

Technical Assistance Report

Project Number: 51099-001 Knowledge and Support Technical Assistance (KSTA) December 2017

Mongolia: Implementing Innovative Approaches for Improved Water Governance (Financed by the Japan Fund for Poverty Reduction)

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 5 December 2017)

Cur	rency unit MNT1.00 \$1.00	 togrog (MNT) \$0.00041 MNT 2,440.50
		ABBREVIATIONS
ADB	_	Asian Development Bank
IWRM	_	integrated water resource management
JFPR	_	Japan Fund for Poverty Reduction
MET	_	Ministry of Environment and Tourism
RBA	_	river basin authority
RBC	_	river basin council
RBM	_	river basin management
RBO	_	river basin organization
TA	_	technical assistance

NOTE

In this report, "\$" refers to United States dollars.

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KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

1	Basic Data	LEDGE AND SUPPORT TECHN			mber: 51099-001
1.	Project Name	Implementing Innovative Approaches	Department		inder. 51099-001
		for Improved Water Governance	/Division		
	Nature of Activity	Capacity Development, Policy Advice	Executing Agency	Ministry of Environment and	d Tourism
	Modality	Regular			
	Country	Mongolia			
2.	Sector	Subsector(s)	1	ADB Finance	ing (\$ million)
				Total	0.00
3.	Strategic Agenda	Subcomponents	Climate Cha	ange Information	
	Inclusive economic growth (IEG) Environmentally sustainable growth (ESG)	Pillar 2: Access to economic opportunities, including jobs, made more inclusive Disaster risk management Natural resources conservation Urban environmental improvement		ange impact on the	Low
4.	Drivers of Change	Components		uity and Mainstreaming	
	Governance and capacity development (GCD) Knowledge solutions (KNS) Partnerships (PAR)	Institutional development Organizational development Knowledge sharing activities Pilot-testing innovation and learning Civil society organizations Implementation	No gender o	elements (NGE)	1
5.	Poverty and SDG Targ	eting	Location Im		
	Geographic Targeting Household Targeting SDG Targeting SDG Goals	No No Yes SDG6	Not Applica	ble	
6.	Risk Categorization	Low			
7.	Safeguard Categorizat	ion Safeguard Policy Statement does r	not apply		
8.	Financing				
	Modality and Sources	·		Amount (\$ million	n)
	ADB				0.00
	None				0.00
	Cofinancing				1.00
		erty Reduction (Full ADB Administration)			1.00
	Counterpart				0.00
	None				0.00
	Total				1.00
1					

I. INTRODUCTION

1. The knowledge and support technical assistance (TA) will strengthen water governance processes at the river basin level so that lessons learned can be scaled up and applied across Mongolia and other river basins in the region. The TA will support capacity building primarily through training, learning by doing, knowledge sharing, and pilot testing small-scale interventions. The TA will analyze lessons learned and prepare them as recommendations to support longer-term institutional and policy reforms. The TA is designed to bring significant changes to the approach to planning and managing water sector investments at the river basin level across Mongolia. It will improve the effectiveness and sustainability of water sector investments and infrastructure to provide socio-economic benefits.¹

2. The TA is consistent with the country partnership strategy, 2017–2020 of the Asian Development Bank (ADB) for Mongolia.² It will complement efforts of the Ministry of Environment and Tourism (MET) to implement its responsibilities in the water sector, underpinned by the Mongolia Sustainable Development Vision 2030.³ It builds on ADB's country water security assessment (CWSA), the MET's Integrated Water Management Plan for Mongolia, and the Ulaanbaatar 2020 Master Plan and Development Approaches for 2030.⁴ The TA converges with ADB's Water Operational Plan, which aims to enhance water governance and resilience to water-related disaster risks and the capacity for climate change adaptability of developing member countries.⁵ The TA is proposed in ADB's 2017 firm pipeline.⁶

II. ISSUES

3. Long-term sustainable and inclusive growth in Mongolia is heavily reliant on the management of its natural resources, but rapid socio-economic developments in the country put severe pressure on these resources. Hence, effective investments in the water sector are needed to support economic growth, health and well-being, livelihoods, environmental sustainability, and disaster resilience. Each of these presents significant challenges in planning and implementation. Moreover, Mongolia is already seeing impacts from climate change in terms of temperature and precipitation patterns, putting further pressure on degraded grasslands and poor livestock practices. Increased evaporation from higher temperatures and greater variability in precipitation may cause a decrease in river water levels, higher seasonal variations, and a decline in groundwater levels because of decreased recharge.

