

**RETA 6422: Mainstreaming Environment for Poverty Reduction
Subproject Proposal**

A. Basic Data	
1. Subproject Title:	<i>Improving Grassland and Water Management with Participation of Local Community in Degraded Area</i>
2. Country Director: Division/Department:	Adrian Ruthenberg East Asia Department
3. Date Prepared:	Sep 2010
4. Implementing Organization:	ADB
5. Type of Activity:	Pilot intervention
6. Amount of Request:	\$40,000
7. Period this funding request will cover:	October 2010-September 2011
8. Region/Country:	Ulaanbaatar/Mongolia
B. Description of Implementing Organization, if not ADB	
Not applicable.	
C. Proposed Activity	
1. Background and Rationale:	
<p>In Mongolia during recent years, land degradation and desertification have caused serious environmental problems that are threatening the country's livestock productive capacity, environmental assets and even its nomadic culture. It is generally agreed that about 90% of Mongolia's grassland is sensitive and vulnerable to climate change and its management is inappropriate for actual ecosystem. Grassland ecosystems in Mongolia, particularly the Gobi desert ecosystems are fragile, highly susceptible to degradation and slow to recover, primarily due to the cold and dry climate. A recent Mongolian environmental report stated that 1% of desertification area is affected really severely, 3% severely, 21% moderately and 75% slightly by desertification. Grassland vegetation cover is continuously being degraded due to the effects of climate change, infrastructure development, settlements in soum (the lowest administrative unit) centers and water source points drowned in sands. Moreover, desertification and land degradation are getting worse in commonly owned grasslands due to overgrazing, inappropriate land use planning and lack of local community initiatives and participation.</p> <p>Traditional nomadic culture practiced by local people for centuries allowed customary regulations on grassland use. Conflicts on grassland rarely arose and no specific grassland management plan had been necessary for the local people. Herders started to migrate due to transition to a society with free market economy and frequent harsh winters. The future management is not able to rely on nomadic traditional culture, on the contrary, local community's active interventions are needed for proper use of water and grassland resources as well as for sustainable livelihoods of herders.</p> <p>Absence of legal background to regulate grassland management leads intensively to pasture degradation and unsustainable livelihood of herders which is highly dependent on pastoral livestock. Currently, there is no actual clear legislation is provided to implement grassland management in areas defined as a "common use resources". Although the land reform policy and law on Land were applied in Mongolia, the pasture plant reproduction is decreasing year by year. Many experts think that the main factor which influences grassland degradation is the tenure situation legislated in regulations on grassland. According to the law on Land, grasslands belong to the nation and it is a common property of all people of Mongolia. Herders compete for the use of as much grasslands as possible without considering pasture capacity. The state's capacity for effective monitoring and management of grassland is limited and no functioning land management plan is in effect in rural areas to enable proper use of grassland on graduated basis. Therefore, it is very important to clarify responsibilities of local community for the use of water and pasture land resources.</p> <p>The local authorities develop and approve the formal land management plan and in most cases it stays only on paper without implementation. Top down planning and lack of local people's participation cause the failure of implementation of formal land management plans. However, by applying a comprehensive participatory</p>	

grassland management plan, the proposed project will help local people use pastureland more efficiently.

2. Objectives:

The project aims to promote the community based participatory grassland management in degraded areas by formulating applicable methodologies suitable for Mongolian condition to improve response actions to mitigate effects of desertification and land degradation. In order to implement the primary objective, the following goals are being targeted:

- to improve the capacity of relevant government organizations, local land managers and herders on grassland management issues through appropriate trainings;
- to develop and implement a comprehensive Grassland Management Plan (GMP) by integrating the aspects of natural resources, livestock and market demand with participation of local community;
- to identify user groups of water and grassland resources and institutionalize their rights by local community to improve responsibility of the community.

The rural population particularly local herders with low income are identified as target groups for the project with purpose to improve herder's livelihood and capacity to protect the environment, to use natural resources efficiently and to take measures in response against land degradation and desertification.

