

Country Name	Project for Improvement for Planning and Implementation Skills of Ulaanbaatar Master Plan
Mongolia	

I. Project Outline

Background	<p>In Ulaanbaatar city, the capital city of Mongolia, the city population had increased from 0.65 million in 1998 to 1.2 million in 2012 due to population inflow from rural areas. Housing supply could not catch up with the rapid population increase and urbanization and it was estimated that 60% of the population lived in “ger areas”¹ without sufficient urban infrastructures. With that background, the Government of Mongolia with the assistance of JICA implemented a project the “Study on City Master Plan and Urban Development Program of Ulaanbaatar City” (2007-2009) to present an ideal city vision of Ulaanbaatar and promote its urban development. Based on the results of the study, the Governor’s Office of the Capital City (the Municipal Government) formulated the “Ulaanbaatar 2020 Master Plan and Development Approaches for 2030” (MP2020) which was approved by the State Great Khural (the parliament of Mongolia) in February 2013. Following the approval, the Municipal Government was expected to develop an action plan for prompt implementation of MP2020. However, the action plan was not developed due to the lack of human resources who had sufficient knowledge and experience of planning. Besides, a technical cooperation project the “Project on Capacity Development in Urban Development Sector in Mongolia” (2010-2013) was implemented with the assistance of JICA to promote the redevelopment of ger areas, and the project prepared the draft law of urban redevelopment. The Municipal Government developed rules and regulations for the draft law and started urban redevelopment projects consigning them to private companies. However, the Municipal Government faced with various issues relating projects’ implementation caused by the inadequate legislation systems and insufficient management capacities of the city staff.</p>										
Objectives of the Project	<p>Through the assistance for formulation of MP2020 Action Plan and promotion of implementation of urban redevelopment projects in Ulaanbaatar city, the project aims at development of the city staff’s capacity of planning and implementation of urban development, thereby contributing to the improvement of urban functions and residential environment of Ulaanbaatar city.</p> <ol style="list-style-type: none"> Overall Goal: Urban functions and residential environment of Ulaanbaatar city are improved through planned urban development based on MP2020 approved by the 23rd Parliament Resolution in 2013. Project Purpose: Capacity of urban planning and urban development project implementation contributing to upgrading residential environment is enhanced. 										
Activities of the Project	<ol style="list-style-type: none"> Project Site: Ulaanbaatar city Main Activities: <ol style="list-style-type: none"> Formulation of the MP2020 Action Plan Establishment of the monitoring method for the MP2020 Action Plan Formulation of the urban redevelopment policy and the 5-year implementation plan for urban redevelopment Promotion of the land readjustment projects through model projects Establishment of the projectization promotion strategies for urban redevelopment projects Promotion of public participation and information sharing with citizens Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Mongolian Side</td> </tr> <tr> <td>1) Experts: 13 persons</td> <td>1) Staff Allocated: 27 persons</td> </tr> <tr> <td>2) Trainees Received: 16 persons</td> <td>2) Land and Facilities: project office</td> </tr> <tr> <td></td> <td>3) Local cost: cost for utility of offices (electricity, water and telephone)</td> </tr> </table> 			Japanese Side	Mongolian Side	1) Experts: 13 persons	1) Staff Allocated: 27 persons	2) Trainees Received: 16 persons	2) Land and Facilities: project office		3) Local cost: cost for utility of offices (electricity, water and telephone)
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Project Period	(ex-ante) September 2014 – December 2018 (actual) September 2014 – December 2018	Project Cost	(ex-ante) 340 million yen (actual) 441 million yen								
Implementing Agency	Ministry of Construction and Urban Development (MCUD), Governor’s Office of the Capital City (Municipal Government)										
Cooperation Agency in Japan	-										

