机构根据少数民族发展计划监测评估大纲的要求，主要就以下方面对少数民族发展计划的实施进行每年两次监测和评估：

- 项目建设进度；
- 项目区社会经济现状；
- 典型村社会经济现状；
- 典型样本家庭社会经济现状；
- 少数民族发展计划措施的落实情况；
- 少数民族发展计划执行机构能力建设；

- 沿线受影响的少数民族反映的问题，提出的建议等；
- 少数民族发展计划实施效果；
- 少数民族发展计划内部监测情况；
- 其它相关内容监测；

2.6 监测评估实施

本次监测外业调查于 2014 年 8 月 24 日开始，8 月 29 日结束，为期 6 天。河海大学中国移民研究中心派出 2 名专职监测评估人员，组成了监测评估外业调查小组，对项目区域内进行了机构走访、典型样本村调查、典型户调查、特殊群体走访实地调查。

机构走访 监测评估机构根据少数民族发展计划监测评估大纲要求，对计划具体实施和执行机构进行实地走访，并收集统计报表、工作日志和总结报告等各种相关资料。本次监测走访的机构包括：自治区交通建设管理局、项目涉及的交通（厅）局、旅游局、民宗局、社会保障局、扶贫办、妇联、卫生局、交警大队、学校、各级乡（镇）政府及其它相关机构。

座谈会 监测评估机构在监测过程中，针对项目区域及附近居民提出的意见和建议、监测调查结果等情况，及时联络少数民族发展计划实施单位和村民召开座谈会，为实施单位和村民提供及时的沟通渠道，以利于计划实施过程中出现问题的及时解决。

特殊群体走访 对征地拆迁中的特殊群体（如妇女为户主的家庭、贫困家庭等）少数民族发展计划监测评估小组以入户调查方式对他们进行了实地调查。

实地调查 由于项目已经进入全面实施阶段，本次调查的重点是移民安置情况、少数民族发展计划各项措施的实施情况、实施过程中存在的问题和不足，发展措施对少数民族居民的作用、各项措施的实施效果、机构能力评估等内容。

3 少数民族发展计划采取的措施及实施

少数民族发展计划措施分为两类：即缓解措施和增强受益的措施。在本次监测中将对上述措施的执行情况及实施效果进行监测。下表是本次监测的主要内容：

表 3- 1 少数民族发展计划增强与收益措施

编号	计划措施	本期发现
A	缓解措施	
1	优化设计方案以尽量减少移民征地和房屋拆迁	通过方案比选有效减少了征地的数量，实际比计划减少征地 18.59 亩
2	减缓或消除施工干扰和影响	以下措施取得了良好效果：把混凝土搅拌等产生噪音较大的施工措施放在郊区进行、复原道路两旁的绿化带、设立垃圾回收箱、建立双语安全警示标志、增加安全监督员岗位、运输材料车辆避开夜间和高峰期等措施
3	降低对少数民族社区的干扰	施工不会干扰当地少数民族正常的宗教活动，也未出现少数民族投诉现象。
4	保护公共卫生安全	对施工现场的饮水质量进行实时检测，施工营设置临时医疗室 过悬挂横幅和发放宣传单、宣传小册等方式宣传结核病、麻风病、艾滋病等常见传染病的预防常识和症状
5	道路安全意识教育	完成机动车驾驶人集中教育 2.3 万人，组织专题宣传教育 50 场次，播放交通安全教育宣传教育片 340 场次，共发放倡议书、温馨提示卡、宣传挂图等交通安全宣传材料 25 万份，宣传挂图 1000 余份、宣传展板 1500 余块，滚动播放交通安全标语 40 万余条，为文明交通宣传营造了浓厚氛围。
B	增强受益的措施	
1	吸收当地劳动力参与项目建设	组织培训合适的当地民工，提高了受影响少数民族的就业竞争力

2	鼓励妇女参与项目	项目的施工为当地妇女提供了一定的就业机会，同时举办妇女技能培训，成立刺绣协会
3	加强公众参与	在项目实施期间多次召开公开座谈会，听取公众的意见
4	增加公交公司、出租车公司的覆盖面	开通运行的公交线路增至 22 条，拥有 251 辆公交车为缓解道路拥堵压力，重点对迎宾路、人民路、解放路、广东路、北郊路等路段的公交站点进行了优化调整，整合站点 38 处
5	弱势群体的扶持	建立城乡劳动者就业失业实名制登记制度，认真做好就业困难人员的就业援助，加强公益性岗位的开发管理包括环卫、保洁、公安协警、司法协理员、劳动保障协理员、卫生系统协理员、民政、计生、工会等基层协理员，项目用工、为工程建设提供餐饮服务和劳动技能培训等方面优先考虑该类人群家庭
6	技能培训	已完成“万名农村劳动力技能培训”11937 人，培训后就业率达 62%。培训各类人员 18391 人，新增职业资格证书 5773 人，在岗职工培训 3779 人，完成全年目标任务的 80.4%；就业再就业培训 2094 人，完成全年目标任务的 69.8%；创业培训 1008 人，完成全年目标任务的 126%；农业富余劳动力转移就业培训 11510 人，完成全年目标任务的 115%。职业培训目标管理预期计划考核指标完成情况：“三定”培训 7973 人，完成全年目标任务的 132%；高级以上技能培训 431 人，完成全年目标任务的 53.8%。
7	利用当地的建筑材料和运输资源	施工所需的土、砂、石、水泥和石灰等建筑材料均是当地材料，当地司机在项目上搞运输，当地少数民族居民通过项目施工，家庭收入有了一定程度提高。

3.1 缓解措施的实施情况

3.1.1 优化设计方案尽量减少移民征地

工程建设势必会涉及征地、拆迁和移民。为此，规划设计单位通过方案比选和设计优化减少移民征地。计划征收国有土地24.07亩，实际征收国有土地15.30亩，计划征收集体土地72.07亩，实际征收集体土地62.25亩。

3.1.2 减缓或消除施工干扰和影响

在本次监测中发现，各标段施工单位均已制定相关措施减缓或消除施工干扰和影响，相关的措施如下：

（1）施工单位制定了严格的措施，合理安排施工时段，施工时间主要安排在白天，晚上不工作，防止过度噪音对居民日常生活的影响。对于施工过程中容易产生较大噪音的混凝土砂浆搅拌，项目施工队改变了过去在施工现场搅拌混凝土的做法，直接从城市郊区的混凝土搅拌站购买混凝土，用专门的运输车运到施工现场使用，极大的降低了噪音的产生。同时，施工单位设立了专门的作业区，用围挡围住，也在一定程度上隔绝了噪音的传播，把噪音的影响降低到最低限度。

（2）因为是对原有道路的拓宽改造，所以施工不可避免的会对道路原来的绿化带造成破坏。道路上原来种植的树木，在施工过程中已经由专门的园林部门负责转移到了别的地方。在道路建设过程中会专门预留出空间供将来的绿化使用。本次监测发现，新建好的人民路上已经重新种植了树木，并且栽种上了花和草，共同形成了道路的绿化带。

（3）道路施工现场制定了严格的垃圾管理制度，设有专门的垃圾回收处理箱，工人接受过相关的教育，严禁随意丢弃。工程施工过程产生的垃圾由专人负责回收、处理，工人的生活垃圾也丢弃在指定的垃圾处理箱中，从根本上避免了对施工所在区域环境产生的污染。

（4）为了减小项目施工对民族居民出行的影响，施工单位在重要场所，如清真寺、居民楼、单位和道路沿线等周围均设置双语的安全警示标志。预留出专

门的通道供施工区域的居民出行，用围挡将施工区域隔离开，尽最大程度为居民的出行提供便利。

(5) 施工期各标段均设有安全监督员 2-3 名。施工场地设有明显的安全警戒线，施工场地设有多个安全警示标牌、标语，并且经常更换。工人在上岗前需要接受专门的安全生产培训，待合格后方能上岗。整个施工现场有一套标准化的造作流程，最大限度的降低了安全隐患。

(6) 施工期大吨位车辆通行及大量的材料运输可能导致交通堵塞和交通事故，建筑材料运输避开交通高峰期，或在夜间进行，以减少交通堵塞，降低对居民出行的影响。

(7) 本次监测发现，项目施工已接近尾声，以上措施取得了良好效果，很大程度上减缓或消除了施工干扰和影响。

3.1.3 降低对少数民族社区的干扰

在工程的施工区域，有维吾尔族大十字清真寺一座和回族陕西寺一座，为了避免对少数民族社区产生干扰，引起不必要的矛盾，施工队采取了几个方面的措施：

首先，对施工队内部的工人进行了少数民族文化意识习俗教育，使他们尊重少数民族的文化习俗，避免因不理解产生误会。同时，允许施工队里的少数民族工人在礼拜的时间做礼拜，不过问其正常的宗教活动。其次，施工现场远离人民路毗邻的陕西寺和大十字清真寺，其距离至少在 500 米以上。在清真寺举行重大活动的时候，施工队也尽量错开时间施工，减少对少数民族的影响。最后，施工队还配备了专门的双语翻译人员，经常与施工沿线的少数民族社区交流，听取他们对施工过程中一些不足之处的建议，并及时改正，避免了误会的产生。

本次监测发现，以上措施取得了良好的效果。施工队和受项目影响的少数民族相处融洽，没有发生矛盾。

3.1.4 保护公共卫生安全

(1) 为了保障施工营地的环境卫生，施工单位派专人对施工营地进行杀菌消毒工作，特别是公共设施的消毒、灭菌工作。同时，在施工人员及其从属人员

临时居住场所洒灭蚊、灭蝇、灭鼠等药物，有效控制各类传染性疾病的流行。在本次监测中发现，各施工营地未发生食物中毒事件，未发生突发性传染病事件。

（2）为了保障施工营地的食品安全，施工单位的餐饮由专人负责采购新鲜的食品和蔬菜，特别请了厨师为工人制作可口的饭菜。

（3）在各施工营地设立了临时的医疗室，储备了常用药，包括治疗感冒伤风、发烧、消炎、预防痢疾、止血等药剂。医疗室的设置为应对施工人员及其从属人员发生意外和流行性疾病时采取应急处理措施提供了保障。

（4）2014 年 1 月，疾控中心以世界麻风病日宣传为契机，紧紧围绕“加速行动，宣传麻风危害”的宣传主题，通过设立宣传咨询台、悬挂宣传横幅、张贴宣传标语、发放宣传品及宣传单等形式进行，共发放宣传资料 200 余份，接受群众麻风病防治知识咨询 30 余人次。

（5）2014 年 3 月，哈密市卫生局牵头，哈密市疾控中心组织结防科人员、社区卫生服务中心、乡镇卫生院开展结核病宣传系列活动，分别在集贸市场、学校、社区、乡村等地连续进行了结核病防治知识宣传活动。医务人员对民众宣传结核病的预防常识和常见症状，发放结核病防治知识宣传单、折页、报刊袋、小药盒、笔袋等宣传品 2000 余份，并对群众的健康咨询进行健康指导。

（6）2014 年 5 月，哈密市政府组织在哈密市一小举办“访民生、惠民生、聚民生”的宣传活动。哈密地区社会保障局、哈密地区维吾尔医院、哈密市民政局、哈密市戒毒所及哈密市疾病预防控制中心等多家单位 20 余人参与本次宣传活动。活动中疾控中心工作人员通过悬挂横幅和发放宣传单、宣传小册等方式向群众宣传常见传染病的预防常识和症状，活动共计发放宣传单及宣传折页 150 余份，现场接受居民咨询 120 余人。

3.1.5 道路安全意识教育

本次监测发现，哈密市积极开展各类道路交通安全宣传活动，具体措施如下：

（1）2013 年，哈密市交警大队将全市划分 5 个片区，由 12 名中队长分别挂片负责，按照分片包干、民警承包联系的方式，来营造文明交通环境。同时将《道路交通安全法》的普及宣传与系列交通整治专项行动相结合，依托广播电台、电视台、报社、互联网站、LED 屏，以集中宣传、悬挂宣传横幅、开通短信平台、

开辟宣传专栏、播放公益广告等多种形式在全市开展广泛宣传，最大限度提高辖区群众的知晓率、参与率。

(2)2013 年度，一年来开展下乡服务便民活动 12 次，为群众提供咨询 5000 余人次，举办大中型客货车辆及驾驶人的审核教育培训班 8 期，接受学习教育人数接近 1000 名，受到了各族群众的一致好评和称赞。共组织专题宣传教育 80 场次，播放交通安全宣传教育片 520 场次，进机关、企事业单位、学校教授交通安全课 220 场次，发放倡议书、温馨提示卡、等材料 50 万份，宣传挂图 2750 余份、宣传展板 2700 余块，滚动播放交通安全标语 60 万余条。

(3)2014 年度上半年，哈密市交警大队先后完成机动车驾驶人集中教育 2.3 万人，组织专题宣传教育 50 场次，播放交通安全教育宣传教育片 340 场次。同时大队联合教育、企事业单位等部门深入学校、企业、农村、社区，开展交通安全专题宣传讲座、交通安全问卷调查、赠送交通安全宣传材料、书籍、光碟等活动。共发放倡议书、温馨提示卡、宣传挂图等交通安全宣传材料 25 万份，宣传挂图 1000 余份、宣传展板 1500 余块，滚动播放交通安全标语 40 万余条，为文明交通宣传营造了浓厚氛围。



图 3-1 哈密市交通安全教育活动

3.2 强化措施的实施情况

3.2.1 吸收当地劳动力参与项目建设

本次监测发现，在雇用非技术民工时，在同等条件下优先考虑少数民族和妇女。由于部分妇女的主要工作是家务劳动，包括洗衣、做饭和照顾老人小孩等，导致妇女参与的时间不多。在吸纳当地居民参与工程建设方面，施工单位采取了如下措施：

- ◆ 对他们进行了岗前安全教育及简单技能培训；
- ◆ 按照工期要求，与他们签订临时用工协议；
- ◆ 按照工种，给予每人每天 60 元到 80 元不等的工资；一般而言，受雇的当地居民一个月可获得 1800 元到 2400 元的收入，支付方式为日结制。

3.2.2 鼓励妇女参与项目

哈密市妇联大力扶持妇女刺绣产业，实施巾帼科技致富工程，发挥妇女手工刺绣协会指导、带动和服务功能，进一步推进妇女编织示范基地。本次监测发现，哈密市民族手工艺刺绣厂有所增加，已达到 8 家，全市设有手工艺品专卖店 30 余家，从事刺绣产业加工的妇女增加致 1200 余人，人均年增收 4000 余元。

哈密市妇联组织当地少数民族成立刺绣协会，采取非政府组织性质的管理模式，提供刺绣机器，为刺绣协会争取投资项目和无息的循环资金贷款，增加当地少数民族家庭收入的同时，也很大激发了大家参与的兴趣。



图 3-2 哈密少数民族妇女刺绣

3.2.3 增加公交公司、出租车公司的覆盖面

本次监测发现，哈密市的公交线路较上次有所更新，开通运行的公交线路增至 22 条，拥有 251 辆公交车，公交线路全长 242.8 公里，线网长度 120 公里，每万人拥有公交车标台数为 6.98 标台。但随着哈密市区车辆的不断增加，市区各交通干道、次干道车辆拥堵的问题引起了市委、市政府的高度重视。亚行贷款项目道路的建成，极大的改善了哈密市交通拥堵的状况，哈密市公交总公司也积极配合，制定出一套治理市区交通拥堵状况的实施方案。

为缓解哈密市城市道路交通拥堵压力，总公司在市政府的安排下，由市交通局、公安局、住建局等部门联合对城市道路进行梳理，重点对迎宾路、人民路、解放路、广东路、北郊路等路段的公交站点进行了优化调整，整合站点 38 处。同时市政府对八一南路进行改造，投资 210 万元对原公交站亭进行改造，新建公交港湾 13 处，有效的改善了道路交通环境。

3.2.4 弱势群体的扶持

哈密市民政局认真履行职责，确保民生优惠政策落到实处。本次监测发现，哈密市对弱势群体认真做好就业困难的就业援助。动态做好“零就业家庭”的调查摸底和就业服务工作，全地区新产生“零就业家庭”21 户，安置就业 21 人；有 5460 名就业困难人员享受社会保险补贴 1221 万元。

哈密市同时加强公益性岗位的开发管理。截止目前，共开发公益性岗位 6387 个，公益性岗位开发的主要去向是：环卫、保洁 3626 人，公安协警 1183 人，司法协理员 131 人，劳动保障协理员 342 人，卫生系统协理员 191，综合治理协理员 331 人，民政、计生、工会等基层协理员 583 人。