Within the project frame, 3-5 herder cooperatives will be established and trainings will be conducted on how to formulate GMP including mapping, haying, grazing, fire, pest control and public participation issues. The content of the GMP will consist of pasture rotation, grazing and haying management, maintenance of wells, land tilling activities. During the implementation of GMP, herders and local authority will follow the grazing and haying strategies defined in the GMP. Around 50 herder families will benefit from the proposed project.

Nowadays, very often herders settle close to each other not looking at pasture capacity due to water availability. It causes land degradation in Gobi region as well. Therefore, one of the activities included in the GMP is to reconstruct 1-2 abandoned wells and install solar and wind ground water pumps which will replace manual pumps of existing wells. Herder cooperatives will be in charge of future maintenance of wells.

3. Impact and Outcome:

Impact:

Efficient use of water and grassland resources and improved income of local herders in rural area.

Outcome:

The project is expected to develop a new grassland management system at community level to support herders' livelihood and protect the environment by applying comprehensive Grassland Management Plan (GMP) in degraded areas of Gobi region in Mongolia.

4. Expected Outputs:

The following outputs are expected as results of the project implementation:

- Comprehensive Grassland Management Plans (GMP) for pasture and water use formulated in cooperation with local community;
- GMP approved by local authority and implemented with participation of herders involving all related stakeholders;
- User groups of water and grassland resources will be identified and institutionalized by local community;
- Meetings and trainings organized and GMP distributed to the communities.

5. Scope of Work/Description of Proposed Approaches:

Activity	Stakeholders roles and responsibility	Participation	Needs of vulnerable groups	Anticipated conflicts/Risk
1. Data collection and preliminary data analysis necessary for GMP (natural vegetation, soil, water, weather, and socio-economic conditions) (Oct 2010-Feb 2011)	Data will be collected analyzed by Eco Asia University (EAU) Local authority and government organizations will be responsible for exchanging available data with each other	EAU Local authority and herders will give comments by participating in interviews and questionnaires	Data will be collected by surveying herders and vulnerable groups using questionnaires, conducting interview and meetings	-
2. Conduct trainings for herders, local land and environmental officers (Oct 2010-Nov 2010)	EAU	EAU Herders and local authority	Herders can express their needs during trainings	-
3. Analyzing collected data and formulating GMP with participation of local community (Nov 2010-Jul 2011)	EAU Local community including its land management officers and herders will participate in map generation and plan formulation processes	EAU Local community will participate in meetings to discuss further updating of GMP Herder groups will be established for implementation of GMP	-	-
4. Approval of GMP by local authority (Jul 2011)	GMP will be approved by local authority	Herders and local authority	-	Some government organizations might not agree with implementation of the new GMP
5. Implementation of the GMP (May 2011-Sep 2011)	EAU Herders and local authority will be responsible for implementation and monitoring of GMP	Herders and local authority	Grassland will be allocated to herder groups and land use certificates will be distributed	Some of the installed pumping equipment might become ownerless and get lost Operation of user groups might not be sustainable due to inactive and effortless attitude of local herders