II. Result of the Evaluation

1 Relevance/Coherence
<p>[Relevance]</p> <p><Consistency with the Development Policy of Mongolia at the Time of Ex-Ante Evaluation></p> <p>The project was consistent with the development policy of Mongolia at the time of ex-ante evaluation. In the section of “Economic Growth and Development Policies” in the “Comprehensive National Development Strategy of Mongolia 2007-2021,” four strategic objectives were defined as: 1) urban construction and legal system development for urban planning to create appropriate population distribution and favorable living conditions for citizens in urban and other areas, 2) construction of buildings which meet the today’s quality standard, 3) acceleration of housing supply, and 4) improvement of land use including promotion of land privatization. MP2020 formulated along the line with those strategic objectives was approved by the parliament in February 2013 and recognized as the Ulaanbaatar city’s development policy to attain those strategic objectives.</p>

¹ Residential areas formed by the inflow of nomad into Ulaanbaatar city consist of gers (traditional portable houses) and simple detached houses.

<Consistency with the Development Needs of Mongolia at the Time of Ex-Ante Evaluation>

The project was consistent with the development needs of Mongolia at the time of ex-ante evaluation. Following the approval of MP2020, the Municipal Government was expected to develop an action plan for prompt implementation of MP2020. However, the action plan was not developed due to the lack of human resources who had sufficient knowledge and experience of planning. On the other hand, the “Project on Capacity Development in Urban Development Sector in Mongolia” (2010-2013) assisted by JICA prepared the draft law of urban redevelopment, and it was submitted to the parliament. The municipal government developed rules and regulations related to the draft law and started urban redevelopment projects consigning them to private companies. However, due to inadequate legislation systems and insufficient management capacities of the city staff, the municipal government faced with various issues relating projects’ implementation.

<Appropriateness of Project Design/Approach>

The project design/approach was appropriate. One of the outputs of the project was implementation of housing supply policy for the lower and medium income population in Ulaanbaatar city including residents in ger areas. Since the average annual income of the residents in ger areas was lower than 30% of the national average, it indicated that the project made consideration for socially vulnerable people. Besides, the Urban Development Law (2008) stipulated provisions to ensure the balance of human security, natural environment, ecology, economy, and social development as well as to secure the equal interests of all concerned actors including the residents involved in urban development activities. MP2020 was formulated based on the concept of those provisions. Therefore, aiming at the promotion of implementation of MP2020, the project was designed to secure equal interests of all stakeholders involved in and affected by urban development. No problem attributed to the project design/approach was confirmed.

<Evaluation Result>

In light of the above, the relevance of the project is ③. (④ : very high, ③ : high, ② : moderately low, ① : low * To be the same afterwards.).

[Coherence]

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with the Japan’s ODA policy to Mongolia at the time of ex-ante evaluation. In the “Country Assistance Policy for Mongolia” (April 2012), strengthening of urban functions of Ulaanbaatar city was placed as one of the priority areas (intermediary goals). The policy declared to assist infrastructure development applying Japanese knowledge and technologies along with capacity development of Mongolian agencies’ urban planning management in order to sustain and strengthen urban functions through the realization of MP2020.

<Collaboration/Coordination with other JICA’s interventions>

Any collaboration/coordination between the project and other JICA’s intervention was not clearly planned at the time of ex-ante evaluation.

<Cooperation with other institutions/ Coordination with international framework>

Any cooperation with other institutions/ coordination with international framework was not clearly planned at the time of ex-ante evaluation.

<Evaluation Result>

In light of the above, the coherence of the project is ②.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

At the time of project completion, the Project Purpose was mostly achieved as planned. The staff of MCUD and the Municipal Government has improved their knowledge and implementing capacity for urban development through various training and on-the-job (OJT) training provided by the project (Indicator 1), which contributed to the drafting of MP2040 after-mentioned. The MP2020 Action Plan was developed by the project and approved by the parliament in 2016 (Indicator 2). Handbooks prepared by the project were utilized for the formulation of urban development rules and regulations, training, pilot projects, and other activities (Indicator 3). The project proposed an organizational restructuring of the Municipal Government for smooth implementation of MP2020 (Indicator 4), and the restructuring was conducted after the completion of the project (Indicator 5).