4. The Government of Mongolia has made significant progress in improving its legal and institutional framework for integrated water resource management (IWRM) and the environmental protection of river basins. In 2010, Mongolia was divided into 29 river basins. By introducing the concepts of river basin organizations (RBOs),⁷ which consists of river basin councils (RBCs) and river basin authorities (RBAs), paved the way for decentralization and community involvement in water governance. The Water Law of 2012 serves as an umbrella law for water management⁸ and

¹ The TA first appeared in the business opportunities section of ADB's website on 22 November 2017.

² ADB. 2017. Country Partnership Strategy: Mongolia, 2017–2020—Sustaining Inclusive Growth in a Period of Economic Difficulty. Manila.

³ Government of Mongolia. 2016. *Mongolia Sustainable Development Vision 2030*. Ulaanbaatar.

⁴ ADB. 2014. *Technical Assistance to Mongolia for Country Water Security Assessment*. Manila; Government of Mongolia. 2013. *Integrated Water Management Plan: Mongolia*. Ulaanbaatar; and Government of Mongolia. 2014. *Ulaanbaatar 2020 Master Plan and Development Approaches for 2030*. Ulaanbaatar (approved in 2013).

⁵ ADB. 2011. Water Operational Plan, 2011–2020. Manila.

⁶ ADB. 2017. Country Operations Business Plan: Mongolia, 2017–2019. Manila.

⁷ Each RBO consists of a government-appointed RBA and an RBC community representative.

⁸ Government of Mongolia, Ministry of Environment and Green Development. 2012. *Integrated Water Management National Assessment Report*. Ulaanbaatar.

provided an IWRM framework, under which RBAs were established.⁹ Given limited resources and lack of capacity, only 21 of the proposed 29 RBOs were established to support preparation of river basin management (RBM) plans and implement these through multi-stakeholder consultation.

5. Existing government policies emphasize that the mining sector is a key driver of national economic development. Extensive water-intensive mining activities have begun to induce regional economic development restructuring and influence demographics in Mongolia, increasing environmental and water security risks. Mongolia's future development rests heavily on how it manages its water resources, and moving toward energy and food security will require a considerable amount of its scarce water resources. Urbanization and population growth, disaster risk mismanagement, and development projects, may lead to unsustainable water use and conflicts among users. ADB's CWSA for Mongolia highlights that proper policies and planning, adaptation strategies, and mitigation measures for climate change need to be established at the river basin level, especially given the localized water stress situation in Mongolia. Managing Mongolia's rising energy and food security challenges and demands—particularly for river basins with significant mining, hydropower and agriculture activity—will make water management even more critical in supporting socio-economic development.

6. The government needs to overcome several institutional challenges to strengthen IWRM in Mongolia, including: (i) limited intergovernmental and local-level government (*aimag* and *soum*)¹⁰ coordination; (ii) insufficient mandate and capacity of the RBOs themselves to effectively address the challenges and work with central and provincial governments; (iii) lagging development of the parallel RBCs; (iv) lack of stakeholder coordination through RBCs; (v) insufficient data collection, monitoring, and management (dispersed and poorly managed); (vi) lack of resources, such as a competent cadre of technical staff and finances, for effective water management execution; and (vii) inefficient water management tools and little consideration for alternative models for more effective water management.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

7. To overcome the above challenges, solutions are needed in three areas: (i) reform of river basin institutional setting and policies; (ii) strengthening of river basin administrations; and (iii) river basin planning and implementation of on-ground actions. The TA is aligned with the following impact: climate change and water-related disasters in Mongolia improved. The TA will have the following outcome: water sector planning and management in select river basin strengthened. The TA will have three outputs.¹¹

B. Outputs, Methods, and Activities

8. **Output 1: River basin policy recommendations prepared.** The TA will implement the following components under this output: (i) support the development of summary sheets and a guidance manual for the updated water law (currently being updated) and its related regulations; (ii) assess and provide recommendations for clearer RBO mandates, incentives for RBAs to implement their plans, and actions for increased RBC empowerment; (ii) support the establishment of select

⁹ As of 2017, Government of Mongolia's Ministry of Environment under the Water Lawn has established RBAs for 23 out of the 29 river basins.

