



Guidelines for the Redevelopment of Central 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 the Redevelopment of Central Ger Areas

(Output 2.3)

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 'M. Gombosuren', with a long, sweeping underline that extends to the right and then curves downwards.

Munkhbayar Gombosuren

Capital City Governor and Mayor of Ulaanbaatar

PREFACE

This Guideline is a one of three Urban Development Guidelines that seek to respond to overlying issues in each of three Ger areas (central, middle and peri-urban) in Ulaanbaatar City, integrating lessons learnt from past interventions and initiatives, and providing a support framework for dealing with the current challenges of urban development. The broader urban development framework within which the Guidelines have been developed is the GUSIP supported Ger Area Upgrading Strategy of Ulaanbaatar City (GUS), adopted by the Municipality of Ulaanbaatar in 2007 under GUSIP. The set of Guidelines consists of:

- ***Guidelines for the Redevelopment of Central Ger Areas*** - addressing issues arising from 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 the Redevelopment of Central Ger Areas have been developed in consultation with the Ministry of Road and Transportation, Construction and Urban Development (MRTCUD - through the '14th *Khoroolol*' Apartment Project), Municipality of Ulaanbaatar Department of Construction, Urban Development and Planning Department, the private sector (through Beren Construction) and the Mongolian Housing Finance Corporation. It has also involved learning from current and past initiatives in area redevelopment including the Japan International Cooperation Agency (JICA) 'Neighbourhood Area Redevelopment Plans' and the ADB supported 'Housing Area Action Plans' (HAAPs).

The Guidelines seek to support and strengthen redevelopment processes already underway (and set out in Resolution No.303 Development Programme for Ger areas in Ulaanbaatar as Housing Districts and other regulation), and identify those areas where new regulation is desirable or a prerequisite for efficient redevelopment. It addresses both the preparation of central Ger area redevelopment plans and issues arising from plan implementation.

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 14th 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 2.3: Ger-area Redevelopment Guidelines, substantive contribution was made by – Ian Munt, Sharadbala Joshi and Enkhtsetseg Shagdarsuren.

Ulaanbaatar City, December 2010

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Abbreviations/ Glossary

AALAGaC	Agency for Administration of Construction, Land Affairs, Geodesy and Cartography
CAP	Community Action Plan/ Planning
CDC	Community Development Council
DDPs	Detailed Development Plans
GIS	Geographical Information System
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
GUS	Ger Area Upgrading Strategy of Ulaanbaatar City
GUSIP	Ger Upgrading Strategy and Investment Plan
HAAP	Housing Area Action Plan
JICA	Japan International Cooperation Agency
LAD	Land Administration Department
MCUD	Ministry of Construction and Urban Development
MRTCUD	(now Ministry of Roads, Transportation, Construction and Urban Development)
MNT	Mongolian Tögrög
MRTT	Ministry of Road Transport and Tourism
MUB	Municipality of Ulaanbaatar
NGOs	Non-Government Organisations
PCC	Project Co-ordination Committee
PIU	Project Implementation Unit
PMT	Project Management Team
UCMP	Ulaanbaatar City Master Plan
UBMPS	City Master Plan and Urban Development Program of Ulaanbaatar City
UN-HABITAT	United Nations Human Settlements Programme
USUG	Ulaanbaatar City Water and Sewerage Company

<i>Duureg</i>	District: an administrative division of a city, the urban equivalent of a sum
Ger	Traditional Mongolian tent like dwelling
Ger areas	Informal settlements named after Ger - the traditional home of) Mongolian nomads.
<i>Khashaas</i>	Fenced plots (as well as the fencing of Ger plots).
<i>Khoroo</i>	Sub-District
<i>Khoroolol</i>	Residential complex (area)

Monetary Unit: Mongolian Tögrög (MNT)

1USD = 1380 (May 2010)

1 Introduction

Redevelopment refers to new construction on a site that has pre-existing uses on it, and/ or to urban infill on vacant plots that have no existing activity. The objectives of redevelopment are:

- a) To develop and use land in central city areas more efficiently,
 - b) To improve the quality of life in people living in old urban areas, and
 - c) To regenerate decaying parts of the city.
- Redevelopment projects include the following activities:
 - The rehabilitation or restoration of older or under-utilized buildings for immediate reuse to support other needs of the community/ persons with interests in the area (including small businesses).
 - The acquisition and demolition of structures in poor physical conditions.
 - The redevelopment of a block of old low-density housing into a large apartment building, or of an industrial sites into mixed-use development.
 - The extension of basic infrastructure services through public rights-of-way, including widening of access roads and upgrading water supply, sewerage or storm water networks.
 - The construction of public buildings and spaces to provide direct benefit to the area residents.
 - The development and sell of new property.
 - The relocation of persons who have interests in the property being redeveloped to another site (temporarily or permanently) by the developer/ partners.
 - The financing of such operations from borrowing from different levels of government.

Increasingly, redevelopment encourages the creation of partnerships amongst different stakeholders, including local government, Community Based Organizations (CBOs), public agencies, businesses, private developers, financial institutions, and other citizens. The participatory "bottom-up" approach to redevelopment aims to empower communities, emphasize organizing of area residents, and support community-based planning, and partnerships. The emphasis is on comprehensive treatment of social and physical conditions, and is expected to help the area residents determine how to conduct redevelopment, and produce more homes, essential facilities and businesses.

The participatory redevelopment approach is based on the following principles:

1. Participatory/ community-based initiatives are generally more successful and sustainable in the long term. They promote economic and social empowerment and create a sense of local ownership.
2. Strategic planning is vital to community development, and requires partnerships in the planning process amongst local governments, communities, community organizations and local businesses.
3. Local governments need to undertake a regional approach and plan beyond the traditional approaches and geographic boundaries.
4. Encourage additional private sector investment from within and outside communities to stimulate development.
5. Reduce fragmentation of development programs by streamlining the decision-making process.

1.1 Central Ger Areas: Redevelopment Context, Opportunities and Challenges

Central Ger areas in Ulaanbaatar are the oldest Ger areas in the city, and are located around the city's built-up core. Their layout is more organized than the Middle and Peri-urban Ger areas. They have flatter terrain that increases the likelihood of flooding in the area. Since many of the Central Ger areas were settled prior to 1980 when the maximum land allocations per family was smaller, the plot sizes are 300-500m². Longer occupation of khashaas means more houses in the area are built with

permanent building materials, even though most still do not have piped water and use pit latrines for sanitation. Many plots have run out of space for construction of new pit latrines, and many khashaas owners have expanded their plots by moving fences and encroaching onto road rights-of-way and over buried pipes and electrical lines.

The proximity of Central Ger areas to existing city core and central utility networks means that access to water, roads, transportation and solid waste collection services is higher than in the middle or Peri-urban Ger areas. Similarly, the access to shopping, education and medical facilities in the city core area is easier. Consequently, there is a greater demand for land in the Central Ger areas, especially for non-residential use. Already Khashaas owners can increase their incomes by establishing businesses, and renting part of the Khashaas to families that do not own land. Thus, many khashaas have multiple household occupants.

Due to a high demand for redevelopment of the area for apartment buildings and commercial spaces, the concept of redeveloping Central Ger areas has been incorporated in the Ulaanbaatar City Master Plan (UCMP-2020), and refined in Detailed Development Plans that have been prepared for some areas. Besides the start-up of large area redevelopments in the central Ger area, lands adjacent to the city core areas are being redeveloped for larger permanent houses, apartment buildings and businesses.

The biggest development challenge for Central Ger areas is to release land for development and accommodate the increasing demand for developed land for new apartment blocks, commercial and institutional needs in a way that accommodates the needs of poorly serviced Ger area residents. Individuals or businesses are developing plots in the Central Ger areas without planning guidelines or for coordinated development of roads or utilities. The framework for Central Ger area redevelopment is set by the ‘Development Programme for Ger area in Ulaanbaatar as Housing District’ (Resolution 303, 29 July 2008) and Master Plan for Ulaanbaatar City 2020, which seeks to develop areas with appropriate infrastructure, and improving housing conditions for all citizens. The MRTCUD/ MCUD has identified 13 areas within Ulaanbaatar city for redevelopment.

1.2 Objectives of Central Ger Areas: Redevelopment

The vision of Central Ger areas is to redevelop it into a “high-density constructed area consisting of residential, commercial and institutional land use (centres) with comprehensive urban infrastructure and service provision”. The strategic goal is to have Ger-area “Redevelopment”, replacing Ger housing, consolidating Ger plots (khashaas) for the construction of new apartment blocks (residential areas), and creation of built (floor) space for commercial and institutional needs. This would require identification, prioritising and earmarking of Central Ger areas for “Redevelopment”, taking into account the existing infrastructure and viability of its extension, demand for land development (high), and availability of financial resources.