3.2.5 技能培训

本次监测发现，哈密市加大了技能培训的宣传力度，一是 2 万份带有就业政策、求职信息、培训信息的宣传单、宣传手册、宣传画、进城农民工须知的扑克等及时送到城乡失业人员手中，并通过电台、电视台、报纸等媒体反复播放各项促进就业优惠政策。二是深入企业面对面进行政策宣传，让用人单位和广大劳动

者熟悉掌握就业扶持政策。三是依托街道（乡镇）、社区基层劳动保障工作人员向城乡各类劳动者开展有针对性的反复宣传扶持政策。四是通过举办政策研讨培训班、专题讲座等形式向基层的政策执行者进行政策培训。

截至本次监测，已完成“万名农村劳动力技能培训”11937人，培训后就业率达62%。培训各类人员18391人，新增职业资格证书5773人，在岗职工培训3779人，完成全年目标任务的80.4%；就业再就业培训2094人，完成全年目标任务的69.8%；创业培训1008人，完成全年目标任务的126%；农业富余劳动力转移就业培训11510人，完成全年目标任务的115%。职业培训目标管理预期计划考核指标完成情况：“三定”培训7973人，完成全年目标任务的132%；高级以上技能培训431人，完成全年目标任务的53.8%。

哈密市可以开展培训的具体工种包括：汽车驾驶员、推土、汽车修理、电工、中式烹饪、餐厅服务员、家政服务员、水暖工、护理师、农艺工、钢筋工、抹灰工、创业培训等方面。通过调查了解到，在具体培训过程中，相关部门还对相应的培训活动进行一定程度上的经济补贴，具体补贴标准为：

◆ 职业技能培训补贴标准：

A类职业（工种）培训补贴标准为1500元/人，鉴定补贴160元/人；

B类职业（工种）培训补贴标准为1000元/人，鉴定补贴120元/人；

C类职业（工种）培训补贴标准为750元/人，鉴定补贴110元/人；

D类职业（工种）培训补贴标准为375元/人，鉴定补贴100元/人；

E类职业（工种）培训补贴标准为250元/人，鉴定补贴90元/人；

◆ 专项能力培训补贴标准：

A类补贴标准为375元/人，鉴定补贴30元/人；

B类补贴标准为250元/人，鉴定补贴30元/人；

C类补贴标准为125元/人，鉴定补贴20元/人。

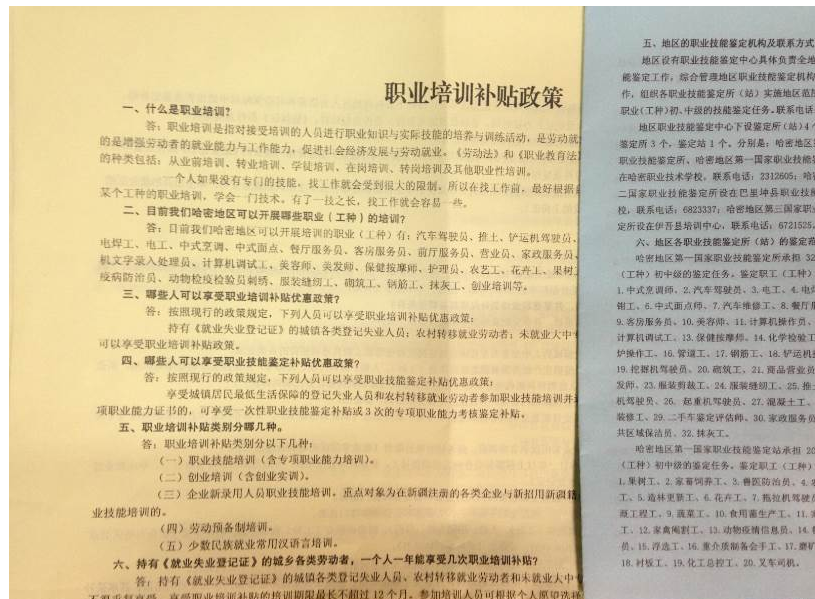


图 3-3 哈密市技能培训的宣传材料

3.2.6 利用当地的建筑材料和运输资源

根据对施工单位的调查发现，施工所需的土、砂、石、水泥和石灰等建筑材料均是当地材料。在满足工程质量的前提下使用本地建筑材料可以节约成本，而且可以增加当地少数民族居民在施工期间的家庭收入，增强当地少数民族居民对于本项目的支持度。

同时，在条件允许的前提下也尽可能充分利用当地运输资源参与道路建设材料的运输，促进当地建材业和运输业的发展，增加当地少数民族居民在工程施工期间的家庭经济收入。

4 问题与建议

4.1 发现

（1）按照工程实际进度安排，少数民族发展计划已具体开始实施，项目单位、各地政府及其主管部门按照《少数民族发展计划》，正采取相关措施使项目建设对少数民族的负面影响降到最低，以确保项目能让少数民族受益。比如，雇用当地劳动力、培训、弱势群体建房扶持、消除或减缓施工干扰、吸收当地劳动力等措施都已完成或正在实施。

（2）项目区内各少数民族人口对本项目持欢迎态度。经过实地调查和走访，监测评估机构发现：项目的实行给当地带来了交通出行条件的改善、促进了当地经济的发展和劳动力就业、提高妇女地位等积极影响。项目区域内少数民族人口对本项目建设持欢迎态度。

（3）项目的建设为本地居民就业提供了机会，而且大量施工人口的增加也有利于餐饮等服务业的发展。经过实地调查和走访，监测评估机构发现：项目建设期向当地居民提供了大量的就业岗位，当地居民的收入因此有所增加。

（4）各地政府及其主管部门正在实施的促进劳动力转移、缓解贫困及促进就业等各项措施有利于本项目效益的最大化。截至目前，哈密市受项目影响区域正在实施少数民族的技能培训、双语教育、旅游发展、少数民族特色产业等项目，这些发展项目促进了当地少数民族得就业与长远发展。少数民族计划涉及项目都以促进少数民族人口发展为根本目的，其实施也有利于扩大本项目效益的最大化。

（5）自治区住房与城乡建设厅、哈密市住房与城乡建设局等机构对于少数民族发展计划的实施高度重视，各级政府机构及其主管部门通过与业主、施工单位之间的交流、沟通和协调，认真实施少数民族发展计划的相关措施，对少数民族发展起到了重大的作用。

4.2 建议

（1）进一步增加针对受项目影响的少数民族的发展计划。截止目前，少数民族发展计划措施已经开始实施，但是发展项目需要进一步细化，更加有针对性的对受项目影响的少数民族提供扶持措施。

（2）项目单位要建立、健全少数民族发展计划实施报告制度和内部监测制度。鉴于目前的内部监测体系刚刚建立，项目单位要按照亚行相关政策和少数民族发展计划的规定，建立起完善的少数民族发展计划实施报告制度和内部监测制度。内部监测包括：少数民族发展计划的实施进度、实施内容、资金落实、计划目标的完成情况。以雇佣当地劳动力为例，建立档案管理制度。对长期用工、临时用工相关资料建立档案管理制度，确保农民工权利。档案管理的内容包括：施工场地用工人数、施工场地使用当地建材情况、临时培训当地施工人员人数等。

（3）建立完善的抱怨申诉制度。项目办要结合各相关局办为受影响的少数民族提供一个系统的平台，并对施工活动、公共安全等方面建立申诉和抱怨机制，以维护少数民族的权益，促进少数民族从项目中受益。

亚洲开发银行贷款项目报告

新疆城市交通与环境改善
奎屯市城市道路和基础设施建设项目
少数民族发展计划监测

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1 项目及地区概况

1.1 项目概况

1.1.1 项目建设内容

奎屯市城市道路和公共设施建设项目的工程内容包括：（1）道路工程，改建城市道路 13 条，其中主干路 2 条，次干路 2 条，支路 9 条，道路总长度 23.6 公里；（2）环卫设施工程，购置道路照明设施并购置道路养护高空作业车 1 辆，振动式压路机 1 辆、乳化沥青灌缝机 1 辆及挖掘机 1 辆及挖掘机 1 辆，道路维护用翻斗车 2 辆，新增果皮箱 480 个，垃圾收集房 21 座，240L 垃圾桶 105 个，工作信息点 3 座，公厕 11 座，配备垃圾压缩车 4 辆，洒水车 2 辆，清扫车 2 辆，清雪车 2 辆。

表 1-1 拟建城市道路规模一览表

序号	道路名称	道路性质	道路长度（m）	道路总宽（m）	道路起点	道路终点
1	北京东路	主干路	2822	63	玛纳斯街	鄯善街
2	团结南街	主干路	2168	63	火车站	北京路
3	乌鲁木齐东路	次干路	2930	56	玛纳斯街	鄯善街
4	乌鲁木齐西路	次干路	2034	56	217 国道	托里街
5	西一街	支路	1519	40	喀什路	北京西路
6	和布克塞尔街	支路	1615	36	阿克苏路	乌鲁木齐西路
7	额敏街	支路	1935	36	南环路	北京西路
8	塔城街	支路	1935	48	南环路	北京西路
9	乌苏街	支路	2423	40	南环路	乌鲁木齐西路
10	呼图壁街	支路	1114	42	库尔勒路	乌鲁木齐东路
11	喀什路西段	支路	427	40	西一街	和布克塞尔街
	喀什路东段	支路	943	40	托里街	塔城街
12	库尔勒路	支路	900	40	托里街	塔城街
13	奇台西路	支路	836	36	托里街	塔城街
合计			23601			

1.1.2 项目进展

奎屯市道路和环境改善子项总体形象进度为 97.5%。截至本次监测，实施进展情况如表 1-2 所述。

表 1-2 项目实施进展情况

合同包	合同内容	合同金额（元）	实施进展情况	完工百分比	完成投资（元）
A13	乌鲁木齐西路、和布克赛尔街、西一街、	49126806.67	2013 年 6 月 30 日	100%	49119977.21

	额敏街、乌苏街、喀什街、库尔勒路等道路改建		完工		
A14	北京东路、乌鲁木齐东路、呼图壁街、塔城街和奇台西路道路改建	40699725.92	2014年6月30日 完工	100%	37277046.1
A15	团结南街道路改建	13242070.83	2013年6月30日 完工	100%	13242070.83
B4	照明灯具、照明电缆线、道路照明节能控制	5383929.20	2011年9月30日 完工	100%	5383929.20
D4.1	垃圾收集站和环卫工人休息点 承包商：新疆永昌建设工程有限公司 监理单位：新疆城乡建设工程设计有限公司奎屯分公司	4124875.8	完成合同授予	55%	2300000



图1 北京东路

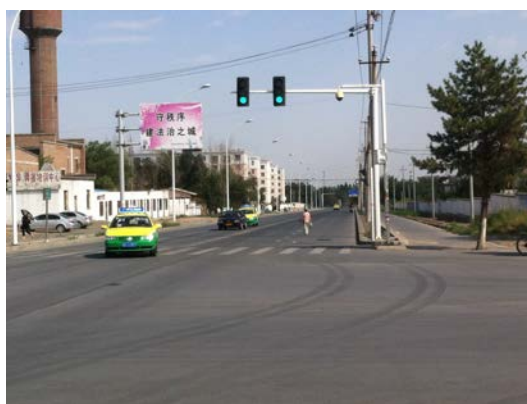


图2 额敏街

1.2 社会经济情况

奎屯市成立于1975年，是伊犁哈萨克自治州直属市，位于天山北麓准噶尔盆地西南缘，东与沙湾县接壤，西与乌苏市毗邻，北与克拉玛依市相接，南与克拉玛依市独山子区相连。行政区面积1109.89平方公里，下辖5个街道办事处和一个农业乡。2011年全市完成生产总值91.5亿元，增长18%。

2011 年末，全市总户数 5.59 万户，总人口 15.38 万人，比上年增长 0.3%，由汉、哈、维、回、蒙等 30 个民族构成，其中少数民族人口 10659 人，占总人口的 7%。非农业人口 14.87 万人，增长 0.97%。男性人口 7.64 万人，女性人口 7.74 万人。出生人口 868 人，人口出生率 5.64‰；死亡人口 653 人，人口死亡率 4.24‰。城镇居民人均可支配收入 16650 元，比上年增加 2435 元，增长 17.1%。其中，工资性收入 11041 元、经营性收入 2935 元，分别增长 13.8%、15.7%。城镇居民人均生活消费支出 11363 元，增长 13.6%，其中人均食品支出 4143 元，增长 17.5%。城镇居民人均住房面积 31.2 平方米。农牧民人均纯收入 8370 元，比上年增加 1370 元，增长 19.6%。居民储蓄存款余额 70.87 亿元，增长 26%。

2 少数民族发展计划实施监测与评估

2.1 监测评估机构

本项目少数民族发展计划外部独立监测评估工作由河海大学中国移民研究中心承担。2014 年 8 月，河海大学中国移民研究中心根据项目需要，成立“新疆城市交通和环境改善区域发展项目少数民族发展计划实施外独立部监测评估工作组”对项目实施情况进行第三次监测。本次监测将根据亚洲开发银行相关政策及项目少数民族发展计划外部独立监测评估大纲，针对少数民族发展计划实施效果进行全方位的监测和评估。

2.2 监测评估任务

少数民族发展计划外部独立监测评估机构根据亚洲开发银行的要求，针对该项目少数民族发展计划的实施开展独立的监测与评估工作。主要任务包括：

- 计划实施机构走访及评估；
- 典型样本村社会经济情况调查；
- 典型样本户跟踪走访和调查；
- 特殊群体走访和调查；
- 施工现场调查及评估；
- 向计划实施机构反映本次监测发现的问题，并提出针对性的建议；
- 编写少数民族发展计划监测评估报告。

2.3 监测评估方法

文献调研 对与少数民族发展计划实施活动有关的各种文献（如业主及少数民族发展计划具体实施机构的总结性报告、统计资料、专题调研资料等）进行系统而有针对性的收集。

内部监测报告分析 通过对内部监测报告的详细查阅，掌握少数民族发展计划实施进展和实施过程中出现的问题等情况，制定相应的监测评估调查方案和监测评估方法。

机构走访 对项目业主和各少数民族发展计划的实施机构（建设局、妇联、劳动和社会保障局、民宗局、疾控中心、交警大队）进行访谈。了解目前各少数民族发展计划实施机构所采取的措施、工作中取得的成绩和存在的问题。此外，

通过机构走访，监测评估机构还对少数民族发展计划实施机构能力进行监测和评估。

入户访谈 与受影响的少数民族家庭进行深入访谈，了解项目受影响个人、家庭的社会经济情况、生计恢复情况、少数民族发展计划各种措施的落实、家庭因项目建设带来的影响以及从项目中的受益情况、少数民族家庭对少数民族发展计划实施的相关意见和建议等。

座谈会 外部监测评估人员在受影响少数民族人群较为集中地区，召开市、县（区）、乡镇政府（或街道）、村（或居委会）干部和少数民族居民代表共同参加的座谈会，收集如下关键信息：项目区域内社会经济概况（主要为社区或村集体发展情况）、妇女和贫困群体发展情况、少数民族发展计划措施实施情况、项目建设给居民带来的影响和受益情况、少数民族代表对计划实施的具体意见和建议，以及计划实施中相关问题的协调、沟通等。

实地观察 实地走访项目施工区域，了解工程施工单位对少数民族发展计划具体执行进度、措施安排及效果等。针对实地走访发现的问题，少数民族发展计划实施外部独立监测评估机构将给予相应的解决建议及对策。

典型个案调查 通过跟踪调查对少数民族典型户进行调查和访谈。涉及的内容包括：典型个案的经济恢复情况、家庭收入和支出等内容。对典型的少数民族家庭（如单亲家庭、贫困家庭等）进行实地调查，获取第一手资料，进行分析研究，发现存在或潜在的问题，提出解决问题的建议。