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

By the time of the ex-post evaluation, the project effects have been continued. After the completion of the project, MCUD and the Municipal Government in collaboration conducted monitoring and evaluation of the implementation situation of MP2020. And, based on the results of monitoring and evaluation, at the time of ex-post evaluation, they are drafting MP2040 which is the updated version of MP2020. MCUD and the Municipal Government also prepared the revision of the Urban Redevelopment Law, and it was approved by the parliament in 2021. Handbooks prepared by the project have been utilized for policy making, training, and other activities related to urban development. The Urban Planning and Development Department of the Municipal Government has developed videos and handouts based on the handbooks and utilized them in public meetings for citizens on urban redevelopment. Organizational restructuring of the Municipal Government proposed by the project was carried out after the completion of the project. The new section of Development Policy and Planning was set up and the number of staff for urban development has increased. The new section is responsible for the comprehensive works of policy formulation, planning, and implementation of urban development of the city including MP2020 and urban redevelopment projects.

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

At the time of ex-post evaluation, the Overall Goal has been partially achieved. The number of citizens living in houses with utility services (heating, sewerage, water supply) is on the increasing trend. However, according to the Municipal Government, the implementation rate² of MP2020 in 2020 was 29.6%. If the rate had been higher, the larger development effects might be expected.

<Other Impacts at the Time of Ex-Post Evaluation>

² The rate of the number of projects commenced and completed against the number of projects planned in MP2020 to be commenced and completed.

According to MCUD and the Municipal Government, land acquisition and resettlement caused by the project and the projects of MP2020 have not taken place. In the redevelopment of ger areas implemented according to MP2020, apartment houses reconstruction projects remove old houses and newly build apartment houses. Residents in the project sites are granted to exchange their lands for apartments, and the land of 2,427 units³ have been exchanged for apartments. Exchanges of lands are negotiated between residents and developers, and MCUD and the Municipal Government do not participate in the negotiations. Along with the progress of redevelopment projects, the number of residents in ger areas has increased and asset value of land in the areas has risen. As for the citywide development, improvement of environment and soil was expected through installation of sewage lines, improvement and construction of lavatories including public lavatories, and renovations of waste dumping areas. However, specific effects on environment and soil have not been confirmed at the time of ex-post evaluation.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source
<p>Project Purpose: Capacity for urban planning and urban development project implementation contributing to upgrading residential environment is enhanced.</p>	<p>Indicator 1: Formulation and publication of the MP2020 Action Plan, and improvement of knowledge and capacity for the implementation of urban redevelopment projects.</p>	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) Through various training (training in Mongolia, training in Japan, workshops, and seminars), OJT in pilot projects, discussion in taskforce meetings, and other activities provided by the project, the staff of MCUD and the Municipal Government has improved their knowledge and implementing capacity for urban development including legal systems development, institutions development, legal documentations, implementation of surveys, and others. (Ex-Post Evaluation) After the completion of the project, MCUD and the Municipal Government in collaboration conducted monitoring and evaluation of the implementation situation of MP2020. And, based on the results of monitoring and evaluation, they are drafting MP2040 which is the updated version of MP2020 at the time of ex-post evaluation. To draft MP2040, MCUD and the Municipal Government conducted interviews with experts, public hearings inviting citizens and private sectors, and various surveys including population survey, economic survey, environmental survey. The revision of the Urban Redevelopment Law was also prepared in the same manner, and the revision was approved by the parliament in 2021.</p>	<p>Source: MCUD, Municipal Government</p>
	<p>Indicator 2: Approval of the MP2020 Action Plan.</p>	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) The MP2020 Action Plan was approved in 2016 by the Mongolian government ordinance No.174. (Ex-Post Evaluation) As stated above in Indicator 1, MCUD and the Ulaanbaatar Municipal Government are drafting MP2040 which is the updated version of MP2020 at the time of ex-post evaluation.</p>	<p>Source: MCUD, Municipal Government</p>
	<p>Indicator 3: Utilization of handbooks in daily work of the implementation of urban redevelopment projects. Utilization of handbooks for the training related to urban redevelopment.</p>	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) The handbook of “Urban Redevelopment Law and organizations for urban redevelopment” prepared by the project was utilized to formulate urban development rules and regulations including the “regulation on urban and downtown redevelopment site selection model” and the “regulation on rebuilding old apartment houses projects.” The handbook was also utilized in training (training in Mongolia, training in Japan, workshops, and seminars) and the pilot projects. (Ex-Post Evaluation)</p>	<p>Source: MCUD, Municipal Government</p>