The challenges in implementing redevelopment initiatives in Central Ger areas are:

- Successful relocation and resettlement of all existing Ger area residents (this includes accounting for the number of households in redevelopment sites who are not plot owners, and are therefore excluded from negotiation on redevelopment).
- Ensuring an adequate supply of affordable housing in the context of inevitable ‘gentrification¹’ of central areas (through the increasing value of land and property).
- Preventing further pressure for expansion in peri-urban Ger areas through: (i) displacement of central Ger residents, and (ii) stated preference for land and houses, rather than apartments².

¹ Gentrification refers to changes in an area resulting from middle and high-income people settling in decaying urban areas because of the low-cost housing and easier access to downtown business areas.

² A household survey undertaken by JICA (2007) confirms that over half the households surveyed wished to live in houses rather than apartments.

- Fulfilling the broader policy goal of densifying the city. Initial experience suggests that owners of plots are selling and moving, rather than opting to swap their land, be temporarily re-housed, and return to the site and new apartments once the construction is completed.

1.2.1 Limitations identified in on-going central Ger area redevelopment initiatives

From discussions with on-going central Ger area redevelopment efforts, a common set of current limitations in the redevelopment process can be identified as follows:

- 1) Absence of a ‘realistic’ land value assessment system
- 2) Protracted problems with acquiring land from plot owners
- 3) Lack of resettlement options (both temporary and permanent)
- 4) Problems with the timely provision of the trunk infrastructure network
- 5) Lack of coordination (single body or authority) in the redevelopment of the area
- 6) Lack of legal mechanism to (compulsory) acquire land
- 7) Lack of community participation in the development of plans
- 8) Absence of subsidies and housing policy to ensure adequate accommodation for the Ger area poor
- 9) Implementation difficulties resulting from a physical plan focus without an effective planning and implementation system
- 10) Sale of apartments on the open market.

1.3 The need for Guidelines for Ger Area Redevelopment

These Guidelines have been developed in response to the needs identified in the Ger-area Upgrading Strategy of Ulaanbaatar City (GUS). Adopted in 2007, the GUS was developed by a structured 56-member working group process. This involved: i) the Ministry of Roads, Transportation, Construction and Urban Development (MRTCUD) [previously MCUD - Ministry of Construction and Urban Development]; ii) 21 professional agencies under the Municipality of Ulaanbaatar (MUB), Duureg (District) and Khoroo (Sub-District) Councils and their communities’; iii) private sector agencies; iv) international aid organizations; v) civil society and non-governmental organizations focusing on Ger area development, and vi) academic and training institutions involved in the city’s development decision-making.

The objectives of these Guidelines are:

- To provide methods and directions for implementing development activities in Central Ger areas of Ulaanbaatar.
- To clarify key policies, principles and strategies of Ger area redevelopment projects.
- To ensure linkages between national and local governments.
- To serve as the main communication tool from national to the local level.
- To provide a common framework for Ger area communities and all other actors to take decisions and act accordingly.

1.3.1 The Guideline and existing regulatory frameworks

The focus and content of the Guidelines is set within the current planning system, which includes:

- Ulaanbaatar Master Plan 2020.
- Solid Waste Management Master Plan

- Land Use Master Plan (1997). (2007).
- Ulaanbaatar City Urban Master Plan 2020. • Heating Master Plan.
- Water and Waste Water Master Plan 2020. • Air Pollution Reduction Master Plan.

The Guideline was developed in line with the regulations for preparing Detailed Development Plans, and on-going and planned redevelopment activities in Central Ger area, which include:

- ‘40,000 Housing Units Program’, which is now the ‘100,000 Housing Units Program’.
- ‘Development Programme for Ger area in Ulaanbaatar as Housing District’, Resolution No.303, 29 July 2008 (identifying 22 Ger areas in 6 Districts).
- Housing Area Action Programme (HAAP), implementation in Bayanzurh District, 2nd *Khoroo* (Ger area of Dari-Ekh) and Baganuur District (‘Bayalag’ Infill).
- MRTCUD/ MCUD: 14th District ‘Apartment Project’.
- Municipality of Ulaanbaatar: 7th Redevelopment Project, and Radio and TV Authority Redevelopment Project.
- Japan International Cooperation Agency: Neighbourhood Area Development Plan (NADEP) in Unur (Middle Ger Area).
- Methodological Guideline for the Master Plan of the Urban Area Development, Ministry for Infrastructural Development of Mongolia (Order No.95, 2000).
- Ger Area Upgrading Strategy of Ulaanbaatar City (GUS).

The steps for preparing the Detailed Development Plans (DDPs) are set out in the Resolution in the Law on Urban Development, and Methodological Guideline for the Master Plan of the Urban Area Development³. This Guidance has been developed by reflecting on practice in the light of implementation in current central Ger area developments and learning from their implementation. These Guidelines focus on central Ger area redevelopment and adopts a consensual approach to redevelopment plans involving government agencies, Ger area residents and the private sector.

1.3.2 *Guideline users*

These Guidelines are generic in nature. They respond to the challenge of land development in a context of rapid urban growth, increasing land demand and the need for infrastructure investment in Ulaanbaatar’s Central Ger Area. The Guidelines are developed based on current practice, and the need for further improvement in the redevelopment process. They provide guidance to the following actors on how to begin/ initiate the redevelopment process after the ‘site selection’.

Primary users:

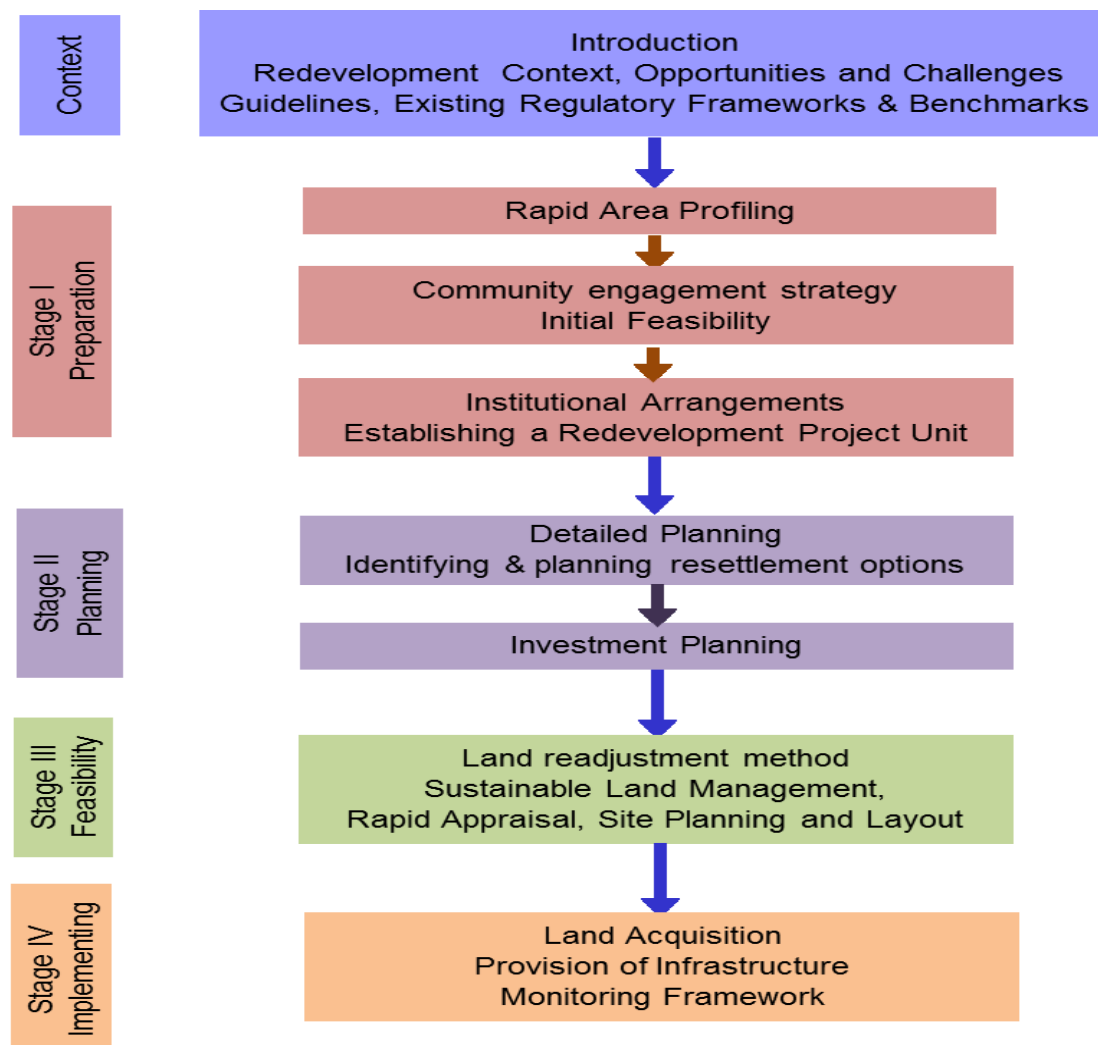
- Governor/ Mayor.
- MRTCUD/ MCUD.
- MUB, Department of Construction and Urban Planning.
- Private sector companies.
- **Secondary users:**
 - Land Administration Department.
 - Relevant ministries, that is, MRTCUD/ MCUD, MRTT, MNE.
 - Governor and Citizen’s Representative Khural/ Khoroo leader.