¹⁰ An *aimag* is an administrative division that is generally equivalent to a province, while a *soum* is an administrative subunit of an *aimag* that is generally equivalent to a district.

¹¹ The design and monitoring framework is in Appendix 1.

RBCs and the preparation of their by-laws; (iv) provide recommendations for establishing closer links with local governments (environmental agencies at *aimags*) to avoid duplication of efforts between local government and RBOs, and to coordinate efforts; and (v) study and assess different RBO models, including a more corporate hybrid model, and review the current RBO structure to propose potential consolidation of RBOs on the basis of administrative boundaries. Through this output, the TA will aim to assess the current water governance situation and provide recommendations for legislative and institutional reform and policy recommendations.

9. **Output 2: Capacity building program for river basin administration strengthened and delivered.** The TA will conduct the following activities under this output: (i) train RBA, RBC, line ministry, institute, and local government staff; (ii) develop a scoring system to assess the status of river basins, including by (a) simplifying the *Asian Water Development Outlook* approach and application; (b) developing a World Wildlife Fund (WWF) Basin Report Card for the Tuul River Basin;¹² and (c) conducting water accounting in the Tuul River Basin and training staff to use tools to monitor and make decisions on sustainable water management, climate change adaptability, and disaster risk management;¹³ and (iii) review and upgrade the existing state water database system for better centralized data collection and interaction between RBOs and the MET.

10. **Output 3: Actions and approaches for better river basin management implemented.** The TA will conduct the following activities under this output: (i) develop RBM plans;¹⁴ (ii) support the updating of the Orkhon and Tuul RBM plans;¹⁵ (iii) prioritize and implement key actions in the RBM plan; (iv) design and pilot test¹⁶ approaches for water security in select river basins for (a) improved water quality monitoring, (b) participatory irrigation management, (c) management of community water supply and sanitation scheme, (d) groundwater recharge technologies and monitoring,¹⁷ (e) flood risk management interventions, and (f) better implementation of water and pollution fees; (v) assess the success and potential scale-up and replication of the pilot tests; and (vi) develop a small program for further interventions and investments based on the successful pilot tests.

11. The TA outputs will support and strengthen the implementation of integrated river basin governance. In the context of climate change, enhanced river basin planning and management is key to sustaining livelihoods and economic growth. An integrated approach to better understand priority uses and responses to water-related disasters needs to be applied. There is scope for high-level technology application, particularly for water accounting in the Tuul River using remote sensing

¹² World Wildlife Fund (WWF) is developing, packaging, and sharing a process that helps stakeholders create sciencebased report cards in their own basins with the right buy-in on-the-ground and credibility globally. ADB, MET, and WWF have selected the Tuul river basin as a pilot area for its size and importance for the country, as agreed between partners. There is a possibility to extend the pilot to include up to two more river basins.

¹³ Water accounting is the process of communicating water resources-related information and the services generated from consumptive use in a geographical domain, such as a river basin, a country, or a land-use class to users such as policy-makers, water authorities, managers, etc.

¹⁴ Based on consultations and collaborations with RBOs, RBAs, RBCs, and local governments.

¹⁵ All plans should be for 5 years and will be revisited and updated every 5 years.

¹⁶ ADB. 2017. Compendium of Staff Instructions. Business Processes for Knowledge and Support Technical Assistance. Attachment 1 on Optional Provisions. Manila. In line with Attachment 1 on Optional Provisions of the Staff Instructions on Business Processes for Knowledge and Support Technical Assistance, (i) the pilot testing amount will not exceed 30% of the estimated ADB financing amount; (ii) activities will not result in any potential adverse environmental and/or social impacts and will be classified category C for the social and environment safeguards; (iii) goods, services, and works required for the pilot testing will be listed in a procurement plan to be prepared in the TA report; and (iv) arrangements for pilot testing sites, permits and clearances, and treatment of assets are agreed between ADB and the executing agency prior to TA approval.

¹⁷ An application of \$400,000 has been put in for SDCC's High-Level Technology fund for the groundwater recharge and monitoring pilot. If the application is approved, the funds will be piggy-backed on to this TA and the TA firm will also manage these funds which are specifically to be used to implement HLT for the ground water pilot activity.

and geographic information system to establish water allocations. Modern communication technology will improve the efficiency of the institutions involved.