2.4 监测评估技术路线

少数民族发展计划监测评估技术路线见图 2-1。

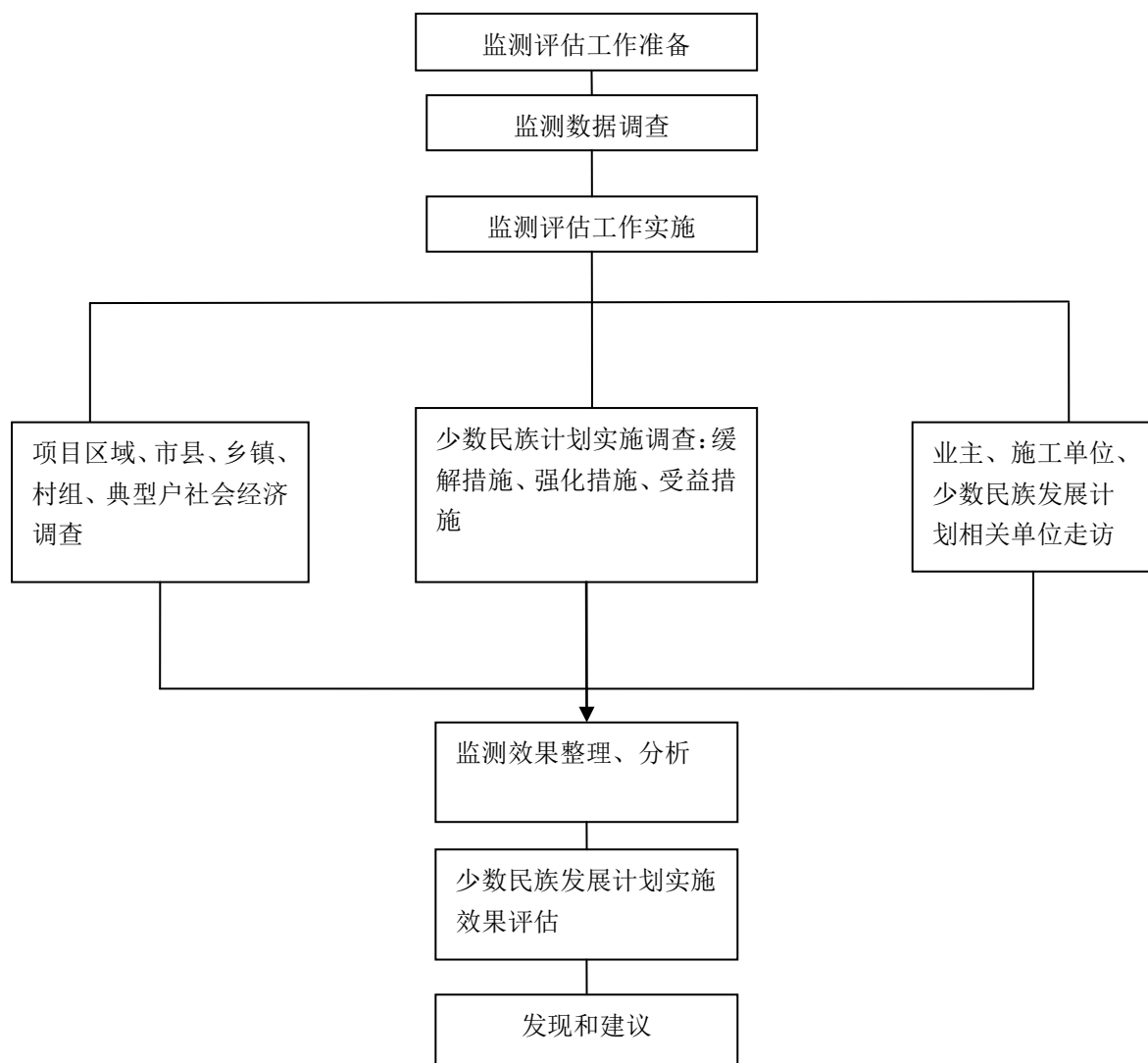


图 2-1 少数民族发展计划监测评估监测路线

2.5 监测评估内容

外部监测机构根据少数民族发展计划监测评估大纲的要求，主要就以下方面对少数民族发展计划的实施进行每年两次监测和评估：

- 项目建设进度；
- 项目区社会经济现状；
- 典型村社会经济现状；
- 典型样本家庭社会经济现状；
- 少数民族发展计划措施的落实情况；
- 少数民族发展计划执行机构能力建设；
- 沿线受影响的少数民族反映的问题，提出的建议等；

- 少数民族发展计划实施效果;
- 少数民族发展计划内部监测情况;
- 其它相关内容监测;

2.6 监测评估实施

本次监测外业调查于 2014 年 8 月 25 日开始, 8 月 30 日结束, 为期 5 天。河海大学中国移民研究中心派出 3 名专职监测评估人员, 组成了监测评估外业调查小组, 对项目区域内进行了机构走访、典型样本村调查、典型户调查、特殊群体走访实地调查。

机构走访 监测评估机构根据少数民族发展计划监测评估大纲要求, 对计划具体实施和执行机构进行实地走访, 并收集统计报表、工作日志和总结报告等各种相关资料。本次监测走访的机构包括: 项目涉及的建设局、社保局、民宗局、劳动局、妇联、疾控中心、交警大队其它相关机构。

座谈会 监测评估机构在监测过程中, 针对项目区域及附近居民提出的意见和建议、监测调查结果等情况, 及时联络少数民族发展计划实施单位和村民召开座谈会, 为实施单位和村民提供及时的沟通渠道, 以利于计划实施过程中出现问题的及时解决。

特殊群体走访 对征地拆迁中的特殊群体(如妇女为户主的家庭、贫困家庭等)少数民族发展计划监测评估小组以入户调查方式对他们进行了实地调查。

实地调查 由于项目已经进入全面实施阶段, 本次调查的重点是移民安置情况、少数民族发展计划各项措施的实施情况、实施过程中存在的问题和不足, 发展措施对少数民族居民的作用、各项措施的实施效果、机构能力评估等内容。

3 少数民族发展计划采取的措施及实施

少数民族发展计划措施分为两类：即缓解措施和增强受益的措施。在本次监测中将对上述措施的执行情况及实施效果进行监测。下表是本次监测的主要内容：

编号	计划措施	本期发现
A	缓解措施	
1	优化设计方案以尽量减少移民征地和房屋拆迁	奎屯项目在原有道路上重建，无征地和拆迁影响
2	减缓或消除施工干扰和影响	(1) 采取控制措施，根据工程量统筹安排施工 (2) 严格控制噪音和粉尘，施工中低噪音工艺和施工方法
3	降低对少数民族社区的干扰	(1) 在宗教活动时间停止施工，避免打扰少数民族正常的宗教活动 (2) 对相关项目施工人员进行民族文化等教育 (3) 配备双语翻译人员协调日常事务
4	保护公共卫生安全	(1) 加强法定传染病监测和疫情管理 (2) 积极进行食品卫生、公共场所卫生、水质、健康监测工作 (3) 积极开展艾滋病防治工作及疫情控制 (4) 公共卫生应急
5	道路安全意识教育	(1) 设置双语路牌、标志 (2) 设置临时便道指示牌，做好各类道路安全主题宣传活动
B	增强受益的措施	
1	吸收当地劳动力参与项目建设	(1) 优先录用本地劳动力参与工程建设 (2) 向当地妇女以及少数民族提供非技术性岗位及合理报酬
2	鼓励妇女参与项目	(1) 实施妇女创业小额贷款项目 (2) 加大对妇女就业的培训
3	加强公众参与	工程的立项、建设召开了公众参与会议，听取了当地百姓的心声，建立了畅通的意见反馈渠道
4	增加公交公司、出租车公司的覆盖面	新增公交线路
5	弱势群体的扶持	有效实施城乡低保工作，健全城乡医疗救助制度，低保户代扣廉租房租金，大力开展“阳光救助暖万家”宣传周活动
6	技能培训	培训各类人员 8324 人次，， 各项技能竞赛中，均获得优秀名次。投资 60 万元，在奎屯市海纳尔社区建成 289 平方米的就业实训基地，同时还完成了各类人员职业技能鉴定 3165 人，完成率 502.3%
7	利用当地的建筑材料和运输资源	施工所需的建筑材料，如混凝土、沙石、石膏等均采购本地产品

3.1 缓解措施的实施情况

3.1.1 减缓或消除施工干扰和影响

奎屯市亚行贷款项目中的 6 条交通干线道路主要有团结南街、塔城街、乌苏街——此三条路为南北主要道路；乌鲁木齐东路、乌鲁木齐西路、北京东路——为东西主要道路。

为了减小施工对交通的影响，根据各条道路的工程量统筹安排各施工队进场的次序及道路封闭的时间，随着工程进度调整路面铺筑时间。各条道路以交叉口划分施工段，安排好施工节奏，不得“全面开花、全线施工”。及时联系交警、公交部门，通报道路封闭时间及段落，积极通过小区居委会广为宣传避免与居民的摩擦。小区出入口设置临时便道及指示牌，派专人指挥交通，保证安全。施工运输车辆上下班高峰期暂停运行，尽量早晚出入施工现场。行驶途中避让社会车辆，临时停靠组织有序，避免挤占行车道路。

施工中采用低噪音的工艺和施工方法。施工工序中，有巨大噪音的工序应尽量避免在夜间施工以免影响附近居民正常休息；严格控制人为噪声，进入施工现场不得高声喊叫，无故摔打模板、乱吹哨，限制高音喇叭的使用，最大限度地减少噪音扰民。当工程工期紧张和技术质量要求必须采取昼夜施工时，先申报建设行政主管部门及环境行政主管部门批准，并与当地居民及居委会协调好关系，方能予以施工，施工时，尽量采取降低噪音措施。固定的机械和运动机械如空压机、混凝土泵、挖掘机、推土机和自卸货车可通过消音管和隔离机器的振动部件来降低噪声。产生噪音的部件可部分或全部封闭以使噪声降低。维持动力机械良好的运行状态，一切动力机械设备均应适时维修，避免维修不良的设备因松动部件震动或降低噪声部件（如消音器）的损坏而产生很强的噪声。

3.1.2 降低对少数民族社区的干扰

（1）施工期间当地少数民族居民担心施工将干扰宗教活动。因此，为了消除当地少数民族居民的后顾之忧，开工前积极主动找有关单位，部门协商制定合理的施工方案和防噪音措施，尽量把影响减少到最低程度。奎屯市建设局责成施工方在星期五不得在清真寺附近 500 米的范围内进行施工。

（2）施工单位分发了关于少数民族文化习俗等相关信息的提示材料，使工人尊重当地少数民族的风俗习惯以及正常的宗教活动，并且邀请当地民委等政府

主管部门人员对相关材料的发放进行监督，避免工人出现违反当地少数民族风俗习惯和产生冲突事件。

(3) 工程参建单位配备双语（哈萨克语、维吾尔语）翻译人员，在项目实施过程中，使工程参建单位与当地少数民族居民可以有效协商、沟通和联系，同时也使得当地少数民族居民更好地参与本项目的实施。

3.1.3 保护公共卫生安全

在项目实施过程中，施工人员、施工单位从属人员以及工程所在地少数民族居民大量聚集在施工场地。因此，需要对公共卫生和人群健康等进行科学的管理并采取相应的措施。

加强法定传染病监测和疫情管理。1—5 月全市共报告报告乙、丙类传染病 15 种共 584 例，全年无甲类传染病报告。其中乙类传染病 390 例，占总发病数的 66.90%，丙类传染病 194 例，占总发病数的 33.10%。发病数在前三位分别是乙肝（192 例）、其它感染性腹泻（103 例）、手足口病（83 例）。另外 71 家个体诊所和医疗机构共报告传染病月报表 126 份，传染病报告卡 0 张。1-5 月共完成传染病疫情分析 5 份，均及时上报上级部门，另及时处理传染病异常信息自动预警事件 26 次。完成“疾病预防控制基本信息”资料维护 1 次。

积极开展艾滋病防治工作。每月组织人员对宾馆、发廊、美发美容、桑拿按摩、洗浴、网吧、工地、吸毒人员等高危人群和群众进行面对面的宣传活动，针对妇女工作者、街道干部开展艾滋病知识讲座 2 期，参加人员共计 140 余人。1-5 月共干预性服务者 1122 人次，检测人数 327，累计检测率 89.8%，发放宣传资料 1200 份。

食品卫生监测工作：接受市卫生局卫生监督所委托检验 4 家集中消毒企业成套消毒餐具 400 份；接受其他客户委托检验消毒餐具 127 份；公共场所卫生监测工作：接受公共场所委托监测 45 户；水质监测工作：接受卫生局卫生监督所委托检验城市集中供水出厂水 4 份，高层二次供水 6 份。接受其他客户委托检验生活饮用水、游泳池水 28 份；日常监测开干齐乡集中供水出厂水 10 份，管网末梢水 10 份，城市集中供水管网末梢水 50 份；健康监测：开展从业人员健康检查，截止 5 月 31 日，体检办证 6135 人，其中餐饮从业人员体检办证 4998 人，公共场所 1137 人。

3.1.4 道路安全意识教育

交警与公交部门协同合作，通报道路封闭时间及段落，积极通过小区居委会广为宣传，为群众安全出行提供保障。施工区域附近小区出入口设置临时便道及指示牌，派专人指挥交通，保证安全。认真做好各类主题宣传活动。重点围绕宣传《中华人民共和国刑法修正案（八）》和《全国人民代表大会常务委员会关于修改〈中华人民共和国道路交通安全法〉的决定》等新出台和修订的法律法规。

3.2 强化措施的实施情况

3.2.1 吸收当地劳动力参与项目建设

整个项目的建设，积极鼓励当地百姓参与到项目中来，尽可能给当地百姓提供工作机会，提高收入，减少项目施工对当地居民的不良影响。根据对项目施工单位奎屯市市政工程公司相关负责人的访谈发现，施工队优先录用本地劳动力参与项目的建设。以环卫作息点和公厕建设项目为例，共雇佣 62 人，包括钢筋工 16 人、木工 18 人、砌筑工 13 人、架子工 6 人、水暖工 3 人、电工 2 人，男女比例达到 6:1，雇佣了当地 10 名女性劳动力，占总人数的 16.1%，给当地居民带来了极大的实惠。钢筋工、木工、砌筑工的酬劳为：大工 300 元/天，小工 180 元/天；架子工的酬劳为大工 350/天，小工 200/天；水暖工和电工的酬劳为 5000 元/月。

3.2.2 鼓励妇女参与项目

截止本次监测，奎屯市妇联积极推动妇女事业的发展，主要措施如下：

（1）出台《奎屯市妇女小额贴息贷款具体办法》、《奎屯市妇女创业就业优惠细则》等优惠政策，助推妇女创业，妇联为增强少数民族妇女科技致富能力，有针对性的对少数民族妇女进行创业技能培训，积极组织他们参加。实现妇女就业 2894 人。

（2）选派少数民族妇女外出学习考察，重点为传统手工项目，扶持适合妇女的特色项目，带动妇女就业，实现妇女富余劳动力转移 135 多人。

（3）对小额贷款扶持扶持创业的范围、对象、期限、贷款额度、贴息办法进行广泛宣传。通过 SYB 创业培训，帮助妇女选准经营方向，减少投资盲目性，

团结街道已为辖区内 20 人办理了小额贷款，其中有 12 名妇女创业贷款，金额达 175 万元。

3.2.3 增加公交公司、出租车公司的覆盖面

截至本次监测，2013 年奎屯市投资 1300 万元购置 36 辆大型豪华公交车，目前奎屯市有公交车 186 辆，新增 13 路公交车线路 1 条，线路全长 20 公里，1 路和 8 路公交车线路合并为一条环城线路，担负全城 70%以上市民出行任务另外公交公司还建设配套 3 个停车场。亚行贷款项目道路的建成，极大的改善了奎屯市交通状况，奎屯市公交总公司积极配合，制定公交覆盖亚行项目所建道路的方案，为老百姓日常出行提供便利保障。对实施低票价出现的政策亏损，政府给予相应财政补贴。奎屯现有出租车 989 辆，从业人员 1600 人，营运密度较大，基本覆盖全市范围。

3.2.4 弱势群体的扶持

奎屯市着力解决困难群众“生活难、就业难、就学难、就医难、住房难、诉讼难”等实际问题，严格落实上级有关文件并结合自身实际制定实施了《奎屯市城市居民最低生活保障实施细则》、《奎屯市最低生活保障对象医疗救助暂行办法》、《奎屯市农村居民最低生活保障暂行办法》、《奎屯市住房保障工作计划及任务分解》、《奎屯市低收入家庭住房状况入户调查工作方案》、《奎屯市廉租住房保障实施办法》等政策，保证优惠政策在帮扶活动中不折不扣地贯彻落实，使每一位困难群众都能感受到党和政府的关心和关爱。