³ Ministry for Infrastructural Development of Mongolia (Order No.95, 2000)

- Non-government organisations/ community based organisations.
- Local community.
- Neighbouring communities

1.4 Organisation and structure of the Guideline

The Guideline is organized by the four main stages in the area redevelopment process. These Stages are not necessarily sequential because some activities can take place in parallel (for example, community participation will be on-going throughout the redevelopment process). The main steps under each stage are given below



2 Redevelopment Project Elements

Redevelopment projects, which can be of a small or large scale, ranging from a single building to an entire new neighbourhood, involve several actions that which can be distinguished as follows:

- Planning and implementing the redevelopment project, including land acquisition;
- Enabling participation of the project affected people in decision-making, and
- Planning and implementing the temporary and/ or permanent resettlement of people affected by the redevelopment project, including compensating them for land and/ or assets acquired.

2.1 Benchmarks

The benchmarks of a good redevelopment project are:

- Detailed plans and implementation framework is the product of high quality rapid assessment, and detailed investment strategies and budgeting.
- Redevelopment is undertaken with the full involvement and consensus of existing Central Ger Area residents and communities.
- Redevelopment is realistic and has a high probability of successful implementation.
- Redevelopment is accommodates the needs of the city as well as the urban poor.
- Responsibility for implementation is clearly defined, against clear targets and timelines.

2.2 Participatory Approach to Redevelopment Projects

The principles for a participatory approach to a redevelopment project are:

- Community engagement is started at the outset/ start of the redevelopment process.
- The occupants of the redevelopment area (including residents, and those with small businesses on-site) are identified through a full survey (conducted by the residents where possible) to gauge willingness to move, and identifying those who would be entitled to an apartment or subdivision.
- The occupants of the redevelopment area are well organised to support long-term implementation, collective decision-making, and with the process of new settlement selection and planning
- All occupants of the redevelopment area are treated equitably, and the urban poor are protected.
- To ensure common and transparent understanding throughout affected communities, they are well-informed about the project, its components, and implications for them, including resettlement
- The people affected by the project need to be fully involved in the redevelopment of their areas, in developing resettlement and compensation packages through participatory workshops, and in the design of new communities (apartment, plot types), community facilities etc.
- The occupants of the redevelopment area need to express their preferences for relocation and resettlement (temporary and permanent).
- Involvement of people affected by the redevelopment area at each stage of the resettlement planning process will contribute to effective (permanent or temporary) resettlement.
- Information about resettlement, compensation norms and resettlement options is widely disseminated. Public meetings should be organised long before the resettlement to explain the process, explain the terms of the move (compensation and payments from the residents etc.).

2.3 Resettlement and Compensation

The principles for deciding on a Resettlement and Compensation Package are:

1. To the extent possible, avoid or minimise permanent relocation/ resettlement of redevelopment area occupants;
2. Where relocation/ resettlement is unavoidable, the affected persons should be informed fully and consulted on resettlement and compensation options;
3. The affected persons should be fully involved in the selection of relocation sites (even though options for selection of new resettlement sites will be limited due to physical and environmental suitability), livelihood compensation and development options at the earliest;
4. Cash compensation should be an option for all affected persons. Replacement land should be an option for compensation in the case of loss of land;
5. Compensation for loss of land, structures, other assets, and income should be based on full 'replacement cost'.
6. Resettlement should be planned as a development activity for the affected persons.
7. Nobody should be moved until the resettlement site is ready, that is, until arrangements are in place for transportation for those who need to commute regularly, water supply and sanitation, health and education services, and spaces are available for small shops for essentials.
8. Absence of formal title to land by some affected persons should not be a bar to compensation.
9. In finalising the resettlement and compensation package for affected persons, particular attention to be paid to vulnerable groups (aged, those with disabilities etc.), and households headed by women.
10. Compensation is based on replacement cost, that is through the method of valuation of assets which helps determine the amount sufficient to replace lost assets and cover transaction costs (not taking into account the depreciation of structures and assets) (Resettlement and Rehabilitation Guidebook, The World Bank). For losses that cannot easily be valued or compensated for in monetary terms (e.g., access to public services, customers and suppliers), attempts are made to establish access to equivalent and locally acceptable resources and earning opportunities.
11. Full cost of compensation and resettlement is borne by the project proponent.

2.4 Redevelopment Projects: Planning and Implementation

Redevelopment projects comprise of the following four Stages:

- Stage I: Project Preparation
- Stage II: Project Planning
- Stage III: Project Feasibility, and
- Stage IV: Implementation.

Each of these Stages is described in detail in the following Sections.

3 Stage 1 - Preparation

3.1 Rapid Area Profiling

Objective and principles

The objectives are to develop a high quality and evidence-based baseline of the redevelopment area through rapid assessment, and undertake initial budgeting. The principles followed for preparing a rapid area profile of the area are:

- Rapid assessment, formulating detailed evidence-based development plans of high quality, and initial (pre)-budgeting.
- Appraising the objectives of development plans through a full feasibility assessment.
- Establishing baseline information for the development of monitoring systems that measure the success of the redevelopment process against the baseline, and whose indicators are sensitive to the broader policy framework (i.e. environmental, housing etc.).

The objectives of preparing a rapid area profile are:

- To provide a rapid assessment of the social, environmental and economic context of the redevelopment area.
- To provide a basis for assessing initial feasibility of the proposed scheme.
- To provide a basis for formulating Detailed Development Plans (DDPs - Ger Area Redevelopment Plan).

Stakeholders

- MRTAUD/ MAUD.
- MUB
- District Governors and *Khoroo* leaders
- Private sector companies.
- Non-government organisations
- Ger area residents

Actions

To conduct on-site surveys covering the following three components:

- A social profile for details about the occupants of the redevelopment area, their economic situation, employment levels and locations (both on-site and elsewhere), and their access to basic services as well as social amenities (see Table 1 for details).
- An environmental and physical profile for details regarding the physical features, settlement pattern, access to infrastructure mains, and environmental conditions, including pollution water, air and ground pollution (see Table 2 for details).
- An economic profile for getting data on employment levels and locations, on-site businesses/ commercial activities, demand for residential and commercial space, current and projected value of the land, and interest of private sector in investing in the area (see Table 3 for details).
- Once the on-site surveys are completed, the data analysed and relevant findings are available, the completion of the redevelopment area profile would utilize GIS mapping for communicating the data graphically. The profile can be completed either by the public or the private sector, or by involving both.

Table 1: Example of a Detailed Social Profile

Sample Targets	Sample Indicators
Total population	
Age and sex distribution	
Number of households	
Number of plot owners	Number and family members
Number of plots/ households with possession/ use rights	Number and family members
Incidence of poverty	
Incidence of health problems	
Income levels	Average income bands
Employment levels	Number in paid work
Employment locations	Average distance to
Access to education (primary and secondary)	Average distance to
Access to health (health clinics and hospitals)	Average distance to
Access to kindergartens	Average distance to
Access to water supply	
Access to heating supply	
Access to sanitation network	
Access to electricity	

Table 2: Example of a Detailed Environmental and Physical Profile

Sample Targets	Sample Indicators
Topographical/ landscape	Degree of slopes
Geological survey	Physical map
Settlement pattern	Physical map (GIS)
Air pollution levels	CO ₂ , CO ₁ , NO ₂ , SO ₂
Water supply network (proximity)	Physical map (GIS)
Sanitation system network (proximity)	Physical map (GIS)
Road network (site + proximity)	Physical map (GIS)
Heating supply network (proximity)	Physical map (GIS)
Electricity supply network	
Surface water pollution	
Underground water pollution	
Drainage (surface and underground)	
Soil pollution	PH values, concentration of carbonates, phosphorous, potassium
Soil erosion	
Waste management	
Green spaces	% of green space (per head)

Table 3: Example of a Detailed Economic Profile

Sample Targets	Sample Indicators
Employment levels	Number in paid work
Employment locations	Average distance
On-site business	Number, type, number of employees
Current (projected) land values	Average per m ²
Demand for residential and commercial space	Market survey
Private sector investment interest	Commercial survey
Degree of privatisation	Number of plots owned

Outcome

A Rapid Area Profile of the redevelopment area that includes detailed social, environmental, physical and economic profiles.

3.2 Area occupants'/ Community Engagement Strategy

- Experience from the 7th and 14th *Kharoolol* redevelopment areas has highlighted the significance of participation of residents in the planning and redevelopment process. This includes participation in decisions on physical redevelopment outlined in the Detailed Development Plans, as well as on resettlement. Since large redevelopment areas are considerably more challenging, a planned approach to community engagement and active involvement of residents can help avoid community 'suspicion' of redevelopment efforts, and resultant delays in implementation of redevelopment projects.