6. Work plan and Reporting

Activity	Monitoring requirements	Progress reporting
<p>1. Data collection and preliminary data analysis necessary for GMP (natural vegetation, soil, water, weather, and socio-economic conditions) (Oct 2010-Feb 2011)</p> <p>1.1 Selecting input questionnaires to collect necessary data 1.2 Establishing an institutional linkage among local authority and relevant government organizations responsible for statistical data 1.3 Discussion meetings on data collection (with herders, local authority and government organizations) 1.4 Consolidation of necessary data from different sources (numerical, administrative, topographical, etc.) 1.5 Collecting additional necessary data for GMP 1.6 Analyzing collected data and entering data in the database 1.7 Study of related legislations on land management issues 1.8 Identify training needs with participation of local authority and herders</p>	<ul style="list-style-type: none"> • Collected data • Consultation meetings 	<p>Semi-annual report on the implementation</p>
<p>2. Conduct trainings for herders, local land and environmental officers (Oct 2010-Nov 2010)</p> <p>2.1 Develop training materials 2.2 Conduct trainings on formulation of GMP (mapping, public participation, haying, grazing, fire, pest control, etc.) for local land and environmental officers and herders 2.3 Additional trainings for herders (dung briquette fuel, handicraft items made from animal products, collection of herbs, etc.)</p>	<ul style="list-style-type: none"> • Trainings 	<p>Semi-annual report on the implementation</p>
<p>3. Analyzing collected data and formulating GMP with participation of local community (Nov 2010-Jul 2011)</p> <p>3.1 Meetings to discuss and share information about formulation of GMP with relevant government organizations 3.2 Formulation of a draft GMP 3.3 Consultation meetings to receive comments on the draft GMP with local authority and herders 3.4 Consultation meetings with local authority and herders to define user rights and establish herder groups 3.5 Delineating grasslands with participation of herders and local authority 3.6 Establishing 3-5 herders groups in the piloting area 3.7 Defining user groups of water and land resources on delineated grasslands 3.8 Finalizing the GMP</p>	<ul style="list-style-type: none"> • Consultation meetings • GMP • User rights defined by local community 	<p>Semi-annual report on the implementation</p>
<p>4. Approval of GMP by local authority (Jul 2011)</p> <p>4.1 Receive an approval from the relevant government organization on the new GMP implementation 4.2 Approval of GMP by local authority</p>	<ul style="list-style-type: none"> • Approval of the PMP 	<p>Semi-annual report on the implementation</p>
<p>5. Implementation of the GMP (May 2011-Sep 2011)</p> <p>5.1 Institutionalize user rights on delineated grasslands by local community 5.2 Restore and reconstruct 1-2 abandoned wells 5.3 Installation of solar and wind ground water pumping systems which replace manual pumps of existing wells 5.4 Consultation meetings on the implementation of grazing and haying strategies 5.5 Develop recommendations and include in the official guidelines on formulation of GMP approved by the state administrative organization in charge of land issues 5.6 Preparation of final report</p>	<ul style="list-style-type: none"> • Solar and wind well pumps • Reconstructed wells • User rights institutionalized by local community • Completion report 	<p>Semi-annual report on the implementation</p>

7. Evaluation and Information Dissemination

Some other international organizations and NGOs conduct studies and implement projects on participatory pasture management and they use their own methodologies and approaches developed by them. These organizations are interested in exchanging experiences and knowledge with each other on grassland management which achieved positive results in Mongolia.

The result of the proposed project will be evaluated by local authority, herders and government organizations. Experiences learned from the proposed project will be shared and disseminated to other organizations working on grassland management as lessons learned.

8. Sustainability (in case of Pilot Intervention)

Officially, grassland management issues are regulated according to the land management plan developed by local land management officers. Unfortunately, local people and herders participate not sufficiently in the plan formulation processes. Therefore, in most cases, the land management plan is not implemented by local authority. Likewise, there is no appropriate understanding about grassland management practiced amongst herders.

In soums there are many stakeholders like local land managers, environmental inspectors, rangers and herders associated with soum land management policy, however, an effective coordination and cooperation between them is estimated very weak.

One of the objectives of the proposed project is to identify user groups of natural resources and define roles and responsibilities of these stakeholders for the use of water and pasture land resources. An agreement can be reached using a participatory approach between stakeholders and accordingly, the future coordination will be improved. The result of the proposed project will be the implementation of a new Grassland Management Plan which will be formulated with participation of local community. Local land management officers and herders will be trained within project activities. Therefore, the local community will be able to develop the GMP by themselves and implement it on a regular basis every year in the future. The proposed plan will replace the existing pasture management plan at soum level.