（1）有效实施城乡低保工作，截至监测，全年保障城乡低保对象 11553 户 23092 人，发放低保金 1015 万元，实施低保提升工程，上半年为城乡低保对象 7776 人补发临时价格补贴 11.92 万元，今年奎屯市两次提高低保标准：上半年城市低保标准在原基础上提高 15 元/月；农村低保标准在原基础上提高 12 元/月，为 2648 位城乡低保人员发放资金 51.5069 万元。下半年城市低保按照 30 元/月提高补助水平；农村低保按照 16 元/月提高补助水平，为城乡低保人员 2427 人补发资金 20.41 万元，“古尔邦节”期间，为 205 户穆斯林贫困户、低保户发放每户 500 元的慰问金及免费活体冷鲜羊肉。

（2）健全城乡医疗救助制度，资助全市城乡低保对象参加城镇居民基本医疗保险，积极实施二次大病医疗救助。由政府全额支付城乡低保户、农牧民、城

镇无收入老年居民参加城镇居民医疗保险（3369 人，保费 20.99 万）和城乡低保对象参加大病保险（2658 人，保费 47.844 万），开展城乡医疗救助，救助困难群众 1874 人。

（3）低保户代扣廉租房租金，为改善低收入人群住房条件，奎屯截至本次监测，已交付使用廉租房 11 栋，500 余户低保户受惠。政府已为 2367 户低保人员代扣廉租房租金 10.44 万元。

（4）大力开展“阳光救助暖万家”宣传周活动。协同五个街道通过悬挂横幅、制作宣传展板、发放宣传单、现场咨询和答疑等形式，向市民进行社会救助等方面政策法规的宣传。

3.2.5 技能培训

截至本次监测，奎屯市人力资源和社会保障局积极落实各项职业技能培训优惠政策，针对市场就业需求，科学设置培训专业，紧紧围绕城镇零就业家庭、就业困难人员、下岗失业人员、农村富余劳动力、进城务工人员和企业职工等重点群体，开展各类职业技能培训，取得了较好的成效。

2012 年全市累计完成各类人员培训 8324 人，完成率 141.08%，其中：就业再就业培训 4039 人，完成率 106.3%；在岗职工培训 2856 人，完成率 168%；农村富余劳动力培训 1003 人，完成率 100.3%；创业培训 426 人，完成率 106.5%。同时，认真做好各项职业培训基础工作，培训目标计划量化分解，办班申报审核，教学计划，教学大纲，课程设置表等各项规章制度等均按照考核内容圆满完成。在先后参加的“第二届中国清真美食文化节新疆饕名品展示活动”、“州直民族特色烹饪大赛”、“2012 年伊犁州直职业技能竞赛”、“自治区第二届创业大赛伊犁州选拔赛”等各项技能竞赛中，均获得优秀名次。投资 60 万元，在奎屯市海纳尔社区建成 289 平方米的就业实训基地，同时还完成了各类人员职业技能鉴定 3165 人，完成率 502.3%。

3.2.6 利用当地的建筑材料和运输资源

施工单位尽可能在施工中利用当地的建筑材料，根据对施工单位奎屯市市政工程公司相关负责人的了解，工程建设所需要的全部混凝土全部来自于当地的三家混凝土搅拌厂，既减少了施工现场噪音的污染，又节约了成本。道路建设所需

要的其他材料：如沙石、石膏、塑料等也都选用了当地的产品，这样既节约了运输成本，也带动了当地经济的发展。

4 问题与建议

4.1 发现

（1）按照工程实际进度安排，少数民族发展计划已具体开始实施，项目单位、各地政府及其主管部门按照《少数民族发展计划》，已采取相关措施使项目建设对少数民族的负面影响降到最低，以确保项目能让少数民族受益。比如减缓或消除施工干扰和影响、降低对少数民族社区的干扰、保护公共卫生安全、道路安全意识教育、吸收当地劳动力参与项目建设、鼓励妇女参与项目、加强公众参与、增加公交公司、出租车公司的覆盖面、弱势群体的扶持、技能培训、利用当地的建筑材料和运输资源等一些列措施都已完成或正在实施。

（2）项目区内各少数民族人口对本项目持欢迎态度。经过实地调查和走访，监测评估机构发现：项目区内少数民族人口认为本项目虽然存在少部分负面影响，但也给当地带来了交通出行条件的改善、促进劳动力就业、提高妇女地位等积极影响。项目区域内少数民族人口对本项目建设持欢迎态度。

（3）项目的建设为本地居民就业提供了机会，而且大量施工人口的增加也有利于餐饮等服务业的发展。经过实地调查和走访，监测评估机构发现：项目建设期向当地居民提供了大量的就业岗位，当地村民的收入因此有所增加。

（4）各地政府及其主管部门正在实施的促进劳动力转移、缓解贫困及促进就业等各项措施有利于本项目效益的最大化。少数民族计划涉及项目都以促进少数民族人口发展为根本目的，其实施也有利于扩大本项目效益的最大化。

4.2 建议

（1）继续落实少数民族计划中的各项措施，保证工程建设达到预期的效果。少数民族计划中的有些措施已经在在工程建设中实施，在以后的工程建设中仍然需要持续进行，并严格按照计划的内容实行。

（2）继续落实当地居民的技能培训，特别是对妇女的技能培训，加大就业安置力度和弱势群体扶持，切实继续提高当地居民的生产生活水平。

（3）继续加强公众参与，特别是少数民族的参与。公开、透明的措施将确保当地居民和少数民族人民积极参与到项目中来，减少项目建设带来的风险，给当地带来实惠。

（4）建立少数民族发展计划实施协调机制。截止目前，少数民族发展计划措施已经开始实施，但是部分机构对少数民族政策缺乏细致的了解。监测评估单位建议：项目单位要建立起能够有效地联系施工单位、各地、州、市、县及其主管部门的计划实施协调机制，保证计划能够得到及时、有效地实施，从而实现少数民族人口从项目中受益目标的实现。

亚洲开发银行贷款项目报告

新疆城市交通与环境改善
昌吉市城市道路和基础设施建设项目
少数民族发展计划监测评估报告

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➤ 项目及其所在地区概况

1.1 项目概况

昌吉市城市道路和公共基础设施建设项目工程内容包括：（1）道路工程：包括建设城市道路 9 条，其中主干路 8 条，次干路 1 条，建设城市道路总长度 23.24km；南公园路桥梁一座 32 米。（2）环卫工程：新建公厕 8 座，垃圾收集房 8 座，果皮箱 394 个，垃圾箱 33 个，垃圾压缩车 5 辆，垃圾清运车 5 辆，清扫车 4 辆，清雪车 2 辆。

1.2 昌吉市社会经济情况

亚行贷款新疆城市交通与环境改善昌吉市城市道路和基础设施建设项目位于新疆昌吉回族自治州的首府昌吉市。

昌吉市为昌吉回族自治州的首府。新的行政划分上，昌吉市辖 2 乡 8 镇，6 个办事处，182 个村民委员会，89 个村民小组，49 个居民委员会。2011 年末，昌吉市总户数 121350 户，总人口 36.33 万人，其中男性 18.38 万人，女性 17.95 万人。在全部人口中，非农业人口数 23.43 万人。项目区的城市化水平较高。昌吉是新疆知名的宜居城市，城市化水平较高（70%），城乡基础设施完善。目前，供水普及率、城市污水处理率和生活垃圾无害化处理率均达到 100%，天然气入户率达到 92% 以上；道路机械化清扫率达 42%；城市道路装灯 100%；昌吉市绿地面积已达 998.67 公顷，绿地率达 34.4%，人均绿地面积达到 8.68 平方米。昌吉市是多民族聚居的地方，有汉、回、哈萨克、维吾尔等 32 个民族。2006 年全市少数民族人口数约为 9.16 万人，占总人口的 22.28%。其中，数量最多的少数民族是回族，人口数量为 55242 人，占总人口的 13.44%；其次是哈萨克族约 1.82 万人，占总人口的 4.43%，维吾尔族占总人口的 2.18%。与维吾尔族和哈萨克族更多的依赖于畜牧业不一样的是，回族则是更多的依赖于非农业生产。与那些维吾尔族比较集中的城市相比，比如哈密、喀什，昌吉市的维吾尔族是最少的。昌吉市目前有 6397 人，即 2.22% 的非农业人口享受城市最低生活保障待遇。2012 年，城镇居民人均可支配收入达到 18200 元，比 2011 年增长 10%。农牧民人均纯收入 12136 元，比 2011 年增加 1600 元。昌吉市的城镇等级登记失业率为 3.6%。少数民族的就业不集

中在任何特定的岗位。但是，在农业和餐饮业方面，少数民族的参与比例高。九年义务教育阶段，少数民族子女的入学率都接近了 100%。通过入户调查发现项目区少数民族小学以下文化程度的比例达到了 50%，说明项目区的居民的教育水平不高。项目区的主要少数民族的语言为汉语，其他民族的汉语水平也较高，这为当地的少数民族参与项目的各种机会提供了一个基础，这一点是项目区的其他城市不一样的。项目区的少数民族妇女的社会经济地位与新疆平均水平相比是比较高的，妇女广泛的参与到高附加值农业、旅游业、服务业等能带来现金收入的行业，为家庭生活条件的改善做出了贡献。

➤ 少数民族发展计划实施监测与评估

2.1 监测评估机构

本项目少数民族发展计划外部独立监测评估工作由河海大学中国移民研究中心承担。2012 年 6 月，河海大学中国移民研究中心根据项目需要，已专门成立了“新疆城市交通与环境改善昌吉城市道路和基础设施建设项目少数民族发展计划实施外独立部监测评估工作组”。本次监测在一期监测的基础上将根据亚洲开发银行相关政策及项目少数民族发展计划外部独立监测评估大纲，针对少数民族发展计划实施效果进行全方位的监测和评估。

2.2 监测评估任务

少数民族发展计划外部独立监测评估机构根据亚洲开发银行的要求，针对该项目少数民族发展计划的实施开展独立的监测与评估工作。主要任务包括：

- 计划实施机构走访及评估；
- 典型样本村社会经济情况调查；
- 典型样本户跟踪走访和调查；
- 特殊群体走访和调查；
- 施工现场调查及评估；
- 向计划实施机构反映本次监测发现的问题，并提出针对性的建议；
- 编写少数民族发展计划监测评估报告。

2.3 监测评估方法

文献调研 对与少数民族发展计划实施活动有关的各种文献（如业主及少数民族发展计划具体实施机构的总结性报告、统计资料、专题调研资料等）进行系统而有针对性的收集。

内部监测报告分析 通过对内部监测报告的详细查阅，掌握少数民族发展计划实施进展和实施过程中出现的问题等情况，制定相应的监测评估调查方案和监测评估方法。

机构走访 对项目业主和各少数民族发展计划的实施机构（民政局、教育局、妇联、劳动局、民宗局）进行访谈。了解目前各少数民族发展计划实施机构所采取的措施、工作中取得的成绩和存在的问题。此外，通过机构走访，监测评估机构还对少数民族发展计划实施机构能力进行监测和评估。

入户访谈 与受影响的少数民族家庭进行深入访谈，了解项目受影响个人、家庭的社会经济情况、生计恢复情况、少数民族发展计划各种措施的落实、家庭因项目建设带来的影响以及从项目中的受益情况、少数民族家庭对少数民族发展计划实施的相关意见和建议等。

座谈会 外部监测评估人员在受影响少数民族人群较为集中地区，召开市、县（区）、乡镇政府（或街道）、村（或居委会）干部和少数民族居民代表共同参加的座谈会，收集如下关键信息：项目区域内社会经济概况（主要为社区或村集体发展情况）、妇女和贫困群体发展情况、少数民族发展计划措施实施情况、项目建设给居民带来的影响和受益情况、少数民族代表对计划实施的具体意见和建议，以及计划实施中相关问题的协调、沟通等。

实地观察 实地走访项目施工区域，了解工程施工单位对少数民族发展计划具体执行进度、措施安排及效果等。针对实地走访发现的问题，少数民族发展计划实施外部独立监测评估机构将给予相应的解决建议及对策。

典型个案调查 通过跟踪调查对少数民族典型户进行调查和访谈。涉及的内容包括：典型个案的经济恢复情况、家庭收入和支出等内容。对典型的少数民族家庭（如单亲家庭、贫困家庭等）进行实地调查，获取第一手资料，进行分析研究，发现存在或潜在的问题，提出解决问题的建议。

2.4 监测评估技术路线

少数民族发展计划监测评估技术路线见图 2-1。

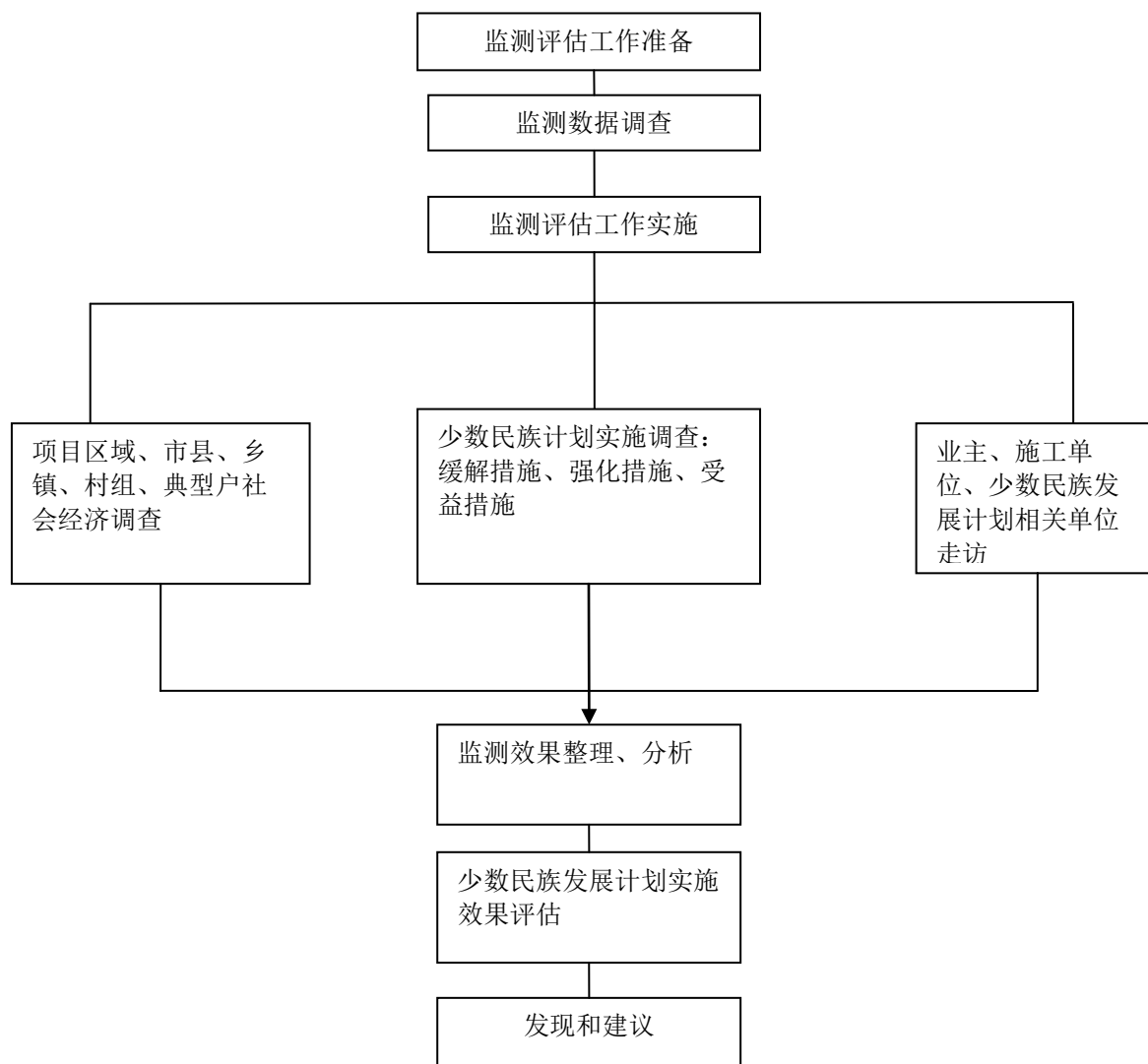


图 2-1 少数民族发展计划监测评估监测路线

2.5 监测评估内容

外部监测机构根据少数民族发展计划监测评估大纲的要求，主要就以下方面对少数民族发展计划的实施进行每年两次监测和评估：

- 项目建设进度；
- 项目区社会经济现状；
- 典型村社会经济现状；
- 典型样本家庭社会经济现状；
- 少数民族发展计划措施的落实情况；
- 少数民族发展计划执行机构能力建设；