Objectives

The objective is to establish an engagement process and a 'Ger Area Community Engagement Strategy'. The aim is to:

- Enable stakeholders, especially Ger area residents with an interest in the redevelopment area, have access to reliable information on the redevelopment project, including:
 - The key stakeholders in the planned redevelopment project, their roles and responsibilities and their representatives who can be contacted for more details or clarifications.
 - The broad outline of the proposed redevelopment initiative, and
 - Role of redevelopment area occupants in evolving and finalising the redevelopment plan, resettlement (temporary and permanent) options, and in finalising compensation norms;
- Establish a transparent mechanism for information sharing amongst the key stakeholders that also optimises coordination, and
- Finalise the process for engaging with redevelopment area occupants for information sharing, planning the facilitating temporary and/or permanent relocation/ resettlement, and for finalising compensation norms for occupants with different types of interest (such as landowner, user or occupant, resident or small-business owner etc.) in the redevelopment area.

Stakeholders

- MRTAUD/ MAUD.
- MUB
- District Governors and Khoroo leaders
- Private sector
- Non-government organisations
- Ger area residents

Actions

The community engagement process must start with the site selection and planning process. The community engagement process, which can be flexible depending on the size and scale of the redevelopment area, will typically include the following steps, which are described in detail below:

- a) Identifying and mobilising residents' organisations,
- b) Regular publicity and information on the redevelopment,
- c) Community planning workshops, weekend briefings and meetings, and
- d) Community Design Centre/ area based Residents Resource Centre.

3.2.1 Identifying and mobilising residents' organisations

Effective participation of the residents and other occupants of the redevelopment area require stable and identifiable area/ community based organisations and leaders. This is critical for large site redevelopment projects that include multiple neighbourhoods.

The first step is to understand the residents/ community structure and to work with existing organisations where possible. In the absence of existing organisations, preparatory work needs to be undertaken (by social/ community development workers and non-government organisations) to build structures that represent the area occupants.

An effective method of ensuring this is by undertaking a social survey. The social survey can range from a simple audit of the existing settlement structure and preferences of areas occupants (see Table 4), to a more detailed survey of the current residents/ community and livelihood structures (for example covering income and employment, health issues, literacy etc.).

Table 4: Community Survey - Indicative Data Requirement

Main areas	Indicators
Number of plot owners, occupiers and users (as per Mongolian land rules)	Households/ businesses, total persons by age and gender, size of plot
Type and size of fixed property by use (such as residential only, residential with business, only non-residential, etc)	Floor area, height, number of rooms
Number of plot occupiers (by households and/or businesses, total persons by age and gender)	Households/ total persons by age and gender/ size of plot
Owners wishing to sell	Number of household and plots
Owners wishing to land-for-apartment swap (on-site)	Number of household and plots; Location preferences
Owners wishing to land-for-apartment swap (off-site)	Number of household and plots; Location preferences

3.2.2 Regular publicity and information on the redevelopment initiative

Regular information on the redevelopment process/ initiative is essential, especially because large site redevelopment could take up to five years. The information should be available in a variety of forms, including newsletters, posters, radio and TV announcements, and any other form (road shows etc.) that is identified as more appropriate in the local context. The information should also be available in various places, including at the *khashaas* (distributed through residents' associations), and at public use spaces and locations such as water kiosks, bathhouses, health clinics, schools etc. that are frequently visited by the local residents.

Easy access of all stakeholders to a 'coordinating' team or person can reduce 'misinformation' and delays in project implementation.

3.2.3 *Community planning workshops, weekend briefings and meetings*

In addition to the regular information dissemination and publicity, it is important to organise strategic community events to ensure appropriateness/ success of on-going communication. It is also useful for understanding the needs and aspirations of the area occupants as they become better informed about the redevelopment project and its process. Such events, which can vary in length and focus (from 2 days to 1 hour), would enable MUB, MRTUD/ MCUD, and the private sector to engage directly with the residents for:

- the planning and design of their neighbourhoods from the start, and
- exploring and finalising options for temporary or permanent resettlement.

3.2.4 *Residents’/ Community Design or Resource Centre*

The aim is to have a Residents’/ Community Design or Resource Centre that functions as an office of the Redevelopment Project Unit, and the focal point for interaction and coordination that promotes transparency and sharing of information amongst all actors. The Resource Centre is an open and accessible office where all the stakeholders can:

- i. interact with project staff,
- ii. seek technical advice, and
- iii. provide further inputs into the redevelopment process.

The Resource Centre is staffed by social/ community development workers, engineers, architects, and legal advisers. In addition, it can draw on voluntary cooperation from local universities (for example for engaging ‘young architects and planners’ to support the community development efforts).

3.3 Resettlement and Compensation Package

The Resettlement and Compensation Package of redevelopment projects is an important component that influences the success of a redevelopment project. The finalising of a Resettlement and Compensation Package for the area requires developing of resettlement and compensation norms. Doing this through participatory processes will provide greater transparency and legitimacy to the measures, and in principle, support efficient acquisition of land. The norms should be adopted through a series of workshops where all stakeholders (Ger residents, MUB, MUCD, NGOs and the private sector) are able to actively participate and contribute to the discussion.

Table 5: Checklist for Community Involvement

	Activity	Purpose
1	Involving the residents affected	Working with residents is more likely to achieve the ultimate goal of resettlement (permanent or temporary). They should be involved at each stage of the resettlement planning process.
2	Communities are well organised	To effectively engage with the process of new settlement selection and planning. Supporting the development of community structures will provide an organisation to work with (rather than individuals alone) for the long-term and support implementation and collective decision-making.
3	Widely disseminating information about the resettlement	Public meetings should be organised long before the resettlement to explain the process, explain the terms of the move (compensation and payments from the residents

	Activity	Purpose
4	Surveying the communities	A full survey of residents (conducted by the residents where possible) to gauge willingness to move, and to determine who would be entitled to an apartment or subdivision. Decisions on the criteria of eligibility (i.e. residents who have been there a certain time)
5	Participation of the affected residents in the new plan	Residents should input into the design of new communities (apartment, plot types), community facilities etc.
6	Resettlement and Compensation Package	Develop resettlement and compensation packages by working with the residents and other occupants of the area through participatory workshops. This contributes to achieving a common and transparent understanding throughout affected communities
7	Selecting the new resettlement site	Options will be limited due to physical and environmental areas suitable for expansion. But where options do exist they should be discussed with the affected communities
8	Preparing the new resettlement site	Nobody should be moved until the resettlement site is ready. The site preparation includes arrangements for transportation for those who need to commute regularly, water supply and sanitation arrangements, health and education services, and spaces for small shops for essentials.

Outcomes

A ‘Ger Area Community Engagement Strategy’

3.4 Initial Feasibility

Objective and principles

Establishing an estimate of the overall redevelopment and investment costs based on rapid profiling and assessment.

Stakeholders

- MRTAUD/ MUD.
- MUB
- Private sector companies.

Actions

Initial budgeting involves estimates of the overall investment costs based on the assumptions of redevelopment: i.e. the scale of overall development proposed (principal site and new resettlement site(s)), the existing area population, current values and prices. It provides a basis for deciding whether to proceed with the redevelopment, and/ or changing the scale of the redevelopment.

Table 6: Indicative Initial Budget

Item	Quantity and norms	Cost
Land acquisition		
Land preparation and decontamination		
Houses (on site)	Nos. of households and persons	
Engineering infrastructure		
Roads	Arterial Road (length) Local Road (length)	
Drains	(length)	

Item	Quantity and norms	Cost
Heating supply	Sub-station(s)	
Electricity network	Sub-station(s) 110kW	
Water supply	Pumping station	
Waste water		
Social Infrastructure		
Schools (Elementary and Secondary)	200 pupils per 1000 persons Service catchment 750m	
Kindergarten	100 children per 1000 persons. Service catchment 500m	
Hospitals and health clinics	9 beds per 1000 population Service catchment 1-2km	
Parks and recreational spaces	5-20m ² per person	
Other facilities (community centres, public offices etc)		
Resettlement		
Land acquisition		
Land preparation		
Housing	Number of apartments	
Engineering Infrastructure (as above)		
Social Infrastructure (as above)		
Temporary resettlement (compensation)	Number of persons by MUB standards	

Outcomes

Initial budget estimate.

3.5 Establishing a Redevelopment Project Unit

Objective and principles

The objective is to establish a Project Implementation Unit as an ‘on-site’ resource centre, and a coordinating mechanism for area redevelopment. The principles for the functioning of the Redevelopment Project Unit are:

- It is an open and accessible resource for residents, private companies and other interested entities.
- It facilitates community participation and inputs.
- It is the provider of up-to-date information and for the publicity on area redevelopment.
- It enables coordination of all redevelopment related activities.
- It is adequately staffed with technical personnel, including community development workers, engineers, architects, legal advisors, valuers etc.