9. Scope of Replication/Use in ADB Operations and DMCs

The proposed project is in line with priority theme of the Mongolia 2009-2012 COBP in which ADB's approach on environmental sustainability is the incorporation of climate change concerns into existing and planned ADB projects. In particular, the proposed activities will contribute to the outcome of TAs on "Strengthening Carbon Financing for Regional Grassland Management in Northeast Asia" and "Economics of Climate Change and Low Carbon Growth Strategies in Northeast Asia".

Land degradation leads to increased carbon emissions and worsen climate change, while proposed activities will decrease loss of biomass and soil erosion through participatory grassland management in areas located in Gobi regions. Experiences and knowledge learned from the proposed project can be incorporated into the formal land and pasture management system and applied in other areas of Mongolia.

Last year the state administrative organization in charge of land issues has approved official guidelines on formulation of annual soum land management plans for local (soum) land officers and feedbacks have been received from local authorities to update the guidelines due to local peculiarities of different regions. Local land officers declared that the guidelines are not suitable for some regions. Therefore, there is a need to improve the guidelines in order to increase local people's participation in the plan formulation processes and enhance the quality land use plans. The proposed project will develop recommendations based on practical experiences working with local people on grassland management plan in Gobi degraded areas and recommendations will be used to improve the guidelines on formulation of annual soum land management plan. The state administrative organization in charge of land issues expressed their interest in updating the guidelines based on best practices of grassland management projects implemented by local and international organizations. The updated guidelines will be disseminated to all soum land offices and will be used for formulation of annual land management plan starting following years.

D. Cost Estimate and Disbursement Schedule

No	Item	Partner Contribution	Requested	Total	Disbursement Schedule
1	Activity 1: Data collection and preliminary data analysis necessary for GMP				Oct 2010-Feb 2011
1.1	EAU consultants	-	3,000	3,000	
1.2	Consultation meetings	-	1,000	1,000	
1.3	Data acquisition	5,000	3,000	8,000	
2	Activity 2: Conduct trainings for herders, local land and environmental officers				Oct 2010-Nov 2010
2.1	EAU consultants	-	3,000	3,000	
2.2	Trainings and consultation meetings	1,000	2,000	3,000	
3	Activity 3: Analyzing collected data and formulating GMP with participation of local community				Nov 2010-Jul 2011
3.1	EAU consultants	-	5,000	5,000	
3.2	Consultation meetings	-	3,000	3,000	
4	Activity 4: Approval of GMP by local authority				Jul 2011
4.1	EAU consultants	-	1,000	1,000	
4.2	Consultation meetings	-	1,000	1,000	
5	Activity 5: Implementation of the GMP				May 2011-Sep 2011
5.1	EAU consultants	-	4,000	4,000	
5.2	Consultation meetings	1,000	1,000	2,000	
5.3	Solar and wind ground water pumps	-	4,000	4,000	
5.4	Restore and reconstruct 1-2 abandoned wells	-	2,000	2,000	
Miscellaneous					
6	Counter part staff, office room and equipments	8,000	0	8,000	Oct 2010-Sep 2011
7	Miscellaneous administration and support costs	-	6,000	6,000	
8	Contingencies	-	1,000	1,000	
	Total Expenses	15,000	40,000	55,000	