- 沿线受影响的少数民族反映的问题，提出的建议等；
- 少数民族发展计划实施效果；
- 少数民族发展计划内部监测情况；
- 其它相关内容监测；

2.6 监测评估实施

本次监测外业调查于 2014 年 8 月 24 日开始，8 月 29 日结束，为期 6 天。河海大学中国移民研究中心派出 2 名专职监测评估人员，组成了监测评估外业调查小组，对项目区域内的昌吉（市）进行了机构走访、典型样本村调查、典型户调查、特殊群体走访实地调查。

机构走访 监测评估机构根据少数民族发展计划监测评估大纲要求，对计划具体实施和执行机构进行实地走访，并收集统计报表、工作日志和总结报告等各种相关资料。本次监测走访的机构包括：自治区交通建设管理局、项目涉及的昌吉（市）的交通（厅）局、民政局、民宗局、社会保障局、扶贫办、妇联、卫生局、交警大队、学校、各级乡（镇）政府及其它相关机构。

座谈会 监测评估机构在监测过程中，针对项目区域及附近居民提出的意见和建议、监测调查结果等情况，及时联络少数民族发展计划实施单位和村民召开座谈会，为实施单位和村民提供及时的沟通渠道，以利于计划实施过程中出现问题的及时解决。

特殊群体走访 对征地拆迁中的特殊群体（如妇女为户主的家庭、贫困家庭等）少数民族发展计划监测评估小组以入户调查方式对他们进行了实地调查。

实地调查 由于项目已经进入全面实施阶段，本次调查的重点是移民安置情况、少数民族发展计划各项措施的实施情况、实施过程中存在的问题和不足，发展措施对少数民族居民的作用、各项措施的实施效果、机构能力评估等内容。

➤ 少数民族发展计划采取的措施及实施

3.1 昌吉市城市道路和基础设施建设项目

少数民族发展计划的措施分为三类：即缓解措施、强化措施和受益措施。在本次监测中将对上述措施的执行情况及实施效果进行监测。下表是本次监测的主要内容：

表 2-1 少数民族发展计划增强与收益措施

编号	计划措施	上期发现	本期发现	备注
A	缓解措施			
1	与受影响户和少数民族沟通 优化设计降低征地影响	施工单位按照规划设计 合理利用土地	项目按照规划顺利进行	
2	确保建筑机器的运行降低噪音污染 确保农田、草地和树木不被损坏 在工程建设地，建立临时的垃圾搜集点，避免污染环境 确保承包商满足相关的环境、职业安全与健康标准	施工中对树木采取移栽 措施或围挡保护，对农 田、草地做了专项施工 方案 施工范围内有垃圾搜集 点，定期清运至垃圾处 理站 承包商均具有相关资质 标准。施工方根据相关 措施的要求，尽量减少 施工带来的负面影响	施工单位与受影响的各方面进行了有效 的沟通，很大程度降低了施工带来的负 面影响	在本次监测中未发生沿线 少数民族与施工人员发生 矛盾和纠纷事件
3	承包商在星期五不得在清真寺附近 500 米 的范围内进行施工 对工人进行少数民族文化习俗意识教育，邀 请民委参与	本项目未涉及清真寺； 工人接受相关少数民族 文化习俗意识教育，民 委参与其中	本项目未涉及清真寺； 在民委的参与协助下，工人接受相关少 数民族文化习俗教育取得了良好的效果	施工人员对民族知识比较 了解
4	施工营地区设置固定的垃圾箱，对所有生活 垃圾进行集中堆放，定时清运至各市垃圾堆 放场进行统一处理，严禁生活垃圾乱扔乱 丢，确保施工营地区的环境卫生；根据需要 设置一定数量的公共厕所 防止空气污染 委托昌吉市疾病预防控制中心中心去实施一 些措施去阻止传染性等疾病的蔓延	施工营地区域内各卫生 设施配套齐全，定期对 建筑和生活垃圾进行清 理 昌吉市疾控中心对采取 多项措施对各种传染性 疾病进行了监控，随时 掌握相关数据	每月对常规计划免疫、传染病防治等进 行监测 定期更新人感染甲型 H7N9 禽流感病毒 简报 对艾滋、结核等常见传染病的知识进行 大力宣讲 传染病发病率呈下降趋势	施工营地未发生传染病事 件、食品中毒事件、艾滋 病传染事件
编号	计划措施	上期发现	本期发现	备注

5	道路标识 社区、学校的道路安全教育	交警大队坚持不懈地开展道路交通安全宣传，努力提高道路交通参与者的交通安全意识 道路标识设置后，交通事故率呈下降趋势 交警大队每年组织多次安全教育活动，进社区，进学校，进乡镇，进企业，加大宣传力度	利用微博、微信、电视台、报纸等新型媒体，不断创新宣传工作举措和方式方法，因材施教将宣传的触角延伸到社会的每个角落	昌吉市公安局交警大队新浪微博： http://weibo.com/u/2172267202
B	增强受益的措施			
1	地方人民政府将与项目建设单位特别是施工单位充分协商，组织培训并推荐合适的当地民工特别是少数民族民工在工程建设中的合适岗位工作 妇联倡导项目建设期间为当地妇女提供技能培训并为愿意参与的妇女进行劳务技能培训活动	昌吉市人力资源和社会保障局组织了各类职业技能培训，增加了职业技能培训补贴，提高了受影响少数民族的就业竞争力	参加培训的人数增加，参加培训人员的积极性提高	技工 200 元/天 普工 150 元/天
2	已经设定了雇用 30%的目标，50%的培训机会给予妇女 妇联将提供创收方面的培训，特别是参与餐饮与手工业	基本完成雇佣 30%的目标，50%的培训机会给予妇女 妇女接受了创业培训，涉及餐饮与手工业 为妇女提供了内容更丰富的职业技能培训，加大了对妇女自主创业力度的支持	与劳动就业局联合举办妇女技能培训班，实地参观培训基地，各基层妇联组织举办妇女种养殖、美容美发、编织刺绣、服装设计裁剪、家政服务、家庭庭院环境美化、职业能力等素质提升培训班 33 期，培训妇女 7854 人，发放各类科技宣传资料 5000 余份	得到就业的机会的妇女工资得到很大提高

3	完全的信息披露与参与计划	项目施工开始后，经过调整期，已基本没有申诉发生。对于已发生的申诉，相关部门进行了妥善处理，有效保护了受影响人的权益	相关局办进行了多次座谈会，与受影响的少数名族有效地沟通	
4	扩大公交服务的范围，覆盖到安置点	城乡营运线路由 102 条增加至 103 条，日客运量大幅增加，极大地方便了城乡居民的出行运营车辆达到 465 辆，为提高巷道覆盖率提供了有力支持	规划全面完成昌吉世纪大道南延、南公园西路、哈密路等 27 条 35 公里城市道路建设，改造提升西街 30 号小区巷道、伊利街等微循环道路	本次监测发现公交线路建设的重点是统筹推进城乡建设
5	将在项目用工、为工程建设提供餐饮服务和劳动技能培训等方面优先考虑该类人群家庭；项目建设完成后，昌吉市环卫处将在绿化带维护和道路清扫等工作中尽量优先安排弱势群体从事此类工作。	通过采取有效措施，对受项目影响的弱势群体进行了帮扶，取得了显著效果	加强失业保险基金的监管 加大扶持力度，让该类人群尽量享有稳定的生活经济来源 进一步完善救助手续和工作程序，做好救助人员的接待甄别和安全检查工作，积极为受助人员提供亲情化、人性化救助服务	通过讲座、谈心的形式，帮助解困户克服等、靠、要的思想，强化勤劳致富观念，鼓励他们自主创业。其中包括物质帮扶、技术帮扶、信息帮扶和项目帮扶

6	技能培训，提供旅游接待服务、劳动技能、民间艺术和手工艺制作、高效农业培训	2013 年昌吉市参加职业技能培训人数为 10502 人。其中就业再就业培训 1982 人，在岗职工培训 1530 人，企业新招用职工培训 1230 人，“三定”培训 3055 人，农村劳动力转移培训 3950 人，创业培训 880 人，劳动预备制培训 2120 人，农村实用技术封闭培训 180 人	加大培训宣传力度，同时为自主创业提供技术支持	劳动预备制培训包括石油石化，煤炭，煤电，制造业，物流业，护理业，旅游业，现代农业等培训
7	利用当地建筑材料和运输资源	施工队在条件允许的前提下尽量使用当地建筑材料	当地少数民族居民通过项目施工，家庭收入有了一定程度提高	10 家以上的当地材料商受益，带动就业人数约 100 人。非技术性工作尽量雇用本地劳动力，对于工资很满意

A 缓解措施的实施情况

3.1.1 优化设计方案以尽量减少移民征地和房屋拆迁

工程建设势必会涉及征地、拆迁和移民。为此，规划设计单位通过方案比选和设计优化减少移民征地。

表 3-1 优化方案措施的实施效果

计划措施	上期发现	本期发现	备注
减少移民征地	施工单位按照规划设计合理利用土地	项目按照规划顺利进行	

3.1.2 减缓或消除施工干扰和影响

在项目实施期间，项目施工可能给当地沿线少数民族带来不同程度的负面影响，包括噪声、居民出行、学生上学安全、工程建设对当地灌溉和排水系统的破坏导致地表水污染、影响居民的宗教活动、施工场地的安全问题、工地运输车造成的交通拥挤和交通事故等。

在本次监测中发现，各标段施工单位均已制定相关措施减缓或消除施工干扰和影响，相关的措施如下：

（1）施工单位制定了严格的措施，合理安排施工时段，施工时间主要安排在白天，晚上不工作，防止过度噪声对居民日常生活的影响。本次监测发现施工单位因施工造成的影响给予相应补偿。

（2）为了减小项目施工对少数民族居民出行的影响，施工单位在重要场所，如清真寺、商店、水渠和道路沿线等周围均设置民族语言的警示标志。同时在道路的两旁，施工单位腾出空间，设置便民人行道。本次监测发现，施工队本着安全的原则实施了上述措施。

（3）在本次监测中发现，项目影响区没有学校，在一定程度上可以减小学生的安全隐患。同时项目实施单位、当地政府主管部门和学校仍然制订出了严格的安

全措施，对学生进行了道路施工安全教育，如在昌吉州举行了“自治区第一个中小学生安全教育周”活动的启动仪式。

(4) 为了使施工正常运行，不影响施工的进度和效率，施工单位加强了对施工人员有关民族政策、风俗习惯等的宣传教育。同时，雇用当地劳动力，将部分工作转包给少数民族，少数民族居民可以从项目中取得一定的收入。在本次监测中没有发现项目区域内少数民族与施工人员之间发生矛盾和纠纷事件。

(5) 道路施工可能导致交通堵塞和发生交通事故。为此，施工单位采取了一些安全保障措施。建筑材料运输避开交通高峰期，或在夜间进行，以减少交通堵塞，降低对居民出行的影响。

表 3- 2 减缓或消除施工干扰措施的实施效果

计划措施	上期发现	本期发现	备注
确保建筑机器的运行降低噪音污染 确保农田、草地和树木不被损坏 在工程建设地，建立临时的垃圾搜集点，避免污染环境 确保承包商满足相关的环境、职业安全和健康标准	施工中对树木采取移栽措施或围挡保护，对农田、草地做了专项施工方案 施工范围内有垃圾搜集点，定期清运至垃圾处理站 承包商均具有相关资质标准。施工方根据相关措施的要求，尽量减少施工带来的负面影响	施工单位与受影响的各方面进行了有效的沟通，很大程度降低了施工带来的负面影响	在本次监测中未发生沿线少数民族与施工人员发生矛盾和纠纷事件

3.1.3 降低对少数民族社区的干扰

本次监测发现，项目影响区内没有清真寺。因此，施工不会干扰当地少数民族正常的宗教活动。也未出现少数民族投诉现象。

本次监测发现，施工单位分发关于少数民族文化习俗等相关信息的提示材料，使工人了解并尊重当地少数民族的风俗习惯以及正常的宗教活动，并邀请昌吉市民委等政府主管部门人员对相关材料的发放进行监督，避免工人出现违反当地少数民族风俗习惯和产生冲突事件。

3.1.4 保护公共卫生安全

在施工期间，大量人员聚集在施工场地，包括施工人员、施工单位从属人员（施工人员家属和跟随施工单位从事第三产业的服务人员等）以及工程所在地少数民族居民。因此，需要对公共卫生和人群健康等进行科学的管理和采取相应的措施。

例如：在 A6-A10 标段，施工单位采取的卫生安全措施包括：施工营地区设置固定的垃圾箱，对所有生活垃圾进行集中堆放，而且定期对垃圾堆放场进行统一处理；设置了 4 处厕所；对运输石灰、砂石料、水泥、等易产生扬尘的车辆覆盖篷布等措施。

通过项目办和承包商协助、支持和配合，当地的卫生防疫部门采取一系列有效措施控制传染性疾病的滋生和传播。

（1）通过对当地在施工现场工作的群众调查发现，疾控中心对项目所涉及社区及街道的传染病发生情况进行严格的监测，常见传染病的发病率明显下降，得到有效控制，据 2009 年的数据显示：09 年比 08 年全年总体发病数下降 12.96%。

（2）为了保障施工营地的环境卫生，施工单位派专人对施工营地进行杀菌消毒工作，特别是公共设施的消毒、灭菌工作。同时，在施工人员及其从属人员临时居住场所洒灭蚊、灭蝇、灭鼠等药物，有效控制各类传染性疾病的流行。在本次监测中发现，各施工营地未发生食物中毒事件，未发生突发性传染病事件。

（3）为了保障施工营地的食品安全，施工单位每天到菜市场选购新鲜蔬菜，保证良好的食物来源和食物加工。本次监测中未发现因食品质量问题而导致的中毒事件。

（4）在各施工营地附近均设有医疗站，储备了常用药，包括治疗感冒伤风、发烧、消炎、预防痢疾、止血等药剂。医疗站的设置为应对施工人员及其从属人员发生意外和流行性疾病时采取应急处理措施提供了保障。

（5）昌吉市疾控中心，为进一步提高突发公共卫生事件应急处置能力，举办了“2014 年度突发公共卫生事件应急处置及健康管理培训”，同时为加强广大群众对艾滋病的认识，进行“送艾滋病知识进社区”活动。本次监测还发现，在

2014 年 4 月 3 日，疾控中心医务人员为施工道路周围的学校学生举办结核病防治知识讲座，有效预防了疾病的传播。

表 3- 3 保护公共卫生和人群健康措施的实施效果

计划措施	上期发现	本期发现	备注
施工营地区设置固定的垃圾箱，对所有生活垃圾进行集中堆放，定时清运至各市垃圾堆放场进行统一处理，严禁生活垃圾乱扔乱丢，确保施工营地区的环境卫生；根据需要设置一定数量的公共厕所防止空气污染 委托昌吉市疾病预防控制中心去实施一些措施去阻止传染性等疾病的蔓延	施工营地区域内各卫生设施配套齐全，定期对建筑和生活垃圾进行清理 昌吉市疾控中心对采取多项措施对各种传染性疾病进行了监控，随时掌握相关数据	每月对常规计划免疫、传染病防治等进行监测 定期更新人感染甲型 H7N9 禽流感病毒简报 对艾滋、结核等常见传染病的知识进行大力宣讲 传染病发病率呈下降趋势	施工营地未发生传染病事件、食品中毒事件、艾滋病传染事件

3.1.5 道路安全意识教育

(1) 所有的道路标志、警示牌、限速标注等都用汉语与维语两种语言标示。
本次监测发现，交通标志牌分为警告标志，禁令标志，指示标志，指路标志，限速标志，均采用维汉双语标识。配合道路的修建，设置数量有 2009 年的 596 块增至 2010 年的 610 块。交通事故率成平稳态势，但考虑到昌吉市车管所统计数据，每星期 400 量新车的增速，交通事故率符合比例。