Stakeholders

- MRTAUD/ MUD.
- MUB
- District Governors and *Khoroo* leaders
- Private sector
- Non-government organisations
- Ger area residents

Actions

Experience shows that a Project Implementation Unit or a similar coordinating entity with a dedicated team dealing with routine activities and enquiries is critical for the effective coordination and management of the redevelopment process. This Project Unit should be established on-site at the start of the redevelopment process, and then developed over time as required. The Project Unit needs clear and transparent operating guidelines setting out its mandate, and needs to be adequately staffed to deal with day-to-day issues and to respond effectively to the main components of the redevelopment process. These include:

- Land value assessment, land negotiation and land sale.
- Installation of key infrastructure.
- Relocation and resettlement of Ger area residents (both temporary and permanent).
- Independent legal advice on guarantees and agreements between residents and private companies.
- Compensation (such as for infrastructure installation on *khashaas* where necessary, and for the relocation of households renting land).
- Community engagement.

The Project Unit should be physically accessible to all stakeholders at all times, including during ‘out-of-office time’. An effective Project Unit can support the redevelopment process and ‘ease’ private sector involvement. Sponsorship and support from the private sector should be sought.

Large site redevelopment (as is the case with the 7th and 14th areas) would greatly benefit from the creation of a single area redevelopment authority (variously called ‘special purpose vehicles’) with its own functions, power and staff.

Outcomes

An area based Project Unit established, staffed and operating effectively.

Mandate of Project Unit with set out in Operating Guidelines.

4 Stage 2 - Planning

4.1 Detailed Planning

Objective and principles

The aim is to develop a Detailed Development Plan (Ger Area Redevelopment Plan) for selected Central Ger areas. The principles for preparing a Detailed Development Plan are:

- Set objectives for the plan, such as reduction in pollution, alleviating poverty etc. in conformity with the Ulaanbaatar Master Plan 2020.
- Develop a base plan through a participatory process involving Ger area residents.
- Employ progressive planning norms and standards, and encourage mixed use and socially balanced redevelopment.
- Provide flexibility in development through design frameworks and zoning (setting principles for buildings) rather than architectural master plans.

Stakeholders

- MRTAUD/ MAUD.
- MUB
- District Governors and *Khoroo* leaders
- Private sector
- Non-government organisations
- Ger area residents

Actions

The Detailed Development Plan is the main planning instrument for the zoning and structure of development. The regulations for drawing up Detailed Development Plans are set out in the Methodological Guideline for the Master Plan of Urban Area Development⁴. In brief, based on the guidelines, the Detailed Development Plan consists of mapping, including basic architectural design, ecological factors, engineering, roads, zoning, and textual justification. The justification includes:

- Reason for and method for preparing the design.
- Survey and analysis of the current situation.
- Main solution of the plan.
- Sequences of implementation.
- Investment programme for the engineering and social infrastructure to be implemented.

The Detailed Development Planning builds on the rapid urban profiling for preparing a full local area redevelopment framework. Under current procedures, this involves:

1. Call for Tenders from private sector companies to undertake formulation of the Detailed Development Plan.
2. Award of contract.
3. Detailed Development Plan formulation with an initial feasibility (detailed costs for infrastructure, and estimates for other costs). MUB supervises this process, and during design development,

⁴ Ministry for Infrastructural Development Of Mongolia (Order No.95, 2000)

MUB committees offer solutions. On average, the process takes 18 months but it was accelerated in the case of the 7th Khoroo development project to 6 months.

4. MUB consultation with residents in the redevelopment area as stipulated under the Law of Urban Development.
5. The Detailed Development Plan is checked for conformity with the Master plan and other sectoral master plans, and is circulated to Government experts to check for conformity to norms and standards. It is discussed by the Citizens Committee and approved, and thereafter it is assigned to the City Mayor for implementation.

Table 7: Elements of Detailed Development Plan (Ger Area Redevelopment Plan)

Vision Statement	
Social	Description
Housing (see Housing Options below)	Design framework (building heights, setbacks, site ratios etc)
Health facilities	Required health clinics and hospitals (number, size and space requirements)
Education facilities	Required primary and secondary schools (number, size and space requirements)
Kindergarten facilities	Number, size and space requirements
Public services and institutional use	Type, number, size and space requirements
Economic	
Employment generation	Incentives and support structures (such as training facilities)
Commercial space	Type, number, size and space requirements
Environment	
Green, leisure, recreational, play space	Type, number, size and space requirements
Waste management	Approach and measures
Infrastructure	
Roads and pedestrian movement (i.e. standard for road and pavement widths)	Engineering plans
Electricity power supply system (distribution and sub-stations)	Engineering plans
Water supply and waste water system	Engineering plans
Sewerage system	Engineering plans
Heating system	Engineering plans
Implementation	
Phasing Plan	Timeline with clear responsibilities for action
Investment Strategy and Budget	(See Investment Strategy)
Mitigation Strategies	
Social Mitigation Strategy	
Environmental Mitigation Strategy	
Disaster Risk Mitigation Strategy	Flood, fire and earthquake
Monitoring Framework	Framework and measurements

4.1.1 Options for the provision of affordable housing

The four options for provision of affordable housing include:

1. Cross-subsidisation

This option ensures that the private sector shares the costs of relocation or resettlement, and provides affordable housing in redevelopment sites through:

- Allocation of a percentage of total number of units built (say 20%) as ‘affordable’ (purchase or rental) housing units.
- Allocation of a percentage of the total land area to be earmarked for the construction of ‘affordable’ (purchase or rental) housing.
- A financial contribution to the permanent or temporary re-housing of residents outside the redevelopment area (through the construction of new units or purchase of existing apartment units).

This approach would require a viable regulatory framework to ensure public-private agreements are realised in practice.

2. Community-generated Central Area (on-site) Redevelopment Upgrading

This is where owners of a few adjacent plots pool their land, and jointly construct their own apartments. This provides a flexible and innovative approach to increasing densification, encouraging investment, and ensuring a supply of affordable housing (that is serviced). This would allow for improvement of the physical, social and economic environment without displacing residents. There is evidence in Ulaanbaatar that a demand for such an approach exists. The advantage is that it is the least expensive way of providing low-cost housing. Although such an approach is currently not reflected in DDP master plans, it could be considered as one of several strategies for area redevelopment. This would require a new legal mechanism.

3. Land sharing (for new construction and upgrading)

As above, a group of residents come-together to upgrade existing accommodation by sharing their land. A portion of the pooled land is sold to private developers, and the group of residents undertake incremental upgrading or new apartment construction on the remaining portion (financed in part through the release of capital from the sale of land). Land sharing entails a long and complex process of negotiation that requires skilled facilitators, but represents a flexible strategy for advancing redevelopment plans. This would require a new legal mechanism.

4. Land pooling or assembly (through compulsory acquisition)

In this option, the government or a special area development authority (public or ‘quasi-public’) has powers to acquire land through compulsory purchase. This coercive approach needs to be carefully balanced for supporting the needs of low-income communities. Land pooling would require new legislation for compulsory acquisition and for establishing of special development authorities. It would also require an agreed approach to land and real estate valuation.

Outcomes

A Detailed Development Plan (Ger Area Redevelopment Plan)

4.2 Identifying and Planning Resettlement Options for Ger Area Residents

Objective and principles

- To identify areas for the temporary and permanent resettlement of Central Ger area residents.
- The selection of resettlement areas needs to start early and in parallel with the planning and preparation of the redevelopment site.
- Ger area residents need to be involved in selecting resettlement areas that reflect their current situations, especially in terms of livelihood and employment.
- To meet the overall requirements (number of families requiring resettlement) and expectations (of Ger residents), resettlement options should include new site development, single apartment block construction (including infill development), and purchase and release of existing apartments.
- Costs of resettlement need to be factored into the overall feasibility of new site redevelopment.

Stakeholders

- MRTAUD/ MCUD.
- MUB
- District Governors and *Khoroo* leaders
- Private sector
- Non-government organisations
- Ger area residents

Actions

Resettlement is uniformly cited as a main barrier to efficient Central Ger area redevelopment. Having alternative and serviced accommodation that meets the needs and expectations of Ger residents is a prerequisite for freeing land and commencing redevelopment. The ‘quality’ (access to services, safety etc.) and ‘location’ of the resettlement option is critical in enabling residents to rebuild their livelihoods and social networks with minimal disruption. To achieve this, resettlement plans need to be developed with, and agreed by residents affected by redevelopment. There are two options for temporary and permanent resettlement: 1) New resettlement sites, and 2) Incremental provision of apartment blocks, apartments and land (plots).

4.2.1 Selection of New Settlement Sites

This is large-scale solution requiring the selection and development of (major) new sites, and is a redevelopment project in its own right. This option can provide multiple apartments but is very expensive - requiring major new infrastructure and considerable public funds. The planning and implementation of such schemes can take up to 5 years. Since the sites are likely to be at the edge of the city, the peri-urban areas are not ideally located for access to employment.

The basic criteria for selection of new settlement sites include:

- Environmentally sound and safe - applying criteria for disaster risks, degree of slope, flood risks, ground conditions, and other hazards arising from human activities (see Table 8).
- Accessibility to main road infrastructure and good road and transport connections to the central city (see Table 9).
- Access to existing service networks and facilities, including water supply, heating, sanitation, and health and education services (see Table 9).
- Access to livelihood/ employment opportunities (see Table 10).
- Reflecting expressed priorities and needs of Ger area residents.