12. Given its capacity building nature, the TA approach is appropriate for delivering targeted outputs under ADB's guidance and bringing expert knowledge from ADB. The TA modality allows ADB the degree of administrative and technical supervision needed for a national TA.

C. Cost and Financing

13. The TA is estimated to cost \$1,010,000, of which \$1,000,000 will be financed on a grant basis by the Japan Fund for Poverty Reduction (JFPR) and administered by ADB. The key expenditure items are listed in Appendix 2. The government will provide counterpart support in the form of RBO office space, salaries and travel costs of TA management unit and counterpart staff, and other in-kind contributions.¹⁸

D. Implementation Arrangements

14. TA duration will be 2.5 years with implementation period to begin in January 2018. ADB will administer the TA, and the MET will be the executing agency. MET will establish a TA management unit in the MET's Green Development Policy and Planning Department; the TA management unit will work closely with the river basin division.¹⁹ MET will establish a TA steering committee at MET with the MET vice minister or secretary as chair, and representation from cross-sector ministries, including the Ministry of Food, Agriculture and Light Industry; the Ulaanbaatar city government; and the Tuul RBA. The implementation arrangements are summarized in the table.

	mpionionitation	Anangomonto		
Aspects	Arrangements			
Indicative implementation period	January 2018–June 2020			
Executing agency	Ministry of Environme	Ministry of Environment and Tourism		
Implementing agency	Green Development Policy and Planning Department			
Consultants	To be selected and engaged by ADB			
	Firm: QCBS, SSS	Consulting firm	\$800,000, \$80,000	
	Individual: ICS	International, 3 person-	\$75,000	
		months		
Disbursement	The TA resources w	ill be disbursed following	ADB's Technical Assistance	
	Disbursement Handbook (2010, as amended from time to time).			

Implementation Arrangements

ADB = Asian Development Bank, ICS = individual consultant selection, QCBS = quality- and cost-based selection, SSS = single-source selection.

Source: Asian Development Bank estimates.

15. **Consulting services.** ADB will engage a firm or an entity for overall TA implementation, and will engage an international water resources specialist, who will also serve as the team leader, and an international institutional water management and capacity development specialist under the firm for TA implementation. The firm will propose other specialists and the overall composition of the consulting team. ADB will engage the firm or entity following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions using quality- and cost-based selection with quality-cost ratio of 90:10 and simplified technical proposal.²⁰ This is the most appropriate method considering the complex nature of the TA and the technical expertise required to pilot test the approaches.

¹⁸ Office space in Ulaanbaatar will not be covered under counterpart funds given the current fiscal situation in Mongolia.

¹⁹ With support from the Climate Change and International Cooperation Department of MET.

²⁰ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3). To reduce administrative burden and improve economy, efficiency, and value for money, ADB will engage all consulting services on output-based (lump-sum) contracts.

16. ADB will engage specialists through WWF Mongolia for the application of the WWF Basin Report Card tool using single-source selection. Individual consultant selection will be used as this is a specialized tool designed by WWF and only WWF can implement it.

17. ADB will engage specialists through the IHE Delft Institute for Water Education, under an existing TA, for the application of water accounting tools and training of national and local government officials using single-source selection.²¹ The water accounting tool and approach can only be carried out by IHE Delft Institute for Water Education.

18. The TA will follow standard monitoring and supervision procedures for ADB administered TA. The TA team will disseminate best practices and lessons through technical workshops and technical reports, knowledge products, and other publications posted on the websites of the MET and ADB.

19. **Pilot testing of project approach.** Under the TA, the consulting team will test small localized pilot project initiatives for designing and demonstrating the application and use of water security approaches and ideas. The project will design, implement, and assess these for future scale up and replication. The potential pilot sites will be based on the results of the country water security assessment and will likely include the Kharaa-Eruu, Orkhon-Chuluut, Tuul, and Uvs river basins given competing water uses and complex water governance issues. The consulting team will develop additional criteria for pilot site selection during the inception phase of TA implementation,²² and assess the adequacy and viability of technical solutions and compatibility with local conditions for the pilot approaches during TA implementation. The activities in para. 10 will not result in any potential adverse environmental and/or social