(2) 交警大队定期派交通警察（配备汉族与维族警察）去社区、学校和外来农民工集中的工地开展道路安全法规的教育。2013 年交警大队组织大型宣传活动 5 次。同时以交通安全宣传“五进”为抓手，常态化的开展交通安全宣传活动，其中进社区 12 家，进学校、幼儿园 93 家，进乡镇 10 个，进企业 170 家。通过以上交通安全宣传教育活动，坚持不懈地开展道路交通安全宣传，努力提高道路交通参与者的安全意识。2014 年交警大队要求充分利用报纸、电视台、微博、微信等媒体，并通过悬挂整治标语、横幅，引发各种交通安全宣教材料，摆放警示教育展板展等方式，营造强大的宣传声势和浓厚的社会舆论氛围。如 2014 年 6 月，在第十三安全生产月的宣传活动中，大队向社会各界群众发放交通安全知识资料 500

余份。同时为切实提高未成年人的交通安全意识，举办“文明出行，安全回家”的儿童宣传活动。



图 3- 1 “文明出行，安全回家” 宣传图片

表 3- 4 道路安全意识教育的实施效果

计划措施	上期发现	本期发现	备注
道路标识 社区、学校的道路安全教育	交警大队坚持不懈地开展道路交通安全宣传，努力提高道路交通参与者的交通安全意识 道路标识设置后，交通事故率呈下降趋势 交警大队每年组织多次安全教育活动，进社区，进学校，进乡镇，进企业，加大宣传力度	利用微博、微信、电视台、报纸等新型媒体，不断创新宣传工作举措和方式方法，因材施教将宣传的触角延伸到社会的每个角落	昌吉市公安局交警大队新浪微博： http://weibo.com/u/2172267202

B 增强受益的措施实施情况

3.1.6 吸收当地劳动力参与项目建设

项目开工后，施工单位按照项目业主要求，在临时用工方面尽量雇佣当地居民（尤其是征地拆迁户）。在雇用非技术民工时，在同等条件下优先考虑少数民族和妇女。在吸收当地劳动力参与项目建设方面，本次监测与上期监测的发现基本相同：

1) A10.2 段雇佣当地劳动力共 170 人，其中少数民族 10 人，妇女 70 人，工作时间为 7 个月，根据工种结算，钢筋工 200 元/日，技工 200 元/日，普工 150 元/日。

2) A6 段雇佣当地劳动力共 185 人，其中少数民族 7 人，妇女 25 人，工作时间为 5 个月，根据工种结算，钢筋工 200 元/日，技工 200 元/日，普工、杂工 150 元/日。

3) A7-A10.1 段雇佣当地劳动力共 114 人，其中少数民族 8 人，妇女 20 人，工作时间为 7 个月，根据工种结算，普工 120 元/日。

表 3-5 吸纳当地劳动力措施的实施效果

计划措施	上期发现	本期发现	备注
地方人民政府将与项目建设单位特别是施工单位充分协商，组织培训并推荐合适的当地民工特别是少数民族民工在工程建设中的合适岗位工作 妇联倡导项目建设期间为当地妇女提供技能培训并为愿意参与的妇女进行劳务技能培训活动	昌吉市人力资源和社会保障局组织了各类职业技能培训，增加了职业技能培训补贴，提高了受影响少数民族的就业竞争力	参加培训的人数增加，参加培训人员的积极性提高	技工 200 元/天 普工 150 元/天

3.1.7 鼓励妇女参与项目

项目开工后，当地妇女的参与主要是参与工程建设。昌吉市各乡镇对农村女性劳动力进行了培训，尤其是受征地拆迁影响家庭中的妇女。这些妇女在工地上主要从事测量，杂工工作。本次监测发现在施工场地工作的女性人数与上期监测基本相同。

表 3-6 典型村在施工场地工作的女性人数

村	中沟一村	六工庙村	小三四工二村	中沟二村
人数	3	3	3	4

本次监测发现，昌吉市妇联结合“科技之冬”、基层组织建设等有利时机，多层面开展实用技术、专业技能、科技及农业产业化经营培训，引导广大城乡妇女建功立业。与劳动就业局联合举办妇女技能培训班，实地参观培训基地，各基层妇联

组织举办妇女种养殖、美容美发、编织刺绣、服装设计裁剪、家政服务、家庭庭院环境美化、职业能力等素质提升培训班 33 期，培训妇女 7854 人，发放各类科技宣传资料 5000 余份。



图 3- 2 昌吉市编织刺绣图

表 3- 7 鼓励妇女参与项目的实施效果

计划措施	上期发现	本期发现	备注
已经设定了雇用 30% 的目标，50% 的培训机会给予妇女 妇联将提供创收方面的培训，特别是参与餐饮与手工业	基本完成雇佣 30% 的目标，50% 的培训机会给予妇女 妇女接受了创业培训，涉及餐饮与手工业 为妇女提供了内容更丰富的职业技能培训，加大了对妇女自主创业力度的支持	与劳动就业局联合举办妇女技能培训班，实地参观培训基地，各基层妇联组织举办妇女种养殖、美容美发、编织刺绣、服装设计裁剪、家政服务、家庭庭院环境美化、职业能力等素质提升培训班 33 期，培训妇女 7854 人，发放各类科技宣传资料 5000 余份	得到就业的机会的妇女工资得到很大提高

3.1.8 加强公众参与

监测小组通过走访昌吉市建设局、项目办、国土资源局、征收办、妇联、市公交公司、交警大队、民政局、劳动局等相关局办以及受项目影响街道社区（村委会）并深入项目区进行实地查看，与受影响少数民族家庭进行入户访谈和问卷调

查，了解到项目在移民安置政策制定、计划编制和实施阶段以及项目对当地少数民族产生的相关影响等情况。通过监测发现，相关负责少数民族发展计划的局办十分重视社区参与和协商，广泛听取社会团体、政府其他部门、社区和移民的意见，鼓励少数民族各方参与移民安置及重建工作。关于在整个项目如何尽最大可能促进少数民族地区社会经济发展的议题上，相关局办也积极走访少数民族社区，与受影响少数民族代表进行积极沟通与联系，开办相应座谈会，主动了解该群体实际需求与真实想法。

3.1.9 增加公交公司、出租车公司的覆盖面

本次监测发现，昌吉市公交公司按城市总体规划，并根据新修道路附近小区居民人数对线路进行了调整（包括新增公交线路），在运营的 54 条线路、400 多辆公交车，城乡营运线路由 2012 年的 102 条增加至 103 条，日客运量保持在 20 万人次，并且出租车公司也将服务的范围扩大到新修道路周边，从而方便居民出行。同时加快构建“环形加方格网”的城市道路框架系统，深入实施以主干路网为重点，外围环线为支撑的“缓堵保畅”工程。

表 3- 8 增加公共交通覆盖面实施效果

计划措施	上期发现	本期发现	备注
扩大公交服务的范围，覆盖到安置点	城乡营运线路由 102 条增加至 103 条，日客运量大幅增加，极大地方便了城乡居民的出行 运营车辆达到 465 辆，为提高巷道覆盖率提供了有力支持	规划全面完成昌吉世纪大道南延、南公园西路、哈密路等 27 条 35 公里城市道路建设，改造提升西街 30 号小区巷道、伊利街等微循环道路	本次监测发现公交线路建设的重点是统筹推进城乡建设

3.1.10 弱势群体的扶持

昌吉市民政局、项目单位等对城市道路沿线受影响的征地拆迁户采取了一些措施对弱势群体进行扶持。

（1）昌吉市积极与施工单位协商，解决相关弱势群体家庭的临时就业，目前有 10 人参与工程建设。项目单位针对低保户、五保户和残疾人等弱势群体无钱建房的状况，免费为农户建造房屋。通过与施工单位协商，目前受影响的弱势群体中

已有 8 人在施工现场从事临时性工作，每天的工资为 150 元到 300 元不等。相应的措施还包括对没有技能的征地拆迁户提供农业种植方面的技能培训。

(2) 昌吉市建设局、民政局等相关单位对弱势群体的扶持措施包括：进一步规范城乡低保工作，扩大城乡医疗救助范围，对困难户进行结对帮扶，全年安排资金 124 万元用于解困对象就学、就医、生产资料帮扶等各类救助，通过与施工单位协商，施工单位将相应的土方工程交由该部分群众承担。

(3) 2014 年 5 月，昌吉市社保局采取了有效的措施，加强失业保险基金的监管。截至本次监测，昌吉市失业保险参保 25030 人，较上年同期增长 10.55%，基金征缴 521 万元，较上年同期增长 33.59%，争取上级补助收入 210 万元，较上年同期增长 40%；支付失业保险待遇 213 万元，较上年同期增长 39.22%

3.1.11 技能培训

2013 年昌吉市参加职业技能培训人数为 10502 人。其中就业再就业培训 1982 人，在岗职工培训 1530 人，企业新招用职工培训 1230 人，“三定”培训 3055 人，农村劳动力转移培训 3950 人，创业培训 880 人，劳动预备制培训 2120 人，农村实用技术封闭培训 180 人。

昌吉市相关部门对农村少数民族富余劳动力开展培训的具体工种包括：种植业、养殖业、林果业和设施农业，开展成熟适用的先进种植、养殖、园艺技术以及农产品加工、经营管理、市场营销等致富技能培训。新建回民小吃街。通过调查了解到，在具体培训过程中，相关部门还对相应的培训活动进行一定程度上的经济补贴，本次监测发现和上期补贴标准相同，具体补贴标准为：

◆ 职业技能培训补贴标准：

A 类职业（工种）培训补贴标准为 1500 元/人；

B 类职业（工种）培训补贴标准为 1000 元/人；

C 类职业（工种）培训补贴标准为 750 元/人。

D 类职业（工种）培训补贴标准为 375 元/人

E 类职业（工种）培训补贴标准为 250 元/人

◆ 专项能力培训补贴标准：

A 类补贴标准为 375 元/人；

B 类补贴标准为 250 元/人；

C 类补贴标准为 125 元/人。

3.1.12 利用当地的建筑材料和运输资源

根据对施工单位的调查发现，施工所需的土、砂、石、水泥和石灰等建筑材料均是当地材料。在满足工程质量的前提下使用本地建筑材料可以节约成本，而且可以增加当地少数民族居民在施工期间的家庭收入，增强当地少数民族居民对于本项目的支持度。

同时，在条件允许的前提下也尽可能充分利用当地运输资源参与道路建设材料的运输，促进当地建材业和运输业的发展，增加当地少数民族居民在工程施工期间的家庭经济收入。

表 3-9 利用当地的建筑材料和运输措施的实施效果

计划措施	上期发现	本期发现	备注
利用当地建筑材料和运输资源	施工队在条件允许的前提下尽量使用当地建筑材料	当地少数民族居民通过项目施工，家庭收入有了一定程度提高	

➤ 结论

4.1 发现

(1) 按照工程实际进度安排，少数民族发展计划已具体开始实施，项目单位、各地政府及其主管部门按照《少数民族发展计划》，正采取相关措施使项目建设对少数民族的负面影响降到最低，以确保项目能让少数民族受益。比如优化设计方案以尽量减少移民征地和房屋拆迁、减缓或消除施工干扰和影响、降低对少数民族社区的干扰、保护公共卫生安全、道路安全意识教育、吸收当地劳动力参与项目建设、鼓励妇女参与项目、加强公众参与、增加公交公司、出租车公司的覆盖面、弱势群体的扶持、技能培训、利用当地的建筑材料和运输资源等一些列措施都已完成或正在实施。以上措施保证了项目的实施不会对少数民族的合法权益造成损害，保证了项目对少数民族日常生活的影响降至最低。

(2) 项目区内各少数民族人口对本项目持欢迎态度。经过实地调查和走访，监测评估机构发现：项目区内少数民族人口认为本项目虽然存在征地拆迁等少部分负面影响，但也给当地带来了交通出行条件的改善、促进劳动力就业、提高妇女地位等积极影响。而且随着项目的开展，各项缓解和增强收益措施带来的效益日益显著，项目受影响区的少数民族对项目普遍持支持态度。

(3) 项目的建设为本地居民就业提供了机会，而且大量施工人口的增加也有利于餐饮等服务业的发展。经过实地调查和走访，监测评估机构发现：项目建设期向当地居民提供了大量的就业岗位，当地村民的收入因此有所增加。

(4) 各地政府及其主管部门正在实施的促进劳动力转移、缓解贫困及促进就业等各项措施有利于本项目效益的最大化。少数民族计划涉及项目都以促进少数民族人口发展为根本目的，其实施也有利于扩大本项目效益的最大化。

(5) 自治区住房与城乡建设厅、昌吉市住房与城乡建设局等机构对于少数民族发展计划的实施高度重视，各级政府机构及其主管部门通过与业主、施工单位之间的交流、沟通和协调，认真实施少数民族发展计划的相关措施，对少数民族发展起到了重大的作用。

4.2 建议

（1）进一步增加针对受项目影响的少数民族的发展计划。截止目前，少数民族发展计划措施已经开始实施，但是发展项目需要进一步细化，更加有针对性的对受项目影响的少数民族提供扶持措施。

（2）项目单位要建立、健全少数民族发展计划实施报告制度和内部监测制度。鉴于目前的内部监测体系刚刚建立，项目单位要按照亚行相关政策和少数民族发展计划的规定，建立起完善的少数民族发展计划实施报告制度和内部监测制度。内部监测包括：少数民族发展计划的实施进度、实施内容、资金落实、计划目标的完成情况。以雇佣当地劳动力为例，建立档案管理制度。对长期用工、临时用工相关资料建立档案管理制度，确保农民工权利。档案管理的内容包括：施工场地用工人数、施工场地使用当地建材情况、临时培训当地施工人员人数等。

（3）建立完善的抱怨申诉制度。项目办要结合各相关局办为受影响的少数民族提供一个系统的平台，并对施工活动、公共安全等方面建立申诉和抱怨机制，以维护少数民族的权益，促进少数民族从项目中受益。

亚洲开发银行贷款项目报告

新疆城市交通与环境改善
阿勒泰市城市道路和基础设施建设项目
少数民族发展计划监测评估报告

(第三号)

河海大学中国移民研究中心

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1.项目及其所在区域概况

1.1 项目概况

阿勒泰市城市道路和公共设施建设项目是新疆城市交通和环境改善利用亚洲开发银行贷款项目之一。

阿勒泰市城市道路和公共设施建设项目工程内容包括：（1）道路工程，包括建设城市道路 19 条，以及相应的道路绿化与道路照明等道路附属配套设施，以及道路养护设备。19 条道路总长 29.26 公里，包括：3 条新建道路，10 条扩建道路，6 条改建道路，新建 6 座桥梁；（2）环卫设施工程，新建公厕 10 座，垃圾收集房 20 座，果皮箱 654 个，垃圾箱 102 个，垃圾压缩车 1 辆，清雪车 1 辆，清扫车 1 辆等。

1.2 项目区域社会经济状况

2012 年全市总人口 19.62 万人，同比下降 0.91%，其中非农业人口 12.67 万人，农业人口 6.95 万人，城镇化率为 64.58%。男性人口 9.93 万人，女性人口 9.69 万人，性别比为 102.47。全年出生人口 2446 人，出生率 12.4‰；死亡人口 1148 人，死亡率 5.82‰。人口自然增长率 6.58‰。

2012 年全市城镇居民人均家庭总收入为 18463 元，同比增长 19.79%，其中可支配收入 16629 元，同比增长 19.07%。人均家庭总支出为 15317.76 元，居民消费性支出人均 11634.34 元，其中食品支出人均 4368.79 元，占消费支出的比重为 37.55%，是消费支出中所占比例最大的一项支出内容；衣着支出人均 1822.9 元，占消费支出的比重为 15.67%；居住类支出人均 1199.93 元，占消费支出的比重为 10.31%；家庭设备用品及服务支出人均 782.54 元，占消费支出的比重为 6.73%；医疗保健支出人均 982.11 元，占消费支出的比重为 8.44%；交通和通信类支出人均 1113.22 元，占消费支出的比重为 9.56%；教育文化娱乐服务类人均支出 917.41 元，占消费支出的比重为 7.88%；其他商品和服务支出人均 447.42 元，占消费支出的比重为 3.87%。

2012 年全市实现生产总值 453683 万元，按 2010 年可比价格计算，同比增长 12.0%，与上年相比上升了 0.7 个百分点。其中第一产业增加值 71260 万元，同比增长 3.5%，与上年相比下降了 0.3 个百分点；第二产业增加值 90685 万元，同比增长 19.4%，与上年相比下降了 1.0 个百分点；第三产业增加值 291738 万元，同比增长 11.7%，与上年相比上升了 1.1 个百分点。三次产业比重由上年 16.3:20.9:62.8 调整为 15.7:20.0:64.3。人均生产总值由上年的 21456 元增加到 23928 元，增加 2472 元，同比增长 11.5%。