1. Verifying site suitability and forming options.

The first task is to establish which area(s) are suitable for new settlement and which are not. This can be achieved through the application of Geographical Information System (GIS) maps. Mapping will enable identification of un-built land that is free of steep slopes, flooding, and ground conditions that are unsuitable for future infrastructure provision and development. The 'residual' areas suitable for settlement/ development are areas where constraints are minimal or within acceptable limits and where access to existing schools or health clinics is optimal.

This task consists of asking a number of basic questions, and collation of information on maps to get a baseline for making decisions on which areas are most suited for development. GIS maps are already available and should be used and checked for accuracy. A recent study for the Ulaanbaatar Master Plan, which involved GIS analysis to determine the suitability of areas for new settlement, has confirmed that the areas suitable for settlement exist almost exclusively to the west of the city.

Table 8: Assessing Environmental Conditions

Questions	Maps
Where is there land that is too steep to build upon?	Slopes
Where are the areas prone to flooding?	Flood Prone Areas
Where are there legally designated Preservation areas?	Preservation Area
Where are their water resource preservation areas?	Water Resource Preservation Areas
Where are there groundwater contamination prone areas?	Groundwater Contamination Prone Areas
Where are the forest lands?	Forest Land
Where is there good quality fertile agricultural land	Agricultural Land
Where are the areas where ground conditions are not good for urban construction?	Ground Conditions
Are there areas that are particularly vulnerable to disasters (such as earthquakes, fire)?	Disaster Prone Area Map
Where are the environmentally suitable areas for sustainable settlement?	Environmental Suitable Area (Residual) Map

Having established where the suitable and unsuitable areas for settlement are, further analysis is required only for determining 'environmentally suitable' areas.

Table 9: Assessing Accessibility to Infrastructure Networks & Services

Questions	Maps
Where is the arterial road network?	Road Map
Where is the water supply network (trunk lines)?	Water Supply Map
Where are water kiosks located?	Water Kiosk Map
Where are bathhouses located?	Bathhouse Map
Where is the electricity network?	Electricity Network Map
Where is the sewerage service network (trunk lines)?	Sewerage Network Map
Is there a drainage network?	Drainage Map
Where is the heating supply network (trunk)?	Heating Supply Network
Where is the telecommunication network?	Telecommunications Network Map

The mapping exercise will lead to initial identification of potential areas for development, and requirements for infrastructure servicing (water, heating, sanitation, roads) and community services (health, education, parks etc.) that will make the site habitable. The mapping exercise will need to be

complemented by site visits/ surveys to verify the reality on the ground. Based on the outcome of this exercise, a number of limited options can be agreed and initial estimates of site development made.

Table 10: Assessing Accessibility to Social Services, Amenities and Economic Opportunities

Questions	Maps
Where are health clinics and hospitals located?	Health Provision Map
Where are kindergartens located?	Kindergarten Map
Where are primary and secondary schools located?	Education Map
Where are district government administrative offices located?	Government Offices Map
Where are local parks, and play and leisure spaces located?	Leisure Map
Are there local bus routes, and where are bus stops located?	Public Transport Map
Are there local employment and livelihood opportunities (for example the location of commercial or industrial centres)?	Economic Opportunities Map
Are there other social support networks and organisations in area?	Social Network Map

2. Consulting Ger residents on new site resettlement options.

Having identified suitable new areas for resettlement, the options should be presented and discussed with Ger area residents as part of the broader community engagement strategy. The Central Ger area redevelopment efforts will succeed only if the residents of the area are convinced by the resettlement options and are willing to take them up. At this stage, the residents will need to identify what types of small-scale commercial/ livelihood activities the households are engaged in. The aim is to ensure that spaces for such activities are accommodated in new site development.

3. Subjecting suitable sites to detailed development planning

Detailed development planning is carried-out only on those sites that are (i) physically suitable, and (ii) meet needs of Ger areas residents and have a high probability of succeeding as a resettlement area. The detailed development planning follows the same process as redevelopment planning (see stage 2 ‘Detailed Planning’). It is included as a feasibility study for the redevelopment. Detailed planning should be carried out with the participation of affected residents.

4.2.2 Construction of new apartment blocks, and purchase of existing apartments/ land (plots)

This option includes acquisition of smaller plots that are located close to trunk infrastructure with good accessibility for the construction of apartment blocks. This approach optimises existing infrastructure, is less costly, and in principle, can be completed more rapidly. This option has the potential for public-private cost sharing.

1. Identification of Ger area residents’ locational needs

Not all households and landowners will want to sell or exchange their land and relocate to a fully serviced new resettlement area on the outskirts of Ulaanbaatar. Understanding and responding to the range of locational preferences of residents is fundamental to the redevelopment process (through the efficient release of land for new construction).

2. Acquisition of sites and new apartment construction.

Identifying smaller sites close to existing infrastructure could be more cost effective in principle, and serve the overall policy goal of increasing density in the city. MUB could assist this process through the identification of sites and streamlining of the planning process. Private companies could use cross subsidisation to ensure a return on investment by providing a mix of apartments for sale, for rent and for temporary resettlement.

3. Acquisition of apartments

One option is the acquisition of individual apartments across the city, and holding them for temporary resettlement purposes. This could also provide for a more resident-driven process of identifying apartments.

Detailed Development Plans would need to be developed for new settlement sites (following ‘Detailed Plan’, Stage 2), and both the above options would need to be fully costed and phased (see ‘Investment Planning’ below).

Outcomes

Resettlement options identified and Resettlement Plan developed.

4.3 Investment Planning

Objective and principles

To calculate in detail the investment costs for both Ger area redevelopment and resettlement. The principles for this are:

- Calculate all capital costs for redevelopment and resettlement.
- Calculate the recurrent budget implications from Ger area redevelopment and resettlement.
- Identify funding sources and funding gaps.

Stakeholders

- MRTAUD/ MAUD.
- MUB
- Private sector

Actions

Detailed investment planning is required to calculate the overall capital costs and revenue implications for Ger area redevelopment and resettlement, and for exploring the funding sources. Anticipated funding gaps need to be identified at this stage and addressed before redevelopment and resettlement commences.

Table 11: Investment Matrix

Capital Cost (Resettlement)	Total capital investment to implement the project				
	Year 1	Year 2	Year 3	Year 4	Year 5
Planning & preparation					
Land acquisition					
Construction (see Initial Feasibility)					
Other costs					
Planning and preparation					
Land acquisition					
Construction (see Initial Feasibility)					
Other costs					

Investment planning can be undertaken through a logical, transparent and largely self-explanatory process involving the completion of the following investment matrix⁵.

Table 12: Planning for Funding

Anticipated source of funds	Level of funding anticipated by year and source				
	Year 1	Year 2	Year 3	Year 4	Year 5
Municipal budget					
Central Government funds and grants					
Private sector investment					
Commercial borrowing					
Preferential borrowing					
Funding gap					

Table 13: Planning for Operation & Maintenance Costs

Anticipated source of funds	Operation and maintenance costs				
	Year 1	Year 2	Year 3	Year 4	Year 5
Estimated average per annum					
Source of funds for O&M					
MUB					
Central Government funds/ grants					
Others					

Outcomes

Investment Plans for Ger area redevelopment and resettlement

⁵ *Project Programming and Prioritisation Toolkit: User Manual* (Draft, 2009), CDIA:

5 Stage 3 - Feasibility

5.1 Feasibility Study

Objective and principles

Subject the Detailed Development Plan (Ger Area Redevelopment Plan) and Resettlement Plan to a detailed feasibility assessment.

Stakeholders

- MRTCUD/ MCUD.
- MUB
- Private sector

Actions

Based on the Investment Plans, this step subjects the Detailed Development Plan and the Resettlement Plans to a detailed feasibility study. Feasibility study questions can be predetermined and tailored to the nature of the project.

Table 14: Indicative Queries for Feasibility Study for Redevelopment Projects

Questions	
Has funding been secured within the local government budget for this project?	
Has funding been secured from external sources and/ or is there potential for external funding?	
Is capital investment secured for redevelopment?	
Will the redevelopment bring in direct revenue?	
Will the redevelopment generate revenue indirectly?	
Will the redevelopment decrease current budget costs?	
To what extent is the system in place for collecting the proposed charges so they will actually be paid?	
What is the likelihood that the redevelopment will meet its objectives (environmental, social and economic)?	
Will the redevelopment meet broader urban policy goals?	
Could financial/ economic factors pose a risk to the completion or sustainability of the redevelopment?	
Could political factors pose a risk to the completion of the redevelopment	
Could natural disasters (floods, earthquakes etc.) pose a risk to the redevelopment's completion/ sustainability?	
Is there a risk mitigation strategy?	

Outcomes

Feasibility assessment of the Detailed Development Plan and resettlement plans.