E. Proposed Subproject Management System			
Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions/Risks
<p>Impact Efficient use of water and grassland resources and improved income of local herders in rural areas in Mongolia</p>	GMP approved and implemented	Project progress, semi-annual and completion reports	<p>Assumptions The government and local authorities are committed to accept the Grassland Management Plan</p>
<p>Outcomes Development of a new grassland management system at local level to support herders' livelihood and use natural resources efficiently</p>	GMP developed and implemented	Project progress, semi-annual and completion reports	<p>Assumptions Negotiations on approval of GMP are organized within the project timeframe</p>
<p>Outputs</p> <ol style="list-style-type: none"> 1. Data collection and preliminary data analysis necessary for GMP done 2. Conduct trainings for herders, local land and environmental officers conducted 3. Analyzing collected data and formulating GMP with participation of local community 4. Approval of GMP by local authority 5. Implementation of the GMP 	<p>Data necessary for GMP collected by February 2011 and semi-annual report prepared by March 2011</p> <p>Herders and local land, environmental management officers are trained by November 2010 and semi-annual report prepared by March 2011</p> <p>GMP formulated by July 2011 and semi-annual reports prepared by March 2011.</p> <p>GMP approved by July 2011 and semi-annual report prepared by March 2011</p> <p>GMP implemented by September 2011</p> <p>User groups' rights on grassland and water are identified and received land certificates by September 2011</p> <p>Project completion report prepared by September 2011</p>	<p>Semi-annual report on the implementation</p> <p>Semi-annual report on the implementation</p> <p>Semi-annual report on the implementation</p> <p>Semi-annual report on the implementation</p> <p>Project completion report</p>	<p>Risks Conflicts on grassland might arise between herders</p>

Activities with Milestones	Inputs (\$)
1. Data collection and preliminary data analysis necessary for GMP (natural vegetation, soil, water, weather, and socio-economic conditions) (Sep 2010-Feb 2011)	RETA 6422: Mainstreaming Environment for Poverty Reduction – 40,000
1.1 Selecting input questionnaires to collect necessary data	Consulting services: 16,000
1.2 Establishing an institutional linkage among local authority and relevant government organizations responsible for statistical data	Trainings, workshops and meetings: 8,000
1.3 Discussion meetings on data collection (with herders, local authority and government organizations)	Data acquisition: 3,000
1.4 Consolidation of necessary data from different sources (numerical, administrative, topographical, etc.)	Solar and wind well pumps: 4,000
1.5 Collecting additional necessary data for GMP	Reconstruction of abandoned wells: 2,000
1.6 Analyzing collected data and entering data in the database	Miscellaneous administration and support costs: 6,000
1.7 Study of related legislations on land management issues	Contingencies: 1,000
1.8 Identify training needs with participation of local authority and herders	
2. Conduct trainings for herders, local land and environmental officers (Oct 2010-Nov 2010)	Partner contribution: 15,000
2.1 Develop training materials	Counter part staff, office room and equipments: 8,000
2.2 Conduct trainings on formulation of GMP (mapping, public participation, haying, grazing, fire, pest control, etc.) for local land and environmental officers and herders	Trainings, workshops and meetings: 2,000
2.3 Additional trainings for herders (dung briquette fuel, handicraft items made from animal products, collection of herbs, etc.)	Data acquisition: 5,000
3. Analyzing the collected data and formulating GMP with participation of local community (Nov 2010-Jul 2011)	
3.1 Meetings to discuss and share information about formulation of GMP with relevant government organizations	
3.2 Formulation of a draft GMP	
3.3 Consultation meetings to receive comments on the draft GMP with local authority and herders	
3.4 Consultation meetings with local authority and herders to define user rights and establish herder groups	
3.5 Delineating grasslands with participation of herders and local authority	
3.6 Establishing 3-5 herders groups in the piloting area	
3.7 Defining user groups of water and land resources on delineated grasslands	
3.8 Finalizing the GMP	
4. Approval of GMP by local authority (Jul 2011)	
4.1 Receive an approval from the relevant government organization on the new GMP implementation	
4.2 Approval of GMP by local authority	
5. Implementation of the GMP (May 2011-Sep 2011)	
5.1 Institutionalize user rights on delineated grasslands by local community	
5.2 Restore and reconstruct 1-2 abandoned wells	
5.3 Installation of solar and wind ground water pumping systems which replace manual pumps of existing wells	
5.4 Consultation meetings on the implementation of grazing and haying strategies	
5.5 Develop recommendations and include in the official guidelines on formulation of GMP approved by the state administrative organization in charge of land issues	
5.6 Preparation of final report	