居民消费价格比上年上涨 4.35%，其中食品价格上涨 10.30%，居住类价格上涨 2.19%。医疗保健和个人用品类比上年上涨 1.73%，衣着类比上年上涨 4.70%。农业生产资料价格比上年上涨 3.64%。商品零售价格上涨 3.93%。

2.少数民族发展计划实施监测与评估

2.1 监测评估机构

本项目少数民族发展计划外部独立监测评估工作由河海大学中国移民研究中心承担。河海大学中国移民研究中心根据项目需要，于 2014 年 8 月特别专门成立了“新疆城市交通与环境改善阿勒泰城市道路和基础设施建设项目少数民族发展计划外部独立监测评估工作组”，下设现场调查组、入户访谈组、数据处理分析组、翻译组等多个工作小组，并建立了相应的工作规章制度，制定了详细的工作计划和周密的工作日程安排。工作组由中国移民研究中心主任施国庆教授总负责。工作组将根据亚洲开发银行相关政策及项目少数民族发展计划外部独立监测评估大纲，针对少数民族发展计划实施效果进行全方位的监测与评估。

2.2 监测评估任务

少数民族发展计划外部独立监测评估机构根据亚洲开发银行的要求，针对该项目少数民族发展计划的实施开展独立的监测与评估工作。主要任务包括：

- 编制少数民族发展计划监测评估工作大纲；
- 计划实施机构走访及评估；
- 典型样本村社会经济情况调查；
- 典型样本户跟踪走访和调查；

-
- 特殊群体走访和调查；
 - 施工现场调查及评估；
 - 向计划实施机构反映本次监测发现的问题，并提出针对性的建议；
 - 编写少数民族发展计划监测评估报告。

2.3 监测评估方法

文献调研 对与少数民族发展计划实施活动有关的各种文献（如业主及少数民族发展计划具体实施机构的总结性报告、统计资料、专题调研资料等）进行系统而有针对性的收集并对其进行细致分析。

内部监测报告分析 通过对内部监测报告的详细查阅，掌握少数民族发展计划实施进展和实施过程中出现的问题等情况，制定相应的监测评估调查方案和监测评估方法。

机构走访 对项目业主和各少数民族发展计划的实施机构（民政局、劳动局、妇联、民宗委、疾控中心等）进行访谈。了解目前各少数民族发展计划实施机构所采取的措施、工作中取得的成绩和存在的问题。此外，通过机构走访，监测评估机构还对少数民族发展计划实施机构能力进行监测和评估。

入户访谈 与受影响的少数民族家庭进行深入访谈，了解项目受影响个人、家庭的社会经济情况、生计恢复情况、少数民族发展计划各种措施的落实、家庭因项目建设带来的影响以及从项目中的受益情况、少数民族家庭对少数民族发展计划实施的相关意见和建议等。

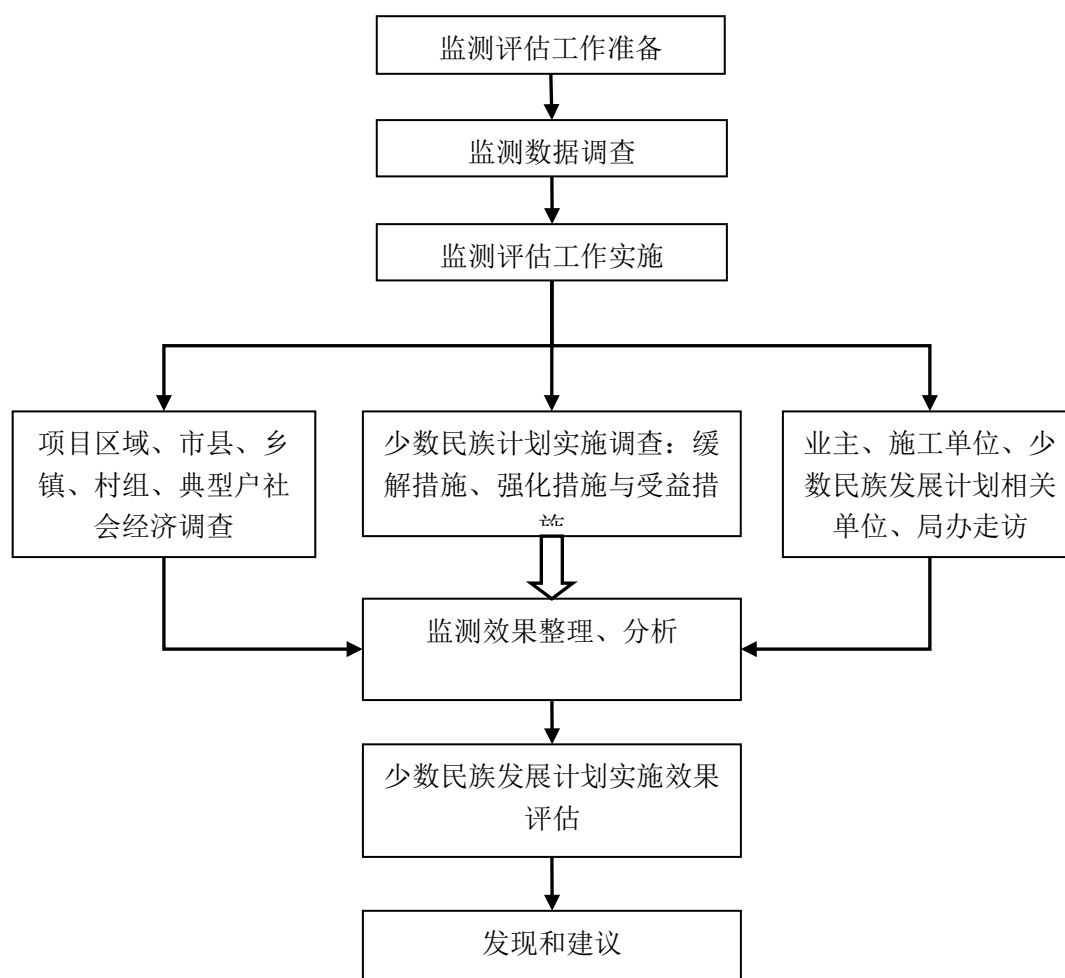
座谈会 外部监测评估人员在受影响少数民族人群较为集中地区，召开市、县（区）、乡镇政府（或街道）、村（或居委会）干部和少数民族居民代表共同参加的座谈会，收集如下关键信息：项目区域内社会经济概况（主要为社区或村集体发展情况）、妇女和贫困群体发展情况、少数民族发展计划措施实施情况、项目建设给居民带来的影响和受益情况、少数民族代表对计划实施的具体意见和建议，以及计划实施中相关问题的协调、沟通等。

实地观察 实地走访项目施工区域，了解工程施工单位对少数民族发展计划具体执行进度、措施安排及效果等。针对实地走访发现的问题，少数民族发展计划实施外部独立监测评估机构将给予相应的解决建议及对策。

典型个案调查 通过跟踪调查对少数民族典型户进行调查和访谈。涉及的内容包括：典型个案的经济恢复情况、家庭收入和支出等内容。对典型的少数民族家庭（如单亲家庭、贫困家庭等）进行实地调查，获取第一手资料，进行分析研究，发现存在或潜在的问题，提出解决问题的建议。

2.4 监测评估技术路线

图 2-1 少数民族发展计划监测评估监测路线



2.5 监测评估内容

外部监测机构根据少数民族发展计划监测评估大纲的要求，主要就以下方面对少数民族发展计划的实施进行每年两次监测和评估：

- 项目建设进度；

-
- 项目区社会经济现状；
 - 典型村社会经济现状；
 - 典型样本家庭社会经济现状；
 - 少数民族发展计划措施的落实情况；
 - 少数民族发展计划执行机构能力建设；
 - 沿线受影响的少数民族反映的问题，提出的建议等；
 - 少数民族发展计划实施效果；
 - 少数民族发展计划内部监测情况；
 - 其他相关内容监测。

2.6 监测评估实施

本次监测外业调查于 2014 年 8 月 25 日开始至 30 日结束，为期 5 天。河海大学中国移民研究中心派出 3 名专职监测评估人员，组成了监测评估外业调查小组，对项目区域内的少数民族发展计划实施机构进行了走访、典型样本村调查、典型户调查、特殊群体走访实地调查。

3.少数民族发展计划采取的措施及实施

阿勒泰少数民族发展计划分为两类：即缓解措施、增强受益措施，其中，缓解措施包括：优化设计方案以尽量减少移民征地和房屋拆迁，减缓或消除施工干扰和影响，降低对少数民族社区的干扰，保护公共卫生安全以及道路安全意识教育；增强受益措施具体包括：吸收当地劳动力参与项目建设，鼓励妇女参与项目，加强公众参与，增加公交公司、出租车公司的覆盖面，弱势群体的扶持，技能培训，利用当地的建筑材料和运输资源。在本次监测中将对上述措施的执行情况及实施效果进行监测。本次监测的主要内容详见表 3-1。

表 3-1 少数民族发展计划监测内容

序号	措施计划	具体措施	本次监测指标
A 缓解措施			
1	优化设计方案以尽量减少移民征地和房屋拆迁	<ul style="list-style-type: none"> ➤ 与受影响户和少数民族沟通 ➤ 优化设计降低征地影响 	<ul style="list-style-type: none"> ➤ 得到补偿或需要安置的少数民族的数量 ➤ 少数民族有关征地方面的申诉与抱怨
2	减缓或消除施工干扰和影响	<ul style="list-style-type: none"> ➤ 确保建筑机器的运行降低造影污染； ➤ 确保农田、草地和树木不被损坏。 ➤ 在工程建设地，建立临时的垃圾搜集点，避免污染环境 ➤ 确保承包商满足相关的环境、职业安全与健康标准。 	<ul style="list-style-type: none"> ➤ 施工区内居民对施工扰民的投诉率 ➤ 项目区的居民对垃圾搜集和施工地卫生的满意度水平
3	降低对少数民族社区的干扰	<ul style="list-style-type: none"> ➤ 承包商在星期五不得在清真寺附近 500 米的范围内进行施工 ➤ 对工人进行少数民族文化习俗意识教育，邀请民委参与 ➤ 配备双语翻译促进与当地的沟通。 	<ul style="list-style-type: none"> ➤ 少数民族人口对施工活动的投诉频率 ➤ 施工人员对民族知识掌握程度
4	保护公共卫生安全	<ul style="list-style-type: none"> ➤ 施工营地区设置固定的垃圾箱，对所有生活垃圾进行集中堆放，定时清运至各市垃圾堆放场进行统一处理，严禁生活垃圾乱扔乱丢，确保施工营地区的环境卫生；根据需要设置一定数量的公共厕所； ➤ 防止空气污染； ➤ 委托阿勒泰市疾病预防控制中心去实施一些措施去阻止艾滋病等疾病的蔓延 	<ul style="list-style-type: none"> ➤ 在预防艾滋病方面的努力 ➤ 受益人口
5	道路安全意识教育	<ul style="list-style-type: none"> ➤ 双语的道路标识 ➤ 社区、学校的道路安全教育 	<ul style="list-style-type: none"> ➤ 获得安全意识教育的人数 ➤ 运营后的交通事故啊率
B 增强受益措施			
1	优化公共浴室的设计以符合少数民族风俗	<ul style="list-style-type: none"> ➤ 设置独立的、隔断的单间以满足少数民族需要 	<ul style="list-style-type: none"> ➤ 少数民族居民对公共浴室的满意度
2	吸收当地劳动力参与项目建设	<ul style="list-style-type: none"> ➤ 地方人民政府将与项目建设单位特别是施工单位充分协商，组织培训并推荐合适的当地民工特别是少数民族民工在工程建设中的合适岗位工作 ➤ 妇联倡导项目建设期间为当地妇女提供技能培训并为愿意参与的妇女进行劳务技能培训活动 ➤ 基于社区需求与管理的公共浴室与公共厕所的管理 	<ul style="list-style-type: none"> ➤ 技能和非技能工种的数量、平均工资

序号	措施计划	具体措施	本次监测指标
3	鼓励妇女参与项目	<ul style="list-style-type: none"> ➤ 已经设定了雇用 30%的目标，50%的培训机会给予妇女 ➤ 妇联将提供创收方面的培训，特别是参与旅游业方面的，比如餐饮与手工业 	<ul style="list-style-type: none"> ➤ 参与技能培训的妇女的人数 建设与运营期间妇女获得的就业机会数量、平均工资
4	加强公众参与	<ul style="list-style-type: none"> ➤ 完全的信息披露与参与计划 	<ul style="list-style-type: none"> ➤ 参与的时间地点 ➤ 主要申诉集中点 ➤ 对居民反映的问题的处理
5	增加公交公司、出租车公司的覆盖面	<ul style="list-style-type: none"> ➤ 扩大公交服务的范围，覆盖到安置点 	<ul style="list-style-type: none"> ➤ 公交线路的条数 ➤ 对安置点和改善后的巷道的覆盖面 ➤ 日旅客量 ➤ 百公里公共汽车耗油量
6	弱势群体的扶持	<ul style="list-style-type: none"> ➤ 将在项目用工、为工程建设提供餐饮服务 and 劳动技能培训等方面优先考虑该类人群家庭；项目建设完成后，阿勒泰市环卫处将在绿化带维护和道路清扫等工作中尽量优先安排弱势群体从事此类工作。 	<ul style="list-style-type: none"> ➤ 获得补助的人数
7	技能培训	<ul style="list-style-type: none"> ➤ 提供旅游接待服务、劳动技能、民间艺术和手工艺制作、汉语学习、驾驶等培训 	<ul style="list-style-type: none"> ➤ 培训人数（其中男女的比例） ➤ 培训的种类 ➤ 培训的资金
8	利用当地的建筑材料和运输资源	<ul style="list-style-type: none"> ➤ 尽量利用或采购本地出产的建筑材料和使用当地的运输资源 	<ul style="list-style-type: none"> ➤ 参与的当地企业数 ➤ 在当地采购的数量 ➤ 衍生的就业机会
9	环境保护意识教育	<ul style="list-style-type: none"> ➤ 对官员的能力培训 ➤ 学校开展相关教育 ➤ 通过大众传媒宣传 	<ul style="list-style-type: none"> ➤ 获得环境意识教育的人数

3.1 缓解措施的实施情况

3.1.1 优化设计方案尽量减少征地拆迁范围

本项目原计划建设 19 条道路，总计修建道路总长度 28.02km；项目中期阿勒泰市项目办对项目道路进行了调整，取消了团结南路新建段 0.68km，红墩路部分路段 2.3km，因此本项目调整后共计修建 18 条道路，总长度为 25.04km。

项目征地拆迁影响主要由道路工程北二路、金山路、红墩路、桥东路、环城西路等建设而引起；由于本项目在道路以及桥涵的建设上有所调整，因此受项目影响的拆迁和征地量都会相应的有所增减。环城路征用墩巴扎尔村村集体土地（耕地）8.25 亩，项目办为了不影响墩巴扎尔村的利益，与设计单位讨论对环

城路进行了优化，将环城路征用耕地路段的道路中心线往北偏移 8m 至国有未利用地，避免了墩巴扎尔村村集体耕地的征用

在工程设计阶段，考虑了移民影响使其尽可能最小，主要原则如下：

- 避开或尽量减少占用现有和规划中的居民住宅区（农村和城市）
- 避开或尽量减少占用优质耕地
- 利用现有国家和地方道路通到拟定的施工区
- 避开或尽量减少占用环境敏感地区
- 安置区的选择符合地方发展规划

表 3-2 减少移民影响的措施

项目		单位	采取措施前	采取措施后	差额
土地征收	集体土地	亩	11.53	2.44	-9.09
	国有土地	亩	48.66	20.23	-28.43
	小计	亩	60.19	22.67	-37.52
临时占地		亩			
房屋拆迁	农村居民	m ²	675.42	266.18	-409.24
	城市居民	m ²	14952.86	9937.04	-5015.82
	企事业	m ²	3199.58	597.07	-2602.51
	店铺	m ²	207.13	439.01	231.88
	小计	m ²	19034.99	11200.43	-7834.56
土地征收	受影响人口	人	13	0	-13
房屋/建筑物拆迁	农村居民	户	5	3	-2
	城市居民	户	107	91	-16
	商业店铺	家	4	1	-3
	企事业单位	个	12	2	-10
	小计	户	128	97	-31