³ A legal unit used in Mongolia for land registration. It does not denote land area or the number of households.

		<p>After the completion of the project, policy makers in MCUD and the Municipal Government have kept using the handbooks prepared by the project in their daily work of policy making, document preparation, meetings, etc. The handbooks are also utilized in training on urban planning and regulation formulation conducted for the staff of local governments including the Municipal Government. The Urban Planning and Development Department of the Municipal Government has developed videos and handouts based on the handbooks and utilized them in public meetings for citizens on urban redevelopment.</p>																																																													
	<p>Indicator 4: Re-organization of Ulaanbaatar Municipal Government functions effectively to conduct the MP2020 Action Plan.</p>	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) The project proposed an organizational restructuring of the Municipal Government aiming at the smooth implementation of MP2020. (Ex-Post Evaluation) The organizational restructuring proposed by the project was carried out after the completion of the project and approved in 2021 by the government resolution No.360. By the restructuring, the new section of Development Policy and Planning was set up, and the number of staff for urban development increased from 8 to 15. The new section is responsible for the monitoring and support of implementation of MP2020, preparation of MP2040, along with policy formulation, planning, and facilitation for urban development.</p>	<p>Source: Municipal Government</p>																																																												
	<p>Indicator 5: Proposal of the re-organization of Ulaanbaatar Municipal Government functions effectively to conduct urban redevelopment.</p>	<p>Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) The project proposed an organizational restructuring of the Municipal Government aiming at the smooth implementation of urban redevelopment projects. (Ex-Post Evaluation) As stated above in Indicator 4, the new section of Development Policy and Planning was created which was responsible for the comprehensive works of policy formulation, planning, and implementation of urban development of the city including MP2020 and urban redevelopment projects.</p>	<p>Source: Municipal Government</p>																																																												
<p>Overall Goal: Urban functions and residential environment of Ulaanbaatar city are improved through planned urban development based on the MP2020 approved by the 23rd parliament resolution in 2013.</p>	<p>Indicator: The number of citizens living in houses with utility services (heating, sewerage, water supply).</p>	<p>(Ex-Post Evaluation) partially achieved Table 1: The number of citizens living in houses with utility services in Ulaanbaatar city Unit: thousand households</p> <table border="1" data-bbox="715 1496 1262 1711"> <thead> <tr> <th>Year</th> <th>2013</th> <th>2014</th> <th>2015</th> <th>2016</th> <th>2017</th> </tr> </thead> <tbody> <tr> <td>Heating</td> <td>-</td> <td>-</td> <td>-</td> <td>163</td> <td>-</td> </tr> <tr> <td>Sewerage</td> <td>133</td> <td>131</td> <td>137</td> <td>138</td> <td>160</td> </tr> <tr> <td>Water supply</td> <td>122</td> <td>145</td> <td>161</td> <td>177</td> <td>175</td> </tr> <tr> <td>Total household</td> <td>334</td> <td>353</td> <td>376</td> <td>381</td> <td>386</td> </tr> </tbody> </table> <table border="1" data-bbox="715 1742 1262 1957"> <thead> <tr> <th>Year</th> <th>2018</th> <th>2019</th> <th>2020</th> <th>2021</th> <th>2022</th> </tr> </thead> <tbody> <tr> <td>Heating</td> <td>178</td> <td>211</td> <td>211</td> <td>-</td> <td>-</td> </tr> <tr> <td>Sewerage</td> <td>172</td> <td>182</td> <td>204</td> <td>-</td> <td>-</td> </tr> <tr> <td>Water supply</td> <td>173</td> <td>190</td> <td>197</td> <td>214</td> <td>-</td> </tr> <tr> <td>Total household</td> <td>387</td> <td>411</td> <td>414</td> <td>413</td> <td></td> </tr> </tbody> </table> <p>Note: “-” in the table indicates no data available due to no survey was conducted and some other reasons. As shown in the table, the number of households with utility services in Ulaanbaatar city is on the increasing trend in terms of every service of heating, sewerage, and water supply. However, the rate of the number of completed projects planned in MP2020 in 2020 was as low as 29.6%.</p>	Year	2013	2014	2015	2016	2017	Heating	-	-	-	163	-	Sewerage	133	131	137	138	160	Water supply	122	145	161	177	175	Total household	334	353	376	381	386	Year	2018	2019	2020	2021	2022	Heating	178	211	211	-	-	Sewerage	172	182	204	-	-	Water supply	173	190	197	214	-	Total household	387	411	414	413		<p>Source: Municipal Government</p>
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3 Efficiency