6 Stage 4 - Implementation

6.1 Land Acquisition

Objective and principles

- The efficient and timely assembly of land for ensuring provision of trunk infrastructure, and commencement of building construction.
- Formulate resettlement and compensation packages with the participation of affected communities.
- Undertake negotiation with individual owners and communities.
- Avoid forced displacement of lot occupiers by planned relocation and resettlement.
- Provide flexibility for the pooling of land amongst groups of residents (where appropriate).
- Formulate location sensitive land value assessments (in the absence of agreed national valuation procedures).

Stakeholders

- MRTAUD/ MCUD.
- MUB
- Project Unit
- District Governors and *Khoroo* leaders
- Private sector
- Non-government organisations
- Ger area residents

Actions

The steps involved in land acquisition are:

- Step 1 Community Site Survey
- Step 2: Notice on the Release of Land.
- Step 3: Land Acquisition: Compensation and Resettlement (Options)
- Step 4 Land Value Assessments.
- Step 5: Division of redevelopment sites into development blocks.

Each step is described in detail below.

6.1.1 Step 1 Community Site Survey

Update the detailed survey of land ownership, possession and use (carried out in the preparation of the redevelopment project) and complement this with a community preference survey establishing the willingness to sell and preferences for resettlement.

Table 15: Indicative (Updated) Community Site Survey

Main areas	Indicators
Number of households with ownership rights	Households/ total persons by age and gender/ size of plot
Number of households with possession rights	Households/ total persons by age and gender/ size of plot
Number of households with use rights	Households/ total persons by age and gender/ size of plot
Number of companies with ownership, possession and use rights	Size of sites and type of right
Type and size of fixed property	Floor area, height, number of rooms
Number of plot occupiers (households/ total persons by age and gender)	Households/ total persons by age and gender/ size of plot
Owners wishing to sell	Number of household and plots
Owners wishing to land-for-apartment swap (on-site)	Number of household and plots/ Location preferences
Owners wishing to land-for-apartment swap (off-site)	Number of household and plots/ Location preferences

6.1.2 Step 2: Notice on the Release of Land.

A notice of the release of land is served on all citizens, and companies who own, possess and use land adjacent to the boundaries of the redevelopment area.

6.1.3 Step 3: Land Acquisition: Compensation and Resettlement (Options)

The purchase of privatized land takes place through plot-by-plot negotiation between the owners/ residents and private companies, facilitated by the Project Unit.

Table 16: Options for Land Acquisition and Resettlement

Option	Issues	Requirements
Purchase of Land from residents. ('Land for cash')	<ul style="list-style-type: none"> • Sale following straightforward negotiated price. • Displacement of plot occupiers. • Compensation for other occupiers of the plot who will be required to vacate the land? 	<ul style="list-style-type: none"> • Contract
'Land-for-apartment' swap (on-site)	<ul style="list-style-type: none"> • Will require temporary resettlement to new resettlement site, or apartment. • Either resident or company locates resettlement option • Set and apply norms (i.e. 700m² for 2-bed apartment), but will need to apply flexibly reflecting location (strategic significance of the plot) and fixed property assets. • Swap can be combined with 'cash' incentive (compensating for fixed property assets) • Need to ensure that land is not further subdivided once negotiations have concluded • Displacement of plot occupiers. Compensation for other occupiers of the plot who will be required to vacate the land? 	<ul style="list-style-type: none"> • Contract or agreement signed between resident and Private Company (covering rental agreement, utility charges, period of resettlement, removal and transport costs, conditions of payment) • Agreement signed between resident and Private Company on agreed standards for new apartment (size, services, fittings etc.) and any charges (such as service charges) • Compensation package may be required (for 'inconvenience') • Regulation required to prevent 're-blocking' after an agreement is signed

Option	Issues	Requirements
'Land-for-apartment' swap (off-site)	<ul style="list-style-type: none"> • Will not require temporary resettlement. • Either resident or company locates resettlement option • Set and apply norms (i.e. 700m² for 2-bed apartment), but will need to apply flexibly reflecting location (strategic significance of the plot) and fixed property assets. • Swap can be combined with 'cash' incentive (compensating for fixed property assets) • Need to ensure that land is not further subdivided once negotiations have concluded • Displacement of plot occupiers. Compensation for other occupiers of the plot who will be required to vacate the land? 	<ul style="list-style-type: none"> • Contract or agreement on the conditions of the swap (including relocation expenses, and any other compensation elements) • Regulation required to prevent 're-blocking' after an agreement is signed
'Land-for-land'	<ul style="list-style-type: none"> • As above but on vacant land 	
Resident-led Land pooling	<ul style="list-style-type: none"> • Residents pool plots and seek permission to construct their own (shared) building. • The capacity of residents to invest in construction is likely to be limited • Residents remain on site and, in principle, could accommodate cohabitating households, fulfilling policy goal 	<ul style="list-style-type: none"> • Legal framework permitting such pooling and community construction • Requires flexible Redevelopment Development Plan on exact location and scale of proposed buildings
Resident-led Land Sharing	<ul style="list-style-type: none"> • Residents' pool plots, and release a portion of the land for sale to the private or public sectors. Capital for land sale is used to fund new construction • Residents' Association seeks permission to construct their own (shared) building • Residents remain on site and, in principle, could accommodate cohabitating households, fulfilling policy goal 	<ul style="list-style-type: none"> • Legal framework permitting such pooling and community construction • Requires flexible Redevelopment Development Plan on exact location and scale of proposed buildings

For efficient land assembly, all stakeholders should agree on resettlement and compensation norms that can be applied. Developing these norms through participatory processes will provide greater transparency and legitimacy within Ger communities, and in principle will support more efficient acquisition of land. These norms should be adopted through a series of workshops where all stakeholders (Ger residents, MUB, MUCD, NGOs and the private sector) are able to actively contribute.

Table 17: Norms for Resettlement and Compensation Package

Type of Loss	Definition of Entitlement	Proposal on Compensation
Loss of residential land	Ownership	
	Possession	
	Use Rights	
	Tenants	
Loss of houses and other structures	Legal structures	City Property Department norms
	Illegal structures	
Loss of facilities	Legal users	100% replacement costs
Loss of other assets		100% replacement costs
Loss of business	Legal business owners	100% of monthly net profit for 6 months

Type of Loss	Definition of Entitlement	Proposal on Compensation
Loss of job	Persons who work for legal businesses	100% of monthly income for 6 months
Transition allowance	Plot/ house owners	MNT/ person
	Long-term tenant households (occupying a site for more than 12 months)	MNT/ person

6.1.4 Step 4 Land Value Assessments.

For efficient and timely redevelopment, a realistic and objective land value and asset (property) assessment is required, and has to be agreed to by all stakeholders. The Government method is set out in Order No.136 - Methodology for determining the Auction Initial Price for Land Ownership and Utilisation Right (21 August 2007) of the / MRTAUD/ MAUD. This sets out a base price of 8,800MNT per m² and a correction ratio price dependent on the ownership and use of land in five evaluation zones. Current experience from the 7th *Khoroolol* Development and 14th Apartment Project demonstrates that official valuation is nominal (considerably below open market value), and is not sensitive to on-site location and proximity to existing infrastructure.

In the absence of an appropriate land valuation system (and until this is rectified), or a regulatory framework for the compulsory acquisition of land, redevelopment projects will need to adopt a pragmatic, and market-oriented approach for value setting and exchange. The drawbacks are:

- Market land values have experienced considerable fluctuation.
- It is not an objective valuation system (lacking standards and measures for valuation and is neither necessarily stable nor realistic (with unrealistically high prices demanded by residents).
- It requires negotiation with each individual household, and can be a protracted.
- Exchange agreements are the subject to collapse (as expectations on value change), or plots are further sub-divided.
- Practically it is the only assessment system that can advance redevelopment in the immediate future (the only other method to dampen value is to increase/ impose appropriate taxes on land sale and purchase by value). The Project Unit should be mandated to record negotiated and agreed prices (actual sale price) for redevelopment areas in order to build an evidence-base for valuations.
- The valuation of fixed property assets is undertaken by the City Property Department.

6.1.5 Step 5: Division of redevelopment sites into development blocks.

Redevelopment sites are/ can be divided into ‘manageable’ development blocks (for the construction of apartments and public buildings). These blocks currently indicate the extent of sub-division (the total number of plots) and the footprint of buildings in accordance with the Detailed Development Plan (though this needs to be interpreted more flexibly). There are two options for engaging the private sector.

- To obtain land use rights, the company must first purchase the bundle of plots necessary for development, and then seek permission to construct buildings. If the proposal is considered by the Land Use Development Committee and approved, it is passed to the Mayor to issue the order.
- A company can approach MUB or MRTAUD/ MAUD to obtain information on how to buy the land and the permitted construction.
- To ensure open market competition, information is open and accessible to all. There are no rules governing how this process should operate. There are no restrictions on private sector activity in the redevelopment site in terms of attempting to assemble land (multiple plots). The private companies must negotiate with one another where there are potential conflicts of interest.

- To ensure that private companies provide infrastructure (i.e. roads, footpaths, open spaces etc.) integral to the development block at the same time as the construction of residential apartments, there are the following options:
- Permission to construct buildings is conditional on purchasing and transferring ownership rights of all or a proportion of all plots (i.e. 50%).
- Final confirmation of conformity of construction in the development block is withheld until all construction and infrastructure provision is completed (a form of legal ‘obligation’).
- Safeguarding: that full block development will be completed at some point in the future through an agreement between MUB/ MCUD/ MRTUD and a private company. This would be a modest financial contribution representing a portion of the increased value of land for which construction permission has been granted. This is expected to be sufficient to meet infrastructure requirements in cases where a private company was unable to do so.

Outcomes

Resettlement and Compensation package agreed, and assembly of land achieved for redevelopment.

Notes

1. Land value assessment system:

- Several alternative are under development or discussion, including the Japanese International Cooperation Agency (JICA) simplified Weighting and Rating System for Land and Asset Value System (2009: 9-27), and ALAGaC/ GTZ cadastral and land valuation project identifying and mapping the market value of land. In principle, this should make transparent the real value of land and support redevelopment through a real land market. However, an alternative and agreed system is yet to be agreed.

2. Legal mechanisms are required for the following:

- Land and asset valuation system (for application in demarcated Government Redevelopment Areas).
- Law for the establishment of area redevelopment authorities mandated to lead and implement redevelopment projects.
- Law for compulsory acquisition of land (including within the demarcated areas of Government area redevelopment projects).

3. Outstanding issues (block allocation):

- There is no formal legal mechanism for ensuring that all works within the block are completed, and by the same private company.
- There is no formal legal obligation for private companies to provide the infrastructure in the development block.
- There is no formal legal mechanism regulating the relationship between private companies in adjacent development areas (for example, in circumstances where joint working on infrastructure provision is required, or land banking activity).

6.2 Provision of Infrastructure

Objective and principles

The provision of primary trunk infrastructure (water, heating, sanitation, drainage) to redevelopment sites.

Stakeholders

- MRTAUD/ MAUD.
- MUB
- Project Unit
- Private sector
- Ger area residents

Actions

1. Provision of primary trunk infrastructure.

The provision of trunk infrastructure to the redevelopment site is the responsibility of MUB. Supply connection to residential apartments is the responsibility of private companies.

Problems have occurred in access to land to lay infrastructure in area redevelopment (and upgrading). The lack of (floating) easement for the provision of public access prevents efficient provision of infrastructure, and planned infrastructure has to be rerouted around plots to avoid delay in implementation. This increases the cost of infrastructure provision.

2. Application of agreed compensation norms.

A simple flat rate compensation principle (for temporary and permanent resettlement?) should be applied for access to land for the laying of main trunk infrastructure. Payable to the owner of plot the rate could be based on a rate per m² of temporary land take multiplied by the number of days.

Outcomes

Provision of primary infrastructure to Ger redevelopment areas

6.3 Monitoring Framework

Objective and principles

- To establish a system of monitoring for tracking the progress and results of all aspect of the redevelopment process. Monitoring frameworks should be established at the outset of the project through the Detailed Development Plan, and further developed as the project develops. The principles for this are:
- Achievement is measurable through results-oriented indicators.
- Responsibility for implementation is clearly defined, with clear targets and timelines.
- Monitoring covers financial, physical, social and environmental aspects of redevelopment.

Stakeholders

- MRTAUD/ MAUD.
- MUB
- Ger area residents
- Private sector
- Non-government organisations

Actions

Monitoring frameworks and systems need to be developed from the commencement of the redevelopment process and built into the Detailed Development Plan.

With the agreement and commencement of ‘Development Programme for Ger area in Ulaanbaatar as Housing District’ (Resolution 303, 29 July 2008) it is important that a robust monitoring system is established to ensure that broader policy thrusts and site-specific redevelopment goals (set by the project or Detailed Development Plan) are achieved. An indicative monitoring framework is shown below.

Table 18: Indicative Monitoring Framework

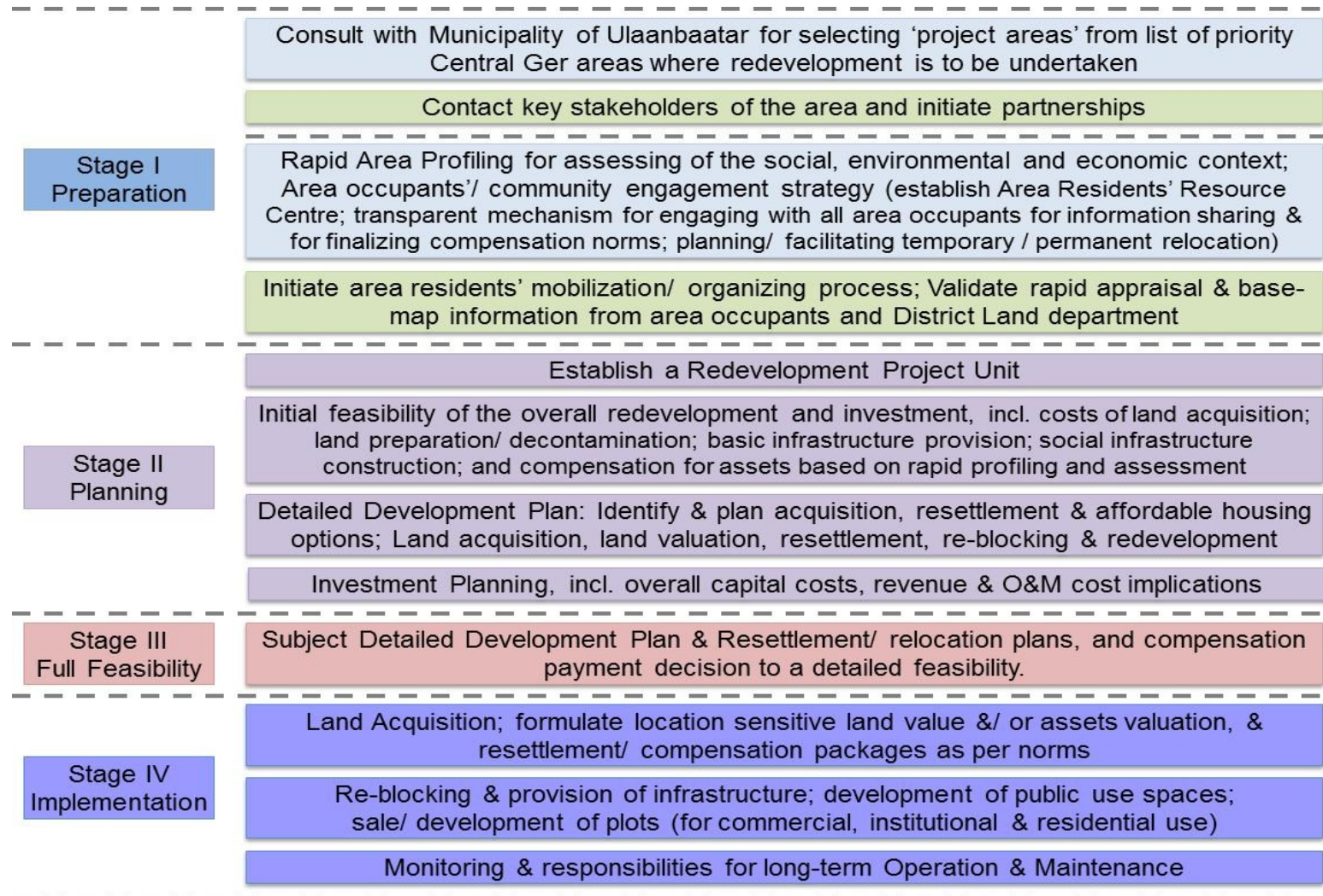
	Performance Target/ Indicator/ Baseline	Data sources/ reporting	Assumptions/ risks
Project Goal/ Vision			
To redevelop and densify 200ha central area reduce air, soil and water pollution and provide affordable housing options for all citizens			
Objectives/ Impacts			
Resettle all Ger area residents in affordable serviced accommodation	<ul style="list-style-type: none"> • Water consumption (pp) • Access to utilities • No. of households relocated to redevelopment sites • No. of households resettled on site. • No of households resettled on new sites 	<ul style="list-style-type: none"> • Utility companies • Project Unit 	<ul style="list-style-type: none"> • Redevelopment sites are progressed in time
Improve the overall health of Ger area residents	<ul style="list-style-type: none"> • Pollution attributed respiratory disease reduced by 50% • Pollution attributed liver disease reduced by 50% • Increase water consumption of households to 210 litres per day 	<ul style="list-style-type: none"> • Ministry of Health/ Medical records 	<ul style="list-style-type: none"> • Availability of baseline and follow-up data
Improve the environment of the redevelopment area	<ul style="list-style-type: none"> • Concentration of CO², CO¹, NO², SO² • Reduce soil in Ger area by 100% 	<ul style="list-style-type: none"> • MUB • Ministry of Environment • Central Laboratory of Natural Survey 	

Outcomes

Detailed monitoring system established and developed through the course of redevelopment.

7 Summary of Stages involved of Redevelopment Projects

The stages involved in Redevelopment initiatives are summarised in the diagram below.





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