截至本次监测，本次选线时结合规划尽量按老路布线，避免减少占用现有和原有建筑物，在选线时尽量减少占用优质农田。桥东路建设涉及的 250 米范围的菜地征收此次不再进行，将纳入新一轮城市规划处理。红墩路所涉及的人行道铺设将由此区域内的房地产开发商在其项目结束后一并包干完成建设。

3.1.2 减缓或消除施工干扰和影响

在项目实施期间，项目施工可能给当地沿线少数民族带来不同程度的负面影响，包括社会环境负面影响、生态环境负面影响、声环境负面影响、大气环境负面影响，具体包括：居民出行、学生上学安全、施工场地的安全问题、工地运输

车造成的交通拥挤和交通事故等问题。

表 3-2 减缓或消除施工干扰和影响计划与实际实施效果对比

计划措施	本期发现
减缓或消除施工干扰和影响	采取了社会环境负面影响减缓措施、生态环境负面影响减缓措施、声环境负面影响减缓措施、大气环境负面影响减缓措施

3.1.3 降低对少数民族社区的干扰

通过实地调查发现，施工单位分发关于少数民族文化习俗等相关信息的提示材料，使工人了解并尊重当地少数民族的风俗习惯以及正常的宗教活动，同时，项目单位邀请阿勒泰市民宗委等政府主管部门人员对相关材料的发放进行监督与指导，避免施工人员不恰当行为违反当地少数民族风俗习惯。

本次监测发现，项目影响区范围内没有清真寺且项目已基本完成建设。因此，道路施工不会干扰当地少数民族正常的宗教活动。

3.1.4 保护公共卫生安全

在施工期间，大量人员聚集在施工场地，包括施工人员、施工单位从属人员（施工人员家属和跟随施工单位从事第三产业的服务人员等）以及工程所在地少数民族居民。在各工程标段，施工单位采取的卫生安全措施包括：施工营地区域设置固定的垃圾箱与垃圾堆放处，对所有生活垃圾与建筑垃圾进行集中处理，定期对垃圾堆放场进行统一清理，严禁生活垃圾乱扔乱丢，确保施工营地区的环境卫生；对运输石灰、砂石料、水泥、等易产生扬尘的车辆覆盖篷布，防止空气污染；根据需要设置一定数量的公共厕所，严禁随地大小便；采取防尘措施等措施。

根据传染病的流行季节，及时为基层提供相应的宣传资料。以传单的形式编印了结核病、麻疹、地防病防治知识等 5 种内容的宣传资料 3 万多份，利用下乡、开会和培训、活动等形式及时把防病知识发放到基层群众手中。2014 年 5 月，大力开展防病宣传，先后印发了麻疹防控知识宣传海报成人版和儿童版共计 400 份，印刷麻疹防控知识宣传单 10000 份，宣传折页 400 份发放到各街道和社区，进行张贴，宣传麻疹的传播途径、预防措施、环境消毒等知识，为控制麻疹疫情，保护人民群众的健康，起到了很好的保护作用。开展重点健康宣传教育专题活动，增强群众的防病意识，营造防病宣传氛围。组织开展了“3.24”世界防治结核病日、“4.25”儿童预防接种宣传日、“5.15”预防碘缺乏病宣传日、“5.31”

世界无烟日等大型宣传活动。活动咨询人数约 5000 余人次，发放宣传单 10000 余份。

为进一步提高疾病预防控制机构对突发公共卫生事件的应急反应和处置能力，阿勒泰疾控中心积极与有资质的医药公司签订应急物品供货协议，保证了中心应急物资的储备量和及时使用。

表 3-3 保护公共卫生安全计划与实际实施效果对比

计划措施	本期发现
保护公共卫生安全	采取了疾控中心对项目所涉及社区及街道的传染病发生情况进行严格的监测、施工单位派专人对施工营地进行杀菌消毒工作，宣传艾滋病预防控制知识

3.1.5 道路安全意识教育

项目实施到完工的过程中，阿勒泰市交警大队监督有关单位在施工现场设立警示标志，为人民群众的出行提供便利。严格管控工地运输车辆的形式路线，时间及数量，尽量避开人群密集时段，道路安全得到保障。

截至本次监测，2014 年阿勒泰全市交通事故较上次监测有所升高，分析为由于人民生活水平提高，近两年私家车保有量呈上升趋势，路面车辆密度增大，对交通事故发生率产生一定影响。

阿勒泰市公安局交警大队结合当前城区交通实际状况，组织民警对市区道路交通标志进行了排查摸底，并根据情况作进一步的规范完善。根据实地调查，近一年，随着项目中的新建改扩建道路相继竣工验收，本道路交通标识牌的设置也均设置完善，对于所建道路都有准确的指示，全市范围内设置有医院学校指示牌、道路指示牌、机动车信号灯、三角形（圆形）标牌、人行道标牌等。所有的城市道路标识牌均用汉语与哈萨克语两种语言标示。本次监测发现全市范围内交通道路标识牌总共设置 160 个。较上期监测增加了 15 个。有效发挥其在道路交通事故预防中的作用，确保了市区道路交通安全畅通。

3.2 增强受益措施的实施情况

3.2.1 优化公共浴室的设计以符合少数民族风俗

项目区的少数民族大部分都是穆斯林，根据伊斯兰教，穆斯林的男或女去那种大池或众人皆露身体的淋浴池是被禁止的。因此，阿勒泰市建设局在建造公共浴室的时候将对沐浴空间、更衣空间使用帘子等加以隔断。此次监测发现，项目区的公共浴室均有按照少数民族需求建造的空间隔断，尊重了少数民族的风俗习惯。

3.2.2 吸收当地劳动力参与项目建设

根据本次监测发现，阿勒泰市城市道路改善项目从上期监测到本期监测，由于项目临近尾声，故雇佣工人数量大幅度减少，为 54 人次，其中男性 36 人，女性 18 人。为了支持少数民族群众发展，项目中雇佣的少数民族人数为 5 人次，项目的进行为当地劳动力带来了就业，增加收入的机会。由于新疆气候原因，工人一般参加工程建设 7-8 个月，以计件制制度支付工资。一般分为三个工种，道路工、混凝土工及杂工，平均月工资，道路工和混凝土工可获得 5400-6000 元报酬，杂工可获得 2700-3600 元报酬。收入水平和上期监测相比，有所提高。

表 3-5 吸收当地劳动力参与项目建设计划与实际实施效果对比

计划措施	本期发现
吸收当地劳动力参与项目建设	积极吸纳当地劳动力参加项目建设，同等条件下优先考虑少数民族人口，并提供合理的报酬，较前期有一定水平的提高

3.2.3 鼓励妇女参与项目、拓宽就业面

阿勒泰市妇联组织符合条件的妇女积极申报使用妇女小额担保贷款。市妇联通过召开小额担保贷款工作座谈会、发放宣传资料、在网站及新闻媒体进行报道等多种途径，对妇女小额担保贷款工作进行广泛宣传，使更多妇女了解妇女小额担保贷款政策。对辖区内去年已办理贷款的妇女进行梳理，督促按时还款；对信誉高，小额担保贷款使用效果好的妇女，及时履行贷款程序，再次申报妇女小额担保贷款，形成妇女小额担保贷款申报、办理、使用的良性循环。同时对新增种养殖、生产经营大户进行摸底统计，积极动员符合条件的创业妇女申报小额担保贷款。截至本次监测统计发现，阿勒泰市共为 5031 名妇女发放小额担保贷款 22924 万元，有效推进了妇女创业。

阿勒泰市妇联争取到了 30 万元的中澳刺绣合作项目，将原水泥厂的厂房改造成了刺绣示范培训基地，为了发展刺绣产业，支持农牧区妇女创业，阿勒泰市妇联积极协调与市财政局、市劳动人事局、农村信用社等部门联合，对全市有创业意愿的农村妇女积极实施小额财政贴息贷款项目。全市 5 千多户申请了贷款，每户最高可以申请 10 万，目前贷款发放工作全面铺开。

3.2.4 加强公众参与

随着工程准备和实施工作的不断推进，根据项目的进度，阿勒泰市项目办、街道办及村集体，按照每个路段以及拆迁协商进度分阶段的开展了进一步的公众参与。监测小组通过走访阿勒泰市建设局、项目办、国土资源局、征收办、妇联、市公交公司、交警大队、民政局、劳动局等相关局办以及受项目影响街道社区（村委会）并深入项目区进行实地查看，与受影响少数民族家庭进行入户访谈和问卷调查。

2008 年 12 月至 2012 年 12 月，阿勒泰市项目办、拆迁办及街道、村干部对受影响人以及实物量进行了详细复核和查漏补缺，公布了征收公告，确认最终的影响量以及移民被占用的土地和损失的资产明细表，并准备了补偿协议。公众参与安排详见表 3-6。

表 3-6 项目公众参与计划

目的	方式	时间	单位	参与者	议题
公布移民计划或信息册	发放小册子	2008 年 9 月	阿勒泰市项目办	受影响人、企事业单位	公布补偿标准、申诉渠道等
公布移民计划	亚行网站	2008 年 10 月			
征收土地公告	村公告栏及村民会议	2009 年 4 月	阿勒泰市项目办	所有受影响人	公告征地面积、补偿标准及安置途径等
征地补偿安置方案公告	村公告栏及村民会议	2009 年 6 月	阿勒泰市项目办及街道、村干部	所有受影响人	补偿费用及支付方式
实物量复核	实地调查	2009 年 4 月	阿勒泰市项目办及街道、村干部	所有受影响人	查漏补缺，确认最终的影响量移民被占用的土地及损失的资产明细表，准备补偿协议基本合同
确定收入恢复计划	村民会议	2009 年 1 月	阿勒泰市项目办及街道、村干部	所有受影响人	讨论最终的收入恢复方案及补偿资金的使用方案
告知补偿费及支付日期	村民会议	2009 年 1 月	阿勒泰市项目办及街道、村干部	所有受影响人	告知补偿费及支付日期

目的	方式	时间	单位	参与者	议题
受影响者的监测	家庭访问	2008 年 12 月 ~ 2013 年 12 月	阿勒泰市项目办及街道、村干部	随机抽样	了解移民计划实施情况、受影响者的生计恢复情况等

通过监测发现，相关负责少数民族发展计划的局办十分重视社区参与和协商，广泛听取社会团体、政府其他部门、社区和移民的意见，鼓励少数民族各方参与移民安置及重建工作。

3.2.5 增加公共交通的覆盖面

2012 年年初，阿勒泰市城市公共交通改革全面启动，阿勒泰市政府投资 150 万元全面升级了公交系统，GPS、IC 卡系统于 2 月底全面启用；2012 年 3 月，阿勒泰市利众公共交通有限公司注册成立；4 月份阿勒泰市城市公交车正式收为国有，并于 4 月 1 日起，101 路公交车线路由原金山路段正式改道文化路，同时 2 路公交车增设 201 路，新建 20 个公交站点；2012 年 5 月 6 日公交车辆完全收回，全面开始国有化经营。2012 年亚行投资项目上投资设置了 46 个站点，分布在主街道上，大的公交站点是架设雨棚的，公交公司还建了 92 个简易的立牌式的站点，2013 年新建 138 个站点。2012 年，为改善市民出行条件，阿勒泰市投入 530 万元，完成城市公交候车亭和站牌建设，积极推行公交 IC 卡电子收费，并投入 300 万元新增新型公交车 10 辆。2013 年，阿勒泰市为进一步提升城市公交服务能力，再次投入资金 850 万元，为山城百姓新增 23 辆新型公交车，与此同时，阿勒泰市利众公交公司与阿勒泰电信公司合作，共同实施公交翼支付项默电信手机用户只需在指定的电信营业厅开通翼支付业务便可实现手机刷卡乘坐公交车，使市民的出行更加便捷。极大提高了全市及周边的公交覆盖面积，为群众的公共出行提供了便利。

3.2.6 弱势群体的扶持

城乡特困家庭冬季取暖补贴：2013 年 11 月初为 12986 人发放特困群体冬季取暖补贴 317.34 万元（资金 211.34 万元，燃煤 2000 吨 106 万元）。其中五保户、三无人员、重点优抚对象、孤儿发放资金 53.3 万元，低保户发放资金 158.04 万元，燃煤 2000 吨。

城乡困难群众临时救助：2013 年制定出台《阿勒泰市临时救助实施方案》，及时对阿勒泰因突发事件、因病返困、上学困难等原因致贫的家庭实施救助，极

大解决了群众困难，保证他们的正常生活。截至本次监测，已累计救助 156 人，共支出救助资金 49 万元。

健全城乡医疗救助制度：完善了《阿勒泰城乡医疗救助实施方案》，对因病致贫的家庭及时发放救助资金，帮助他们渡过难关，全年城乡医疗累计救助 1724 人，共支出资金 597.83 万元，极大解决了特困群众看病难的问题。

实施春苗工程：对 5 名先天性心脏病患儿实施救助，救助资金已到位，预计投入 5.61 万元；在明天计划项目中，救助先天性心脏病、唇腭裂患儿 4 名。

实施孤残儿童生活救助：及时提高孤残儿童生活补助金，由原来的 600 元/月/人提高到 700 元/月/人，截至本次监测，共为 85 名孤儿发放生活补助金及生活补助 66.41 万元。

3.2.7 利用当地建筑材料和运输资源

根据对施工单位的调查发现，施工所需的土、砂、石、水泥和石灰等建筑材料均是当地材料。在满足工程质量的前提下使用本地建筑材料可以节约成本，而且可以增加当地少数民族居民在施工期间的家庭收入，增强当地少数民族居民对于本项目的支持度。

同时，在条件允许的前提下也尽可能充分利用当地运输资源参与道路建设材料的运输，促进当地建材业和运输业的发展，增加当地少数民族居民在工程施工期间的家庭经济收入。

3.2.9 环境保护意识教育

本次监测表明，项目办联合环保局和教育局，对项目区域内的人群进行了环保意识的宣传普及，截至监测时，统计表明已对 38 万人次（上期 35 万人次）进行了不同形式的环境保护意识教育，包括垃圾分类，分发宣传册，进社区进学校。

4.问题与建议

4.1 发现

(1) 按照工程实际进度安排，少数民族发展计划已具体开始实施，项目单位、各地政府及其主管部门按照《少数民族发展计划》，已采取相关措施使项目建设对少数民族的负面影响降到最低，确保项目能让少数民族受益。

(2) 项目区内各少数民族人口对本项目持欢迎态度。经过实地调查和走访，监测评估机构发现：项目区内少数民族人口认为本项目虽然存在征地拆迁等少部分负面影响，但也给当地带来了交通出行条件的改善、促进劳动力就业、提高妇女地位等积极影响。项目区域内少数民族人口对本项目建设持欢迎态度。

(3) 项目的建设为本地居民就业提供了机会，而且大量施工人口的增加也有利于餐饮等服务业的发展。经过实地调查和走访，监测评估机构发现：项目建设期向当地居民提供了大量的就业岗位，当地村民的收入因此有所增加。

(4) 各地政府及其主管部门正在实施的促进劳动力转移、缓解贫困及促进就业等各项措施有利于本项目效益的最大化。截至目前，阿勒泰市受项目影响区域正在实施少数民族的技能培训、双语教育、旅游发展、少数民族特色产业等项目，这些发展项目促进了当地少数民族的就业与长远发展。少数民族计划涉及项目都以促进少数民族人口发展为根本目的，其实施也有利于扩大本项目效益的最大化。

(5) 自治区住房与城乡建设厅、阿勒泰市住房与城乡建设局等机构对于少数民族发展计划的实施高度重视，各级政府机构及其主管部门通过与业主、施工单位之间的交流、沟通和协调，认真实施少数民族发展计划的相关措施，对少数民族发展起到了重大的作用。

4.2 建议

(1) 项目单位要建立起能够有效地联系施工单位、受影响各区县及其主管部门、少数民族发展计划涉及到的各局办部门以及受影响民众的协调保障机制，

保证计划能够得到及时、有效地实施，从而实现少数民族人口从项目中受益目标的实现。

（2）项目单位要建立、健全少数民族发展计划实施报告制度和内部监测制度。鉴于目前的内部监测体系刚刚建立，项目单位要按照亚行相关政策和少数民族发展计划的规定，建立起完善的少数民族发展计划实施报告制度和内部监测制度。

附件：

附图 1 道路标牌双语标注

