



## Guidelines for Upgrading of Middle Ger Areas

Citywide Pro-poor  
“Ger-area Upgrading Strategy and Investment Plan” (GUSIP)  
of Ulaanbaatar City



**Prepared under** Citywide Pro-poor “Ger-area Upgrading Strategy and Investment Plan” (GUSIP) of Ulaanbaatar City, implemented by the Municipality of Ulaanbaatar with technical and financial assistance of UN-HABITAT Regional Office for Asia and the Pacific, and financial assistance provided by Cities Alliance Trust Fund.

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# **Guidelines for Upgrading of Middle Ger Areas**

**(Output 2.2)**

**October 2010**

**Prepared under  
Citywide Pro-poor  
“Ger-area Upgrading Strategy and Investment Plan” (GUSIP)  
of Ulaanbaatar City**

## FOREWORD

The Ger areas, where over 60 percent of Ulaanbaatar city's population lives now, are an integral part of the urban social fabric. Ger areas pose unprecedented development challenges given their location, low population density and unique urban morphology. Therefore, a strategic development approach is required for sustainable improvements in the quality of life of Ger area residents.

The implementation of the Citywide Pro-poor 'Ger-area Upgrading Strategy and Investment Plan' (GUSIP) of Ulaanbaatar City was led by the Municipality of Ulaanbaatar. The Ministry of Road, Transportation, Construction and Urban Development and the Mongolian Association of Urban Centres were the key national partners of the Municipality. The United Nations Human Settlements Programme (UN-HABITAT) provided the comprehensive technical support for the successful completion of the GUSIP project.

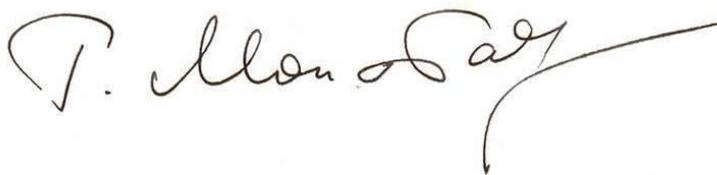
Cities Alliance and UN-HABITAT provided financial assistance for GUSIP. As members of Cities Alliance, the World Bank, the Asian Development Bank, and the Governments of France, Japan and the Netherlands co-sponsored the project.

The structured consultative process adopted under GUSIP involved key local, national and international stakeholders, and was instrumental in the participatory development of the Citywide Pro-poor Ger-area Upgrading Strategy of Ulaanbaatar City. The process included the systematic assessment of development issues in the Central, Middle and Peri-urban Ger areas, analysis and adaptation of various urban upgrading approaches to Ger area conditions, and the formulation of Ger area-specific strategic options and recommendations. It has contributed to a shared understanding of the problems as well as possible solutions that can sustainably improve the quality of life in Ger areas and environmental conditions of the city.

In June 2007, the Mayor's Council approved the Citywide Pro-poor Ger-area Upgrading Strategy of Ulaanbaatar City. Following this and in July 2007, the Ulaanbaatar City Citizens' Representatives Council adopted the Strategy for its implementation. Since then, the Strategy has been guiding the design and implementation of national and international programmes and projects for the upgrading and development of Ger areas.

The various reviews, guidelines, action plans and toolkits developed under GUSIP constitute valuable contributions to the Municipality of Ulaanbaatar, government organizations and development agencies involved in improving the quality of life and environmental conditions in Ger areas.

I would like to convey my appreciation and grateful thanks to all our partners for sharing their expertise and sense of vision with us during the design and implementation of the GUSIP project.

A handwritten signature in black ink, appearing to read 'P. Munkhbayar', with a long, sweeping horizontal stroke extending to the right.

**Munkhbayar Gombosuren**

**Capital City Governor and Mayor of Ulaanbaatar**

## PREFACE

This Guideline is one of three Urban Development Guidelines that seek to respond to overlying issues in each of the Ger areas in Ulaanbaatar, integrating lessons learnt from past interventions and initiatives, and providing a support framework for dealing with the current challenges of urban development. The Guidelines aim to support the Ger area communities by harnessing their ability to identify and prioritise problems, and find solutions to their development needs. The set of Guidelines consist of:

- ***Guidelines for the Redevelopment of Central Ger Areas*** - addressing issues arising for the redevelopment of central Ger areas.
- ***Guidelines for Upgrading and Redevelopment of Middle Ger Areas*** - addressing the need for incremental upgrading and provision of basic urban services in middle Ger Areas.
- ***Guidelines for Peri-urban Incremental Upgrading and Orderly Expansion*** - addressing issues arising due to the haphazard expansion of Peri-urban Ger areas.