Because the implementation methods of some tasks were changed to produce outputs, the project cost exceeded the plan (the ratio against the plan: 130%), while the project period was as planned (the ratio against the plan: 100%). Outputs were produced as planned. In the light above, the efficiency of the project is ③.

4 Sustainability

<Policy Aspect>

The “Mongolia’s Long-Term Development Policy Vision 2050” (2020) is a long-term national development policy for 2020 to 2050. The chapter 9 of it is the “Development of Ulaanbaatar city and its satellite cities.” To actualize the vision, at the time of ex-post evaluation, MCUD and the Municipal Government in collaboration with other related agencies are preparing the “Human Settlement Plan” (HSP) and the “Regional Development Plan” (RDP). MP2040, the updated version of MP2020, will be one of the main pillars of HSP. Though RDP is not a development policy specific for Ulaanbaatar city, the development of Ulaanbaatar city is explicitly stated as a significant part of the comprehensive urban development.

<Institutional/Organizational Aspect>

As for the institutional aspect, due to the rules and regulations’ development leveraged by the outputs of the project (see achievement of Indicator 3 for the Project Purpose), public participation to development activities, crack down on illegal projects by the government, and landowners’ rights protection have been legally strengthened. Because of this, especially in ger areas, positive effects have been observed including prevention of delay or suspension of projects through the public participation in developer’s selection process, intensification and speedup of detections of unauthorized development activities, rationalization of real-estate registration to protect landowners. As for the organizational aspect, along with the proposal made by the project, MCUD added “urban redevelopment” to the list of duty outline of the Urban Development and Land Affairs Policy Coordination and Implementation Department in 2019, thus urban development was identified as a duty-in-charge of the department. The Municipal Government also restructured its organization following the proposal made by the project (see achievement of Indicator 4 for the Project Purpose) and increased the number of staff in charge of urban development. However, the number of staff of the Urban Development and Land Affairs Policy Coordination and Implementation Department is 9 and the staff of Municipal Government in charge of urban development is 15, which are not sufficient for the volume of their works according to MCUD and the Municipal Government. Since staffing is done by the central government, it is hard to expect further increase of the staff.

<Technical Aspect>

After the completion of the project, the staff of MCUD and the Municipal Government involved in the project have drafted policies and plans for urban development including MP2040, the revision of Urban Development Law, HSP, and RDP applying the knowledge and experience gained in the project. On the other hand, technical training for the staff has not been sufficient due to financial constraints on human resource improvement. Hence, the Municipal Government finds it difficult to sustain the knowledge, experience, and skills for urban development. The “Manual on Urban Redevelopment Implementation” prepared by the project was distributed to the staff in charge of urban development and policy making of all of 21 prefectures through prefectural governor’s offices. It was also introduced and explained in the study meetings on policy making and planning held nationwide in 2020. The manuals and guidelines prepared by the project including the “Urban Redevelopment Implementation Manual” have been continuously utilized in daily work of policy making, annual action planning, and other works of urban development in MCUD and the Municipal Government.

<Financial Aspect>

Both of MCUD and the Municipal Government do not have sufficient budget for urban development thus the implementation rate of MP2020 was as low as 29.6%. MCUD has a difficulty to secure budget for large-scale development projects including ger areas redevelopment. To cope with the situation, MCUD takes measures such as the dispersion of development budget to some years and some areas to keep conducting urban development activities. The Municipal Government has been undertaking coordination efforts in the city council to resolute an adjustment of annual urban development budget. As an assistance from a development partner, at the time of ex-post evaluation, a grant aid project by the Chinese government for apartment houses’ constructions is ongoing.

<Environmental and Social Aspect>

To draft MP2040, various environmental surveys including environmental impact assessment surveys have been conducted referring to opinions and advice from specialized agencies, researchers and experts. The draft revision of Urban Development Law submitted to the parliament in 2020 included a clause which stipulated that prefectural governments and the Urban Development and Planning Department Bureau of the Municipal Government in collaboration with related governmental agencies monitor social and environmental impacts caused by urban development activities including the impacts on air, water, soil, dust, noise, vibration, electromagnetic wave, etc. and take actions if necessary.

<Evaluation Result>

In light of the above, some problems have been observed in terms of the institutional/organizational, technical, and financial aspects of the implementing agency. Therefore, the sustainability of the project effects is ②.

5 Summary of the Evaluation

The project mostly achieved the Project Purpose and partially achieved the Overall Goal. As for sustainability, while some problems are observed in terms of the institutional/organizational, technical, and financial aspects, some positive factors can be observed in the institutional/organizational improvement of MCUD and the Ulaanbaatar Municipal Government, production of draft laws applying the knowledge and experience gained in the project, and continuous assistance from development partners. As for efficiency, the project cost exceeded the plan. Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

- The implementation rate of MP2020 was 29.6% mainly due to financial constraints. Therefore, it is recommended that MCUD and the Municipal Government secure the budget for accelerating the implementation of MP2020. Measures to secure the budget could be working on the state government or the city council to increase urban development budget, introduction and promotion of public and private collaboration such as Public Private Partnership (PPP), requesting development partners for financial assistance, and others. It is

expected that MCUD and the Municipal Government take feasible and practical measures for them as soon as possible.

- The MP2020 Action Plan formulated by the project included budgetary plans and financial schemes for the implementation of the projects. However, the implementation rate of MP2020 has not been high due to financial constraints. It inferred that budgetary and financial plans made by the Action Plan have not functioned effectively, or the budgetary and financial plans have not been fully executed even if they were effective. Therefore, it is recommended that MCUD and the Municipal Government who are drafting MP2040, the updated version of MP2020, identify the issues of the budgetary and financial plans of MP2020 and their executions, and formulate realistic and implementable budgetary and financial plans in MP2040.

Lessons Learned for JICA:

- Implementation of the action plan prepared by the project has been delayed mainly due to financial constraints. Financing can be a critical factor in project implementations for most developing countries. Not a little portion of the action plan was devoted to financial plans for projects implementations. However, financing has not been secured because either the financial plans were not appropriate, or the executing agency did not have enough capacity to implement the financial plans even if they were appropriately planned. Hence, it is suggested that, adding to technical and social analysis and planning, feasibility analysis, strategy formulation, scheduling, and execution capability analysis of the implementing agency for financing would be indispensable to formulate a specific and implementable master plan and to implement it. By incorporating a specific financing strategy in a master plan based on those surveys and analysis and starts its initial activities with the initiative of implementing agency, it might increase the feasibility of implementation of the projects planned in the master plan. Though financing strategies vary from organization to organization, they could be, for example, aforementioned working on the finance ministry, public and private collaboration, requesting development partners for assistance, and others.



A ger area planned to be redeveloped



A result of a ger area redevelopment project