

Urban Poverty Profile - A Snapshot of Urban Poverty in Ger Areas of Ulaanbaatar City

Citywide Pro-poor “Ger Upgrading Strategy and Investment Plan”
(GUSIP)

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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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UN-HABITAT Mongolia Office

Room #701, MAX Tower building
Builder Square 4/4, 4th Khoroo
Chingeltei District,
Ulaanbaatar-211238, MONGOLIA
Tel/ Fax: +976-11-322711
E-mail: mail@unhabitat-mongolia.org
www.unhabitat.org

UN-HABITAT Regional Office for Asia & the Pacific-Fukuoka

United Nations Human Settlements Programme
ACROS Fukuoka Building, 8th Floor
1-1-1 Tenjin, Chuo-ku, Fukuoka 810-0001, JAPAN
Tel : (81-92)724-7121/23 Fax : (81-92)724-7124
E-mail : habitat.fukuoka@unhabitat.org
www.fukuoka.unhabitat.org



Urban Poverty Profile A Snapshot of Urban Poverty in Ger Areas of Ulaanbaatar City

(Output 1.3)

July 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 dark ink, appearing to read 'P. Munkhbayar', with a long, sweeping horizontal line extending to the right.

Munkhbayar Gombosuren

Capital City Governor and Mayor of Ulaanbaatar

PREFACE

This Urban Poverty Profile is one of five reports prepared for the development of *Ger Area Upgrading Strategy of Ulaanbaatar City* (GUS). The detailed reviews and GUS are major contributions to the Cities Alliance sponsored project 'Citywide Pro-poor "Ger Upgrading Strategy and Investment Plan" (GUSIP)'. The reviews were developed through multi-stakeholder working groups that were designed to share information, to undertake situation assessments involving opportunities and constraints analysis, and to reach consensus on the 'state of the city'. The reports were developed in 2006 and 2007 and subsequently revised, updated and finalised.

The full set of reports consists of:

- **City and Environment Development Review:** assessing growth prospects, land requirements, environmental issues and development constraints
- **Service Distribution and Infrastructure Review:** profiling opportunities and constraints in all service and infrastructure areas (water supply, sanitation, solid waste management, heating, electricity, street lighting, roads and footpaths, transportation services, flood control and drainage, health services, emergency services, education, greening)
- **Urban Poverty Profile:** identifies the overall level and dimensions of poverty in Ulaanbaatar (monetary and capability poverty; access poverty; poverty of social inclusion and networking; poverty of empowerment)
- **Community Organisation Inventory:** inventory of community organisations working on Ger area upgrading and related issues
- **Land Planning and Management Review:** assesses the growth of Ger areas, sets out the legal and institutional structure of land management and planning, and identifies the specific issues related to each of the Ger areas (central, middle and peri-urban)

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. Enkhsetseg 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 1.3: Urban Poverty Profile, substantive contribution was made by Bharat Dahiya, Ian Munt, Enkhsetseg Shagdarsuren and Sharadbala Joshi.

Ulaanbaatar City, December 2010

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Ulaanbaatar Urban Poverty Profile

Summary

Poverty is a widespread phenomenon in Mongolia. In 2007, poverty level stood at 36%. Over half of the total poor population in Mongolia lives in urban areas and one fourth of the urban poor live in Ulaanbaatar.

Context. Urban poverty in Ulaanbaatar and its Ger areas is set in the overall context characterised by the following:

- a) Ongoing economic transition from socialist to market economy;
- b) Ongoing geographical movement of population from countryside to the capital city due to the “push factors” of lack of employment opportunities, low incomes and poor education services in countryside and “pull factors” of better jobs, relatively higher incomes and better education services in the city. This is accelerated by the Supreme Court decision on the free movement of population within Mongolia;
- c) Ongoing settlement of in-migrants in Ger areas due to their low incomes and related unaffordability to purchase and/or build houses; and
- d) Ongoing provision of high free land allowance per household (up to 700 square metres). This is leading to low density expansion of Ger areas and adding to the cost of infrastructure development, and provision of social and basic urban services.

Urban Poverty in Ger areas. According to a citywide survey of poverty and in-migration¹, 55% of Ulaanbaatar’s population is poor in terms of consumption expenditure, social inclusion or capability (access to services). Of the total sample population, 33% are poor in terms of consumption (Poverty Rate).

Four Dimensions of Urban Poverty. In Ger areas, there are four dimensions of urban poverty which are summarised below with related issues.

1) *Monetary and Capability Poverty.*

A large proportion of Ger area residents suffer from monetary (low incomes and lack of savings) and capability (skills and education) poverty:

- a) *Low Incomes.* 45 percent of Ger areas have incomes below poverty line.
- b) *Lack of Savings.* Due to low incomes and high tariff/ service charge for access to social and basic urban services, Ger area residents are unable to build savings (see Access Poverty below).
- c) *Skills and Education.* Although literacy levels are high in Ger areas, residents with “higher education” and “vocational education” are only 10% and 5% respectively.

2) *Access Poverty*

This is related to access to:

- a) *Land and Secure Tenure.* Owing to the free high land allowance and ongoing privatisation of land ownership, access to land and secure tenure is not a serious poverty issue in Ger areas. Rather it is the “problem of plenty” of land (see point 2(c) below).
- b) *Shelter.* More than one-third of Ger area households live in traditional Ger housing with the associated problems of inefficient cooking-and-heating stoves, and increasing air pollution. The proportion of households living in Ger housing keeps changing with the ongoing arrival of in-migrants.
- c) *Social and Basic Urban Services, and Infrastructure.* Ger area residents have poor access to social and basic urban services, and infrastructure. They: (i) have to rely on kiosk water supply, bath-and-laundry houses, low voltage power supply, and poor education, health and transportation

¹ MoSWL, UNDP and PTRC, 2004.

services; and (ii) lack streetlights, proper roads, footpaths, footbridges, inadequate drainage and flooding (for details see Section on Infrastructure and Basic Urban Services).

- d) *Basic Urban Services*. Ger area residents pay more for to access all services, including water supply, bathing services, and solid waste collection. Cost for electricity in the Ger areas is the same as for other areas. Although there is reduced tariffs for “vulnerable groups”, those without electricity meters are required to pay tariff rates that may exceed the cost of what they actually use.

3) ***Poverty of Social Inclusion and Networking.***

This has two aspects:

- a) *Community Mobilisation and Organisation*. A large percentage of Ger area population is not active in terms of community mobilisation and organisation. The percentage is even lower for immigrants, households with fewer members and households not registered with their *Khoroos*.
- b) *Social Networking*. Ger area residents are poorly networked in the wider society. Compared to 64% households in apartment areas, 60% of Ger area residents rely on *Khuree* in their daily lives. Moreover, a lower percentage of poor and very poor households receive support from their *Khuree* compared to non-poor households.

4) ***Poverty of Empowerment***

- a) *Poverty of Information*. Ger area residents lack access to information on (i) day-to-day decision-making at local government level which affects their daily lives; and (ii) development projects and programmes from which they could benefit.
- b) *Lack of Participation in Decision-making*. Ger area residents lack participation in the (i) budgeting process of local governments, (ii) decision-making related to project planning and design, (iii) project implementation and monitoring, and (iv) post-project operation and maintenance of community assets. As a result, their development concerns remain under-addressed or un-addressed.

In this document, the urban poverty profile of Ulaanbaatar city is followed by a summary of four studies conducted on urban poverty and related issues that provide rich information on the issues.

1 Poverty in Mongolia

Poverty is a widespread phenomenon in Mongolia. The review of poverty assessments indicates that the proportion of poor population in Mongolia increased from 35.6% in 1998 to 36.1% in 2003 (NSO, World Bank and UNDP, 2004; GoM and UNDP, 2004). The preliminary estimates showed that poverty stood at 36% in 2007².

In 1999 and 2000, the extreme cold weather events – locally called *Dzuds* –resulted in the loss of livestock, which is the mainstay of economy in the Mongolian nomadic countryside. This and other factors led to large-scale migration of the nomadic population from the countryside to cities and towns, especially to Ulaanbaatar city.

According to the Living Standards Measurement Survey (LSMS) 2002-2003³, *over half of the total poor population in Mongolia lives in urban areas and one fourth of the urban poor live in Ulaanbaatar city.*

1.1 Context of Urban Poverty in Ulaanbaatar City

Urban poverty in Ulaanbaatar city and its Ger areas is set in the overall economic, social and spatial context characterised by the following:

- a) Ongoing economic transition from socialist to market economy that began in the early-1990s;
- b) Ongoing geographical movement of population from countryside to the capital city due to: (i) the “push factors” including the lack of employment opportunities, low incomes and poor education services in countryside, which has witnessed extreme weather events in recent years, and (ii) the “pull factors” including (the perception of the availability of) better jobs, relatively higher incomes and better education services in the city, accelerated by the Supreme Court decision in 2003 on the free movement of population within Mongolia;
- c) Ongoing settlement of in-migrants in Ger areas due to their low incomes and related un-affordability to purchase and/or build houses; and
- d) Ongoing provision of free high land allowance (up to 700 square metres) per household which is leading to low density Ger area expansion adding to the cost of infrastructure development, and provision of social and basic urban services.

2 Urban Poverty in Ulaanbaatar City and Ger Areas

According to a citywide survey of poverty and in-migration⁴, 55% of Ulaanbaatar’s population is poor in terms of consumption expenditure, social inclusion or capability (access to services). Of the total sample population, 33% are poor in terms of consumption (Poverty Rate), 24.5% in terms of access to services and 24.3% in terms of social inclusion. One person out of ten is very poor.

Urban poverty in Ulaanbaatar city and its Ger areas is described below in terms of: (i) monetary and capability poverty (including inequality); (ii) access poverty; (iii) poverty of social inclusion and networking; and (iv) poverty of empowerment.

2.1 Monetary and Capability Poverty

A large proportion of Ger area residents endure monetary (low incomes and lack of savings) and capability (skills and education) poverty.

² World Bank (2008) Mongolia at a glance, available at: (http://devdata.worldbank.org/AAG/mng_aag.pdf).

³ Household Income and Expenditure Survey/ Living Standards Measurement Survey 2002-2003. Available at: < http://www.opensocietyforum.mn/res_mat/LSMS_eng.pdf> accessed 12 May 2010.

⁴ MoSWL, UNDP and PTRC, 2004. Urban Poverty and In-migration: Survey Report, Ministry of Social Welfare and Labour, United Nations Development Programme and Population Teaching and Research Center, Ulaanbaatar.

Low Incomes. Urban poverty rate⁵, measured as per capita monthly income of 25,300 MNT (about US\$22) or less, stood at 33% in Ulaanbaatar in 2004 (see Table 1). Poverty rates were higher in Ger areas (45%) compared to apartment areas (16%), that is, close to half of Ger area population was poor in 2004.

Table 1: Key Urban Poverty Indicators, Ulaanbaatar, 2004

Poverty Indicators	Citywide	Ger areas	Apartment areas
Poverty Rate			
Below Poverty Line (BPL)	33%	45%	16%
Very poor (expenditure <60% BPL)	10%	14%	5%
Inequality			
Gini coefficient	0.34	0.28	0.33
Capability Poverty index	24.5	39.3	2.9
Social Inclusion Poverty index	24.3	26.1	21.6

Source: MoLSW, UNDP and PTRC, 2004. *Urban Poverty and In-Migration: Survey Report*, pp.60-94.

Most poor households living in Ger areas cannot afford their basic needs. Education, health, and accessibility as well as quality of the social services are closely related to household consumption. Coal, medication and similar household goods cannot be fully purchased by the urban poor. The survey results⁶ show that the highest household expenditure is for purchasing fuel, that is, 28% of total expenditure.

In addition, the survey showed that 10% population of Ulaanbaatar was “very poor”, indicating that their monthly expenditure was 60% lower than to the Poverty Line. By this measure, the proportion of “very poor” in Ger areas was much higher at 14% compared to 5% in apartment areas⁷.

Unemployment rate is high in Ger areas. This is related to lower education levels of the population and one worker supporting many family members. Although many unskilled people seek employment, there are limited or no employment opportunities for them.

Lack of Savings. Due to low incomes and high tariff/ service charge of social and basic urban services, Ger area residents are unable to build savings (see Access Poverty below).

Skills and Education. Although literacy levels are high in Ger areas, residents with “higher education” and “vocational education” are only 10% and 5% respectively.

Inequality. In Ulaanbaatar, inequality – measured in Gini coefficient, stood at 0.34, indicating the differences in income levels between Ger areas and apartment areas. Within Ger areas, inequality was lower (0.28) than for apartment areas (0.33). This is probably related to the wide spread poverty (45%, as mentioned above) in Ger areas.

In-migration and Urban Poverty. In-migration has a huge impact on poverty in Ulaanbaatar. In-migrants live mainly in Ger areas, and of all the migrants to Ulaanbaatar, 39% are people in greatest need. In-migrants are poorer than non-migrants in terms of the consumption expenditure, access to services and their social inclusion⁸. The migrants tend to be poor and their movement to the city is leading to the “urbanisation of poverty” in Mongolia. However, the analysis of various factors suggests that migration is not a determining factor of poverty, that is, in-migrants are not poor because they are in-migrants but because they have lower education levels.

⁵ Due to the lack of data on actual incomes of people in Ulaanbaatar city, urban poverty was estimated by “determining the cost of a consumption basket that covers basic dietary needs (2,100 calories per adult per day) plus non-food expenditures”. In 2004, the National Statistics Officer (NSO) determined a poverty line of 25,300 Mongolian Tugrik (MNT).

⁶ World Bank, 2005. Feasibility Study of the Second Ulaanbaatar Services Improvement Project (section on Survey on Ger area), World Bank, Ulaanbaatar.

⁷ MoSWL, UNDP and PTRC, 2004. *Urban Poverty and In-migration: Survey Report*, Ministry of Social Welfare and Labour, United Nations Development Programme and Population Teaching and Research Center, Ulaanbaatar.

⁸ MoSWL, UNDP and PTRC, 2004. *Urban Poverty and In-migration: Survey Report*, Ministry of Social Welfare and Labour, United Nations Development Programme and Population Teaching and Research Center, Ulaanbaatar.

2.2 Urban Poverty Mapping.

Urban poverty has been mapped in two ways: (i) proportion of urban poor households to total households by Sub-Districts (or *Khoroos*); and (ii) number of urban poor households by each Khoroo.

Proportion of Urban Poor by Khoroo (see Map 1.3.1 and 1.3.2):

Urban Poverty and Age of Ger Areas: Urban poverty is function of age of Ger area settlement: Newly settled peri-urban Ger areas tend to have higher levels of urban poverty, as in the case of certain *Khoroos* in the western parts of Songinokhairkhan District. In contrast, older Ger areas such as Central Ger areas part of Chingeltei and Sukhbaatar Districts have lower levels of urban poverty because residents have been living in the city longer and have settled with income earning opportunities.

Pockets of Urban Poverty: Certain Ger area *Khoroos* are characterised by higher levels of poverty for which there are no direct spatial explanations. Urban poverty seems to be entrenched in these areas in terms of proportion of urban poor households to total households as well as in actual numbers of urban poor households.

2.3 Access Poverty

Access Poverty is generally understood as the lack of access to: (i) secure land tenure, (ii) shelter, (iii) social and basic urban services and infrastructure, and (iv) the cost of access to services.

2.2.1. Access to Secure Land Tenure. Owing to the free high land allowance (up to 700 square metres per household) by the Government of Mongolia and ongoing privatisation of land ownership, access to land and secure tenure are not a serious poverty issue in Ger areas. In fact, there is a “problem of plenty” related to land (see 2.2.3 below).

2.2.2. Access to Shelter. Residents who live in Gers often do so because they cannot afford (built) wooden and/or concrete houses. Survey show that each Ger plot has different house types, such as brick and wooden houses and traditional Gers⁹. More than 33% Ger area households live in traditional Ger housing with the associated problems of inefficient cooking-and-heating stoves (used to heating during winter) and increasing air pollution. The proportion of households living in Ger housing keeps changing with the ongoing arrival of in-migrants.

2.2.3. Access to Social and Basic Urban Services and Infrastructure. Ger area residents have poor access to social and basic urban services and infrastructure. They have to rely on water kiosks for water; bath-and-laundry houses for showers and laundry; low voltage power supply; and poor education, health and transportation services. Moreover, they lack streetlights, proper roads, footpaths, footbridges, and adequate drainage. The areas often experience seasonal flooding.

2.3.1 Social Services

Education Services: There are many problems related to education services.

- i) The key problems in the educational sector are too few schools and pre-schools programmes. The investment in the sector has not matched the explosive growth of urban population in Ger areas. In addition, there are problems in improvement of educational programmes and support for educational expenses.
- ii) Children from the outlying districts of the city (namely Bayanzurkh, Nalaikh and Songinokhairkhan), in-migrants and residents of Ger areas face problems of access to the education services. The long distances to schools pose difficulties, especially for children in primary grades. Further, because of overcrowded classes, Ger area residents cannot enrol their children in schools in their respective districts and *Khoroos*.
- iii) The education level of the population in Ger areas is relatively low, particularly among men and young adults. One third of children from Ger area households have to travel more than two kilometres to get to their schools.

⁹ MoSWL, UNDP and PTRC, 2004. Urban Poverty and In-migration: Survey Report, Ministry of Social Welfare and Labour, United Nations Development Programme and Population Teaching and Research Center, Ulaanbaatar.

- iv) Although almost all households desire higher education, only a few households have the ability to pay for the expenditure entailed.

Health Services: The present health system cannot meet the diagnostic and treatment requirements of Ger area residents and in-migrants. The family clinics are located at a distance from Ger areas, and it is difficult for the residents to get the benefit of the medical services, especially family hospital services. In addition, the high workload of family doctors in Ger areas adversely affects the residents' access to medical services. Doctors usually do not make house-visits, and it is difficult to get timely emergency services. In addition, the coverage of health insurance is lower among Ger areas residents, people with lower standards of living, those working in the informal sector and in-migrants.

2.4 Basic Urban Services and Infrastructure¹⁰

Water Supply: The sources of drinking water for Ger areas households are on average located at a distance of 3.5 kilometres. The major sources of water are kiosks that are supplied water by trucks. 20% households indicated that water availability is poor at the water kiosks. The average quantity of water purchased from kiosks is 45 litres per household per day. However, most households do not get sufficient quantity of water for their consumption.

Sanitation: Majority of the surveyed Ger area plots have a pit- (%) with a wooden platform and walls. On average, households use one pit latrine for 5 years. Some households (%) reported using one pit latrine for 40 years. When the pits are full, a new pit is dug or the latrine is moved to another place. Majority of households emptied the pits in the last 3 years. Less than 80% of households have a soak pit and two-fifth of these have a soak pit separate from their pit latrine. More than half of households do not have ventilated pit latrine.

Bath and laundry houses: 74.5% of the households responded that there are no bathhouses in their area, and most of them bathe in their own home or in apartments of relatives.

Solid Waste Management: Trucks are used to collect garbage once a month from each household in Ger areas. The infrequent collection and scattered garbage result in unsanitary and unhealthy conditions. Therefore, improvement in the garbage disposal system is amongst the top priorities of the residents.

Heating: Ger areas do not have access to a central heating system, and hence use coal and wood-fired stoves for heating and cooking purposes.

Disasters and Risks:

- i) *Fires* pose the main disaster risk in Ger areas, with faulty electrical wiring being the primary cause of fires. The situation is exacerbated because of poor roads and traffic conditions that restrict access by fire fighters to the sites.
- ii) *Floods.* Although some areas around dams, ditches and hollows are restricted for residential use because of possible flooding and problems of access for fire trucks or emergency squads, some people are living in the disaster-prone areas.
- iii) Street-lighting in Ger areas is generally poor and poses a security risk associated with increased vulnerability to petty crime and theft. Some sub-districts have installed a police-booth, and citizen police patrols inside the sub-districts to improve security.

For further details, see report on social and basic urban services and infrastructure (Output 1.2).

2.2.4. Cost of Basic Urban Services. Whether it is water supply, bathing services, solid waste collection or electricity, Ger area residents pay more to access these services.

Water: Ger area residents pay 2-4 times higher rates (500-2000 MNT per cubic meter) than city core residents, although this is not as much of a constraint as lack of availability.

Heating: Families use up to 10 tonnes of coal costing 360,000 MNT (US\$313) and wood costing 90,000 MNT (US\$78) per year. Other sources have reported annual consumption of 5 tonnes¹¹ of coal and 3-4.7

¹⁰ The World Bank, 2005. Feasibility Study of the Second Ulaanbaatar Services Improvement Project (section on Survey on Ger area), World Bank, Ulaanbaatar.

m³ of fuel-wood per household. On average, the heating expenditure of apartment residents is 1.9% of their household expenses, while Ger area residents spend between 4.4% and 10.6%. This is about five times that spent by apartment residents.

Electricity: Cost of electricity in the Ger areas is the same as for other areas. However, although there are reduced tariffs for “vulnerable groups”, customers without electricity meters are required to pay tariff rates.

2.5 Poverty of Social Inclusion and Networking

Poverty of social inclusion and networking has two aspects as follows:

2.3.1. Community Mobilisation and Organisation. About 50% of Ger area population, are inactive in terms of community mobilisation and organisation. This percentage is still lower for in-migrants, households with fewer members and households not registered with their *Khoroos*¹². 40% of the “very poor” and 42% of the “poor” households do not participate in community activities; the corresponding figure for the non-poor is 52% (also see Output 1.4: Community Organisation Inventory).

2.3.2. Social Networking. Ger area residents, especially the poor, have poorer social networks compared to their richer neighbours. A lower percentage of poor (55%) and very poor (45%) households receive support from their *Khuree*¹³ compared to non-poor (67%) households. Moreover, compared to 64% households in apartment areas, only 60% of Ger area residents rely on *Khuree* in their daily lives. This indicates that the latter have poorer social networks.

2.6 Poverty of Empowerment

2.4.1. Poverty of Information. Ger area residents lack access to information on (i) day-to-day decision-making at local government level which affects their daily lives; and (ii) development projects and programmes from which they could benefit.

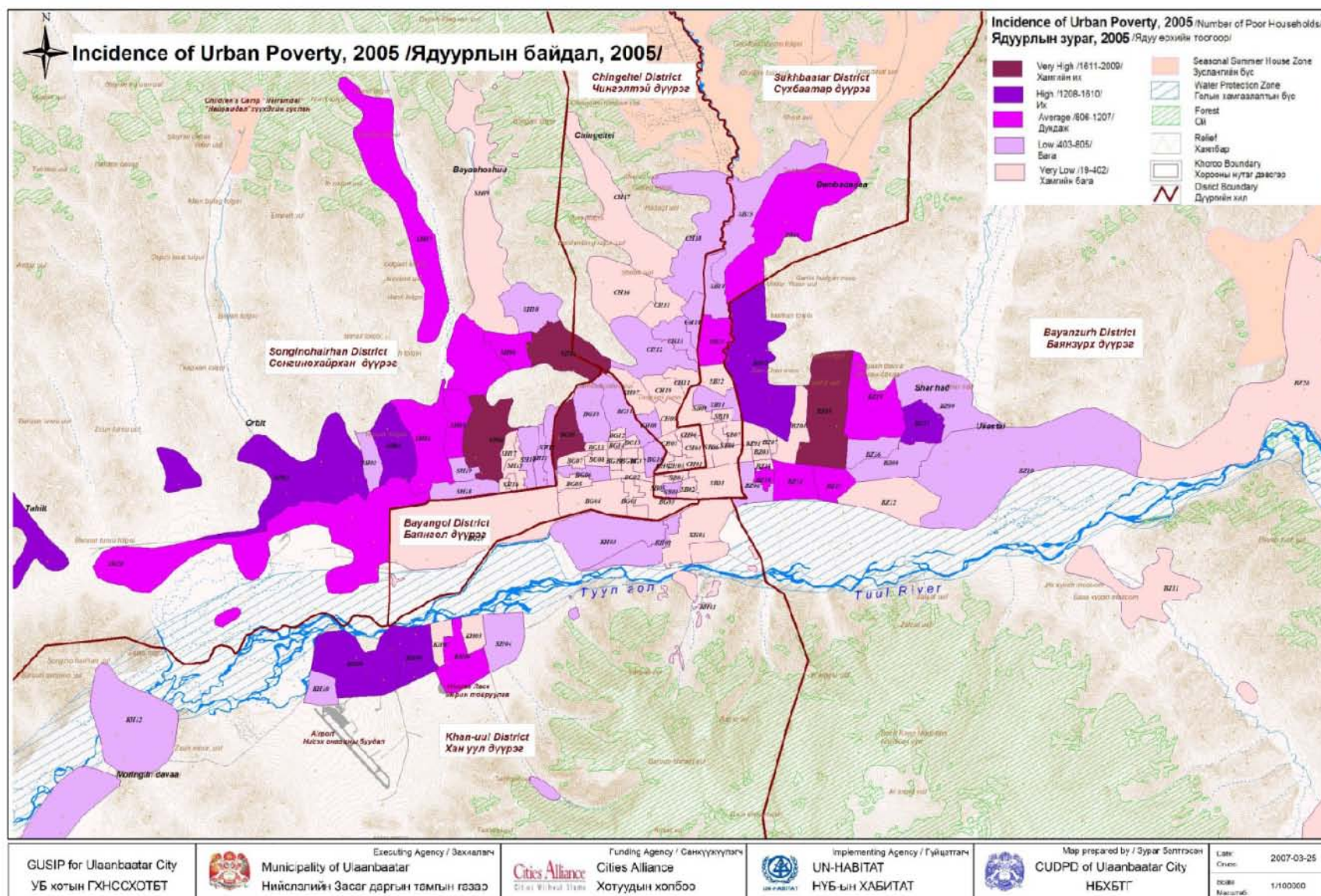
2.4.2. Lack of Participation in Decision-making. Ger area residents lack participation in the (i) budgeting process of local governments, (ii) decision-making related to project planning and design, (iii) project implementation and monitoring, and (iv) post-project operation and maintenance of community assets. As a result, their development concerns remain under-addressed or un-addressed.

¹¹ Guttikunda, S, 2007. *Urban Air pollution Analysis for Ulaanbaatar*, June 2007, available at <<http://www.cleanairnet.org/caiasia/1412/article-72187.html>>, accessed 26 February 2008

¹² MoLSW, UNDP and PTRC, 2004. *Urban Poverty and In-migration: Survey Report*, Ministry of Social Welfare and Labour, United Nations Development Programme and Population Teaching and Research Center, Ulaanbaatar.

¹³ “Khuree means a ‘dry relation’ as opposed to a blood relation (e.g. parents, children, sisters/brothers, etc, which, however, [are] also [included] in khuree). The use of it is that a dry relation has equally binding responsibilities towards a person as a blood relation, if the person is asked for help. The dry relations can be old classmates or parents of an old classmate, friends of a family, etc. If a person asks a khuree for help/money/connections, he [or she] in principle has to do something” (quoted from *Fact Sheet: Urban Poverty and In-migration*, Ulaanbaatar, 2004, page 2).

Map 1: Ulaanbaatar Incidence of Urban Poverty, 2005



3 Annex: Selected Studies on Urban Poverty in Ulaanbaatar City and its Ger areas

3.1 From Second Ulaanbaatar Services Improvement Project, 2003-2004

Title of the Research:	Survey on Ger area as part of the Feasibility Study of the Second Ulaanbaatar Services Improvement Project (UBSIP-2)
Executing organization:	ICT (India) and Khot Services (Mongolia)
Funding agency:	The World Bank
Conducted year:	2003-2004

Objective/Purpose of the research: The objective of the survey was to obtain baseline information on:

- Household structure, members, educational level, head of household characteristics
- Land use issues of the households
- Household access to basic urban services such as water supply, sanitation, drainage, bathhouses and solid waste
- Environmental issues
- Household expenditure structure and income level
- Household travel information

Sample size: The survey covered the 7 Ger areas of Ulaanbaatar city which were initially prioritised under UBSIP-2. Subsequently one Ger area - Tolgoit was dropped from the project. In total, 1994 households were interviewed from the 7 Ger areas, including Naran (301 households), Bayankhoshuu (704 households), and Tolgoit (309 households) from Songinokhairkhan District, Dari-Ekh, (201 households) and Dambadarjaa (191 households) from Sukhbaatar District, and Uliastai (104 households) and Chingeltei (184 households) from Chingeltei District.

Criteria used to define poverty: Information on household income was derived in two ways. Interviewees were asked their household income directly in the questionnaire, and secondly, their income was calculated by aggregating the total expenditure and saving/ losses of the households. The calculation of the estimated average monthly household income was 88,888 MNT when calculated by total expenditure plus saving/losses. Household incomes can be divided into three groups (less than 44,000MNT, 44,000-110,000MNT and more than 110,000MNT). These groups are based on poverty lines that define the poor and very poor in Ulaanbaatar city (from NSO).

Key findings:

Housing and Land. The average size of plot is 509.9 m². Each plot has different types of housing such as brick and wooden houses and traditional Gers. 1 to 2 households are living on a plot.

Plots have different combinations of housing types.

- ✓ 49.6% of interviewed households live in brick houses, 13.5% live in wooden houses and 36.8% live in Gers.
- ✓ 47.1% of the plots have only Gers, 19.9% have only private houses and 33% have a combination of houses and Gers.

Households have lived on the same plot for an average of 8.5 years. However, 13.8% households are not registered and have no certificate for their plots. The households have not applied for registration because they:

- ✓ have not registered as citizen of Ulaanbaatar (10.8%)
- ✓ do not know how to apply for registration (25.1%), and
- ✓ Have settled in forbidden areas (17.9%).

The average cost for registration of a plot is 3,700MNT. 59.1% of the households who registered their plots have applied for land ownership.

Income and Expenditure Poverty. Two-thirds of the households are living under the official poverty line.

- ✓ 18% of the households belong to very poor family (monthly income less than 44,000MNT). The highest number of households in this group was in Uliastai Ger area (25%) and the lowest in Dambadarjaa Ger area (12%).

The highest monthly expenditure is for fuel.

- ✓ Monthly fuel expenditure is 28% of the total. On average, 18% of a household's expenditure is for transportation, 15% for clothing, 11% for household goods, and 6-8% for medical expenses, electricity and telephone. Water constitutes an average of 1% and solid waste 2%.

One-fourth of the households do not obtain sufficient quantity of water for their consumption. Of these, 48.1% are in Naran, 29.9% in Bayankhoshuu, 26.6% in Dari-Ekh and 15.4% in Chingeltei Ger areas.

- ✓ The major sources of water are trucked kiosks (84.0%).
- ✓ The average quantity of water purchased per household from kiosks is 45 litres per day.
- ✓ One fifth of the households indicated that water availability is poor at the kiosks.

Infrastructure and Services. Majority of plots have a pit latrine with a wooden platform and walls. On average, households use one pit latrine for 5 years. Some households reported using one pit latrine for 40 years. When latrines are full, a new pit is dug or the latrine is moved to a new place.

- ✓ 12.3% households emptied their pit-latrine with the help of vacuum trucks, and 81.5% dug a new pit latrine.
- ✓ 85% households emptied their latrine pits in the last 3 years.
- ✓ 54.2% households built a new pit latrine in the last 3 years.
- ✓ 77.1% households have a soak pit and 42.1% of these have a soak pit separate from their pit latrine.
- ✓ 59.4% households do not have ventilated pit latrine.
- ✓ 51.9% households would like to get a loan for 3-5 years for the construction of pit latrines.

Most households live in Ger areas with no public bathhouses.

- ✓ 74.5% households say there are no bathhouses in the area where they live. Only 24.4% households bathe in the public bathhouses, while the remaining 75.6% bathe in their own home, and in apartments of relatives.

The garbage collection is managed by the municipality but it is inefficient.

- ✓ 87.6% households said waste is collected by the municipality
- ✓ 93.9% of households pay for the solid waste collection fee
- ✓ 6.6% households reported that waste is collected once every two weeks, 51.0% once a month, 39.6% less than once a month, and 2.7% said that garbage was never collected.

Urban Environment. Poor air quality is mostly caused by domestic smoke, industrial pollution and dust.

- ✓ 82.1% households reported that the quality of air is bad.
- ✓ 40.2% households reported that noise levels are disturbing. The noises are from industry, traffic, construction work, and workshops in Bayankhoshuu and Tolgoit.

Priorities for action and recommendations:

- Improving the sale and purchase of clean water.
- Make a plan for a water supply system based on household connections.
- Build public bath-and-laundry houses.
- Increase the number of households paying the garbage collection fee by lowering it and making it affordable.

3.2 From Research on Urban Poverty and In-migration in Ulaanbaatar, 2003-2004

Title of the Research:	Urban Poverty and In-migration in Ulaanbaatar
Executing organization:	Population Teaching and Research Center, National University of Mongolia
Funding agency:	UNDP
Conducted year:	December 2003-April 2004

Objective of the research: The goal was to determine the living standard of the population living in Ulaanbaatar. The specific objectives of the study were:

- To determine the main sources of household income and consumption expenditures;
- To determine the access to and quality of social services;
- To establish basic poverty indicators by type of dwelling and by migrants and non-migrants;
- To find out in Ulaanbaatar, the main reasons of migration, and the accessibility of social services for unregistered migrants;
- To determine the relation between poverty and migration;
- To determine characteristics of poor and identify the people in the greatest need.

Sample size: From 1500 households, 6847 persons were covered. The households resided in 30 *Khoroos* of 6 districts including Bayangol (909 persons from 4 *Khoroos*), Bayanzurkh (492 persons from 2 *Khoroos*), Songinokhairkhan (2344 persons from 10 *Khoroos*), Sukhbaatar (1448 persons from 14 *Khoroos*), Chingeltei (1173 persons from 5 *Khoroos*) and Khan-Uul (481 persons from 2 *Khoroos*) of Ulaanbaatar. A total of 4070 persons of 816 (54.4 percent) households from Ger areas, and 2777 persons of 684 (45.6 percent) households from apartment areas were used for the survey.

Criteria used to define poverty: The main focus of the study is poverty. Thus, poverty was defined in terms of expenditure, capability and social inclusion. Individuals with a monthly expenditure of less than 25,300MNT (poverty line defined by NSO, 2003) were defined as poor. Poverty in terms of expenditure has been measured using traditional economic poverty measures such as percentage of poor, depth of poverty and severity of poverty. Capability as well as social inclusion indicators of poverty were constructed as summary indexes including indicators of housing condition, access to the education and health services for capability index, and social support and networking indicators for the social inclusion index.

Key findings:

A. Urban Poverty. Of the people surveyed, 55% are poor in terms of consumption expenditure, social inclusion or capability (access to services).

Poverty measured as Consumption Expenditure. One third of the population has monthly consumption expenditure below the poverty line. 10% are very poor (expenditure below 60 percent of the poverty line). **The poverty rate is higher in Ger areas (45%) compared to apartment areas (15.4%).** The depth of the poverty is higher in Ger areas (13.8 in Ger areas and apartment areas 4.3 in apartment areas. Poverty is also more severe in Ger areas (6.0 in Ger areas and 1.8 apartment areas).

- ✓ Younger people (38%) and ethnic Kazaks (60%) are the poorest.
- ✓ Less educated (50%) and unemployed people are more likely to be poor.

- ✓ Large households (50%), female-headed households (32%), and households living in Gers (54%) are more likely to be poor.

Unsatisfactory Living Conditions. 25% people live in unsatisfactory living conditions and lack adequate access to health and education services. There are important variations between population groups in terms of access to different services.

Unsatisfactory living conditions

- ✓ Of the total, 54% households live in Ger areas and 46% live in apartment areas. All households living in apartment areas are supplied electricity from the central power source, while 5% households in Ger areas have no electricity and use candles.
- ✓ The rate of households who use water from insecure sources is 0.65 in apartment areas, which is 30 times higher than in Ger areas. Ger area households are located 3.5 kilometres away from their source of drinking water on average.
- ✓ 9.4% households in Ger areas and 0.4% of households in apartment areas throw rubbish into the open or into a ditch or canal.
- ✓ In Ger areas, 42.5% of households have toilets inside, 53.7% have pit latrines, and 1.4% have no toilets.

Lack of access to health services

- ✓ The coverage of health insurance is lower among Ger areas residents (22%), people with lower standards of living (31.4%), people working in the informal sector (44%) and migrants (33%).
- ✓ People in Ger areas and migrants live farther from the family clinics.
- ✓ Poor people (16%), residents of Ger areas (9%) and migrants (22%) lack access to family health services, and specialized health services and consultation.

Lack of access to education services

- ✓ Ger area population is less educated.
- ✓ Males are less educated than females. In apartment areas, for every 100 women who completed higher education, there are 81 men. The ratio is 58 men per 100 women in Ger areas.
- ✓ Young adults are less educated and are less qualified.
- ✓ Children from the outlying districts of the city (namely Nalaikh, Bayanzurkh and Songinokhairkhan), migrants and residents of Ger areas face problems of access kindergartens, primary schools and secondary schools.
- ✓ 26% children are not able go to schools or kindergartens located in their districts. The reasons include poor training quality and resources (72%), overloaded classrooms (13%), unwillingness to transfer to another school when the household moves (12%), and absence of registration or ID cards (9.3%).

Social Inclusion. Among the Ulaanbaatar citizens, 24.3% are poor in terms of social inclusion. This means that opportunities to access information, involvement of Ger area residents in community work and the possibility of drawing assistance from a *khuree*¹⁴ is limited.

There is inadequate knowledge about Government programmes for livelihood improvement.

- ✓ Information about projects and programmes, and their potential benefits are limited. 70% households have some knowledge about projects and programmes implemented by the government and international organizations. However, less than 10% have benefited from these projects and programmes.

¹⁴ *Khuree* means a 'dry relation' as opposed to a blood relation (e.g. parents, children sisters/brothers etc, which, however is also summarized in *khuree*). The dry relation can be old classmates or friends of the family etc. If a person asks a *khuree* for help/money/connections, s/he in principle has to do something for his/her *khuree* in return.

Well-to-do households participate less in community work.

- ✓ The respondents who are not active in community activities are those with high income (52%), in-migrants (68%), households with fewer members (53%), and unregistered households (74%).
- ✓ People lack initiative and drive to improve their livelihoods.

The kinship/ khuree supports the livelihood of households, but for in-migrants, people living in Ger areas, poor and very poor households, a kinship/ khuree is very limited.

- ✓ Two-thirds of all households get support from their khuree in their daily lives. However, the percentage of poorer households (45%), households living in Ger areas (60%), and large households (48%) that get support from their khuree is lower.

B. Migration. Of all the migrants to Ulaanbaatar, 39% are people in greatest need. Migrants are poorer than non-migrants in terms of consumption expenditure, access to services and social inclusion. However, migrants are poorer not because they are migrants, but because they are less educated. Migration does not have much impact on increasing income poverty, but quite an impact on increasing social vulnerability.

Migrants live mainly in Ger areas and are less educated

- ✓ Most migrants (80%) to Ulaanbaatar live in Ger areas, whereas the share of non-migrants living in Ger areas is 55%.
- ✓ 59% of migrants are young, that is between 15-29 years of age.
- ✓ 77% of migrants have completed secondary education (10 years).

For the majority of migrants, the reasons for the move are non-economic.

- ✓ Overall, 43% migrants moved to Ulaanbaatar for non-economic reasons, 38% moved for economic reasons, and 19.2% for both economic and non-economic reasons.
- ✓ People migrate to Ulaanbaatar to get jobs (41.4%), to improve their living conditions (38%), to study (36.9%), and to get closer to the market (27.9%).

71% migrants say that they have achieved their objectives.

Migrants are poorer than non-migrants in all aspects:

- ✓ 37% are poor in terms of consumption expenditure.
- ✓ 55% are poor in terms of access to services.
- ✓ 31% are poor in terms of social inclusion.
- ✓ 39% are poor in more than one way and /or are very poor (people in greatest need).

Priorities for action and recommendations:

- The target group for intervention should be the larger households, that is, households with many members living in Ger areas.
- Priorities for action are improving housing and sanitation conditions.
- The focus groups conducted during the study point to a need to improve the quality of the social services.
- More investment is needed for the construction of new schools and kindergartens in Ger areas.

3.3 From Study on Living Environment of Ger Areas in Ulaanbaatar, Mongolia, 2001-2002

Title of the Research:	Study of the Living Environment of Ger Areas in Ulaanbaatar, Mongolia
Executing organization:	Construction and Architecture Corporation of Mongolia
Funding agency:	JICA office in Mongolia
Conducted year:	2001-2002

Objective/Purpose of the research: To develop policy recommendations for the improvement of living conditions in Ger areas in Ulaanbaatar by analysing their current living conditions.

Sample size: Three sub-districts (*Khoroo*), namely Gandan (Bayangol District), Khailaast (Chingeltei District) and Dambadarjaa (Sukhbaatar District) were selected. Two questionnaires were distributed - one for land condition (for each plot), and one for living environment (for each household). 411 questionnaires on land condition and 605 questionnaires for living environment were collected. 9 families were selected (three from each sub-district) for a discussion on living condition with the sub-district offices.

Criteria used to define poverty: No specific definition of poverty was used. However, the study provides some statistics on monthly household income for the three sub districts.

Key findings:

Inflow of population from rural areas to the city is very high. Consequently, the residential areas are continuing to expand outwards from the city centre along the main roads. About 80% of the extensions are on sloping ground or on the riversides, where habitation is not authorized because of potential damage to the rivers. Many households have built houses/ Gers in locations that flood during the heavy rains of spring.

Ger areas have considerable impact on the city's environmental pollution, that is, pollution from smoke and contamination of rivers. Residents who have been living in the Ger areas over a long period of time intend to continue living in the same locations. Although the administration is expected to provide access to sewage system and water supply, it cannot do so because of financial and technical constraints.

Ger area residents identified several problems such as few schools and pre-schools programs with reference to education. They further identified the need for improvement of educational programs and support for educational expenses.

- ✓ 34% children attend a kindergarten, 84 % of children are attending school, and over 10% children do not attend school.
- ✓ Although almost all households desire higher education, few households have the ability to pay for the educational expenses.

The present medical system cannot respond to diagnosis and treatment requirements of the residents. Doctors usually do not make house-visits, and it is difficult to get timely emergency services. This is an area of concern for the residents.

- ✓ The respondents identified several environmental issues that have an impact on health, including damage from smoke, coal, soil pollution, groundwater contamination, and others. The residents indicated their willingness to cooperate to solve the problems.
- ✓ Use of coal causes air pollution is a threat to the life and the health of the residents.
- ✓ Soil and groundwater are polluted by sewage, leading to many other problems.

Many problems were pointed out about obtaining clean water, thereby making it difficult for residents to wash themselves and their clothes.

Poverty is increasing in Ger areas with many households facing financial difficulties. Income of the resident in Ger areas is lower than the city average.

- ✓ The purchase of coal and the medical expenses are essential, and most households have difficulties to make a living with their current incomes.
- ✓ In low-income households, one worker/ earning member supports many family members, who are mostly unskilled. Although other family members are interested in getting employed, there are no employment opportunities for unskilled persons.

The improvement of the garbage disposal system is a matter of top priority to the residents.

- ✓ The garbage is scattered around and the condition of the Ger areas is unsanitary.
- ✓ Under the current system, trucks collect garbage from each household that pays the collection fees.
- ✓ The households identified infrequent collection as the main problem in the garbage disposal system.

Fires are the main danger in the Ger areas.

- ✓ Faulty electrical wiring is the primary cause of fires.
- ✓ It is difficult for fire fighters to come into Ger areas to extinguish fires because of the poor conditions of roads and traffic.

Crime rate in Ger areas, especially theft, is high.

- ✓ Some sub-districts have installed a police-booth, and citizen police patrols inside the sub-district. The residents reported that the lack of street lighting made roads dangerous for passers-by in the evenings and night.
- ✓ Although some areas around dams, ditches and hollows are restricted for residence due to possible damage from floods and these areas are difficult to access for fire trucks or emergency squads, people still reside there.

Priorities for action and recommendations:

- Both Ger area residents and city dwellers identified reduction in groundwater and air pollution as a top priority.
- The reduction of environmental pollution needs urgent attention. The health impacts of coal smoke, soil pollution etc. are pointed out in the research.
- Recognize residents' poor living conditions, and necessity for development of Ger areas.
- Need to make realistic plans based on the present conditions and trends.
- *Improvement of Ger areas cannot be accomplished by the government or municipal administration alone. Community participation is essential for Ger areas' improvement.*

3.4 From Research on Ger Area Development, 2006

Title of the Research:	Ger Area Development
Executing organization:	Mongolian Marketing Consulting Group
Funding agency:	The Asia Foundation
Conducted year:	2006

Objective/Purpose of the research: To assess the demographic, social, economic and other patterns within 18 *Khoroos* of Ulaanbaatar, and to identify Ger district dwellers' perceptions of needs for basic infrastructure, vocational training and finance, and their willingness to pay for any improvements that may be introduced.

Sample size: The sample comprised 507 households and 1650 individuals in 18 *Khoroos* - three *Khoroos* from each of the 6 central districts including Bayangol, Bayanzurkh, Chingeltei, Khan-Uul, Songinokhairkhan and Sukhbaatar. Approximately 30 households were selected in each *khoroos*.

Criteria used to define poverty: No specific definition of poverty was used. However, the study provides household income and income per household members.

Key findings:

More than 90% of the households live in Gers or winter houses with fences. The percentage of households occupying Gers is high due to the influx of economically disadvantaged immigrants to Ulaanbaatar over the last 5 to 10 years.

- ✓ 15.8% of Ger districts residents are unemployed.
- ✓ Unemployment rate is high among population aged 20-29 years.
- ✓ 79.1% of the unemployed people had secondary education.
- ✓ Half of the unemployed people are less qualified/ lesser education and skills.
- ✓ Two-thirds of the households reported that the monthly income per capita is less than 50,000MNT.
- ✓ Reasons of households relocated to the Ger districts are mainly for the sake of their children (28.8%), to get close to the market (21.8%), to get close to relatives (20.6%) and due to jobs (19%).

More than one third of families not owned their land.

- ✓ 27.5% of the respondents said they had not completed requisite documentation for land privatisation.
- ✓ 25.1% of the respondents said they did not know how to apply for registration.
- ✓ 32.9% of the respondents reported that they are renting the land and are residing with friends and/or relatives.
- ✓ Land usage insufficient
 - 82.2% of the households have only living area.
 - 6.8% of the households run small production based on the land.
 - 2.8% of the households grow vegetables on the land.

Pressing issues and solutions in Ger areas are:

- Lack of the solid waste management and widespread accumulation of garbage and waste (81.7%)
 - ✓ Service is generally infrequent and irregular.

- ✓ Waste commonly accumulated in public places posing a health hazard.
- Air pollution is a substantial problem (53.5%)
 - ✓ Nearly 70% of the households use wood or coal-burning stoves for cooking, and 88% of the households use these same sources for heating too.
- Poor infrastructure (road, transport, lighting etc.,)
 - ✓ Street lighting in Ger districts is generally poor and posed a security risk associated with increased vulnerability to petty crime and theft.
 - ✓ Lack of street lighting made roads dangerous for the passers-by in the evenings and night-time.
 - ✓ 78% of the respondents reported the public bus transport is accessibly within 500 meters of their homes. Lack of integrated water and sewage systems
 - ✓ A majority of households had access to safe water from wells that were located 500 meters or less from their homes.
 - ✓ Only 9.4% of the respondents know whether the quality of water they use met the standards.

Interest in long-term loan: If they could apply for a long-term housing loan

- ✓ 47.6% would apply
- ✓ 38% do not know
- ✓ Banks do not give loans as Ger area residents have no collateral
- ✓ High interest charged on long-term loans

Priorities for action and recommendations:

- Water supply and wastewater, housing, heating and road infrastructure as the top four priorities.
- The importance of reducing groundwater and air pollution for both Ger area residents and city dwellers is a top priority.
- Lower the garbage collection fee and improve the garbage disposal and collection system in the Ger sub-districts.
- More investment is needed for infrastructure such as road, water system, streetlights etc.
- Need for an integrated heating system.
- Need to build new, small and efficient houses.

Abbreviations

BPL	Below (national) Poverty Line
GoM	Government of Mongolia
GUS	Ger Area Upgrading Strategy of Ulaanbaatar City
GUSIP	Ger Upgrading Strategy and Investment Plan
LSMS	Living Standards Measurement Survey
MNT	Mongolian Tögrög
MUB	Municipality of Ulaanbaatar
NSO	National Statistical Office
UB	Ulaanbaatar
UNDP	United Nations Development Programme

<i>Duureg</i>	District: an administrative division of a city, the urban equivalent of a sum
<i>Ger</i>	Traditional Mongolian tent like dwelling
<i>Ger areas</i>	Informal settlements named after Ger - the traditional home of Mongolian nomads.
<i>Khoroo</i>	Sub-District

Monetary Unit: Mongolian Tögrög (MNT)

1USD = 1380 (May 2010)

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UN-HABITAT Mongolia Office

Room #701, MAX Tower building

Builder Square 4/4, 4th Khoroo

Chingeltei District

Ulaanbaatar-211238, MONGOLIA

Tel/ Fax: +976-11-322711

E-mail: mail@unhabitat-mongolia.org

www.unhabitat.org