The *Guidelines for Middle Ger-area Upgrading* address the urgent need for the incremental upgrading and provision of basic urban services in middle Ger areas. The major challenge in middle Ger areas is to make more efficient use of land resources and improve distribution of infrastructure and basic urban services through increased population density and land readjustment. With lower population densities, the costs of provision and coverage are very high and will necessarily be incremental and reflect the level of resources available. It will require fostering of partnerships and innovative ways for securing investment funds. Experience shows that upgrading is best approached as a community-led and, where appropriate, community implemented and community co-financed initiative.

These Guidelines have been developed in consultation with the MUB. The approach recommended has been tested through a multi-stakeholder participatory Training-of-Trainers workshop that introduced the Community Livelihood Action Planning method to *Kheseg* 1 and 2 of *Khoroo* - 9 Songino Khaikhan District (November 2008). The draft Guidelines have been developed based on this workshop, which involved detailed (active) feedback.

An initial draft of the Guidelines was distributed and discussed at a Workshop with several stakeholders. Based on feedback received, the Guidelines have been amended.

## ACKNOWLEDGEMENTS

The *Citywide Pro-poor 'Ger-area Upgrading Strategy and Investment Plan'* (GUSIP) was implemented by the Municipality of Ulaanbaatar (MUB) with technical support by the United Nations Human Settlements Programme (UN-HABITAT). The Ministry of Road, Transportation, Construction and Urban Development (MRTCUD, and previously the Ministry of Construction and Urban Development) and the Mongolian Association of Urban Centers (MAUC) were the key national partners. In addition to the Municipality's Departments and Divisions, District and *Khoroo* Officials, the representatives of Ger area residents, the private sector, civil society organizations and NGOs, academic institutions, specialized agencies (such as Mongolian Housing Corporation) and the project offices of various bilateral and multilateral aid agencies supported GUSIP's implementation.

Six members of Cities Alliance, UN-HABITAT, the World Bank, the Asian Development Bank, and the Governments of France, Japan and the Netherlands, co-sponsored the project. Cities Alliance and UN-HABITAT provided financial assistance for GUSIP's implementation.

The GUSIP project could not be completed successfully without the invaluable contributions of the many individuals, as follows:

- *Municipality of Ulaanbaatar*: Mayor Mr. Munkhbayar; former Mayors Mr. Bilegt, Mr. Batbayar and Mr. Enkhbold; Vice Mayor Mr. Baatarzorig; Vice Mayor Mr. Munkhbaatar; General Manager Mr. Choimpog Bat; Mr. G. Nandinjargal, Head, Urban Development Policy Department; Mr. Tumurkhuyag, Head (former) and Mr. Saandui, Head, Land Administration Department; Mr. Bold, former Director of Urban Planning, Research and Design Institute; Mr. Natsagdorj, Chief Architect and Head of Urban Development Department; Ms. S. Tumurdulam, Head, Urban Planning & Information Technology Division, Urban Development Department
- *Ministry of Road, Transportation, Construction and Urban Development*: Minister Mr. Kh. Battulga; former Ministers Dr. Ts. Tsolmon, Mr. Narantsatsralt and Mr. Batbayar; Dr. Ochirbat, Head, Land and Urban Development Policy Department
- *Mongolian Association of Urban Centers*: Executive Directors, Ms. Sh. Tserendulam and Ms. A. Zulgerel (past)
- *Mongolian University of Science and Technology*: Dr. Otgonbayar, Professor and Director; Dr. Altantuul, Professor; Mr. Purev-Erdene, Lecturer, of the School of Construction, Engineering and Architecture
- *Others* Ms. Badamkhorloo, Director of USIP2 PMU; Mr. B. Battsend, Project Coordinator of 14<sup>th</sup> Housing Area project of the MRTCUD, Mr. Khurelshagai, Executive Director of Beren Construction Company and Mr. T. Erdenebayar, Executive Director, Mongolian National Construction Association.

### *Technical Advice and Support:*

GUSIP project was conceptualised and designed by Dr. Bharat Dahiya, Human Settlements Officer, and Mr. Chris Radford, Senior Human Settlements Officer, of UN-HABITAT, who also provided technical support for its implementation. Special thanks to Dr. Hubert Jenny, Senior Municipal Engineer, the World Bank (currently with the Asian Development Bank), who provided valuable inputs to the GUSIP project design. Technical support was also provided by Mr. Bruno Dercon, Human Settlements Officer, Mr. Bijay Karmacharya, Chief Technical Adviser, and Ms. Enkhtsetseg Shagdarsuren, National Project Manager. Project Management Team support was provided by Ms. Udval Otgonbayar, Administrative and Financial Officer, and the UN-HABITAT Mongolia Team.

For this report, Output 2.2: Ger-area Upgrading Guidelines, substantive contribution was made by Ian Munt, Sharadbala Joshi, K. A. Jayaratne and Enkhtsetseg Shagdarsuren.

Ulaanbaatar City, December 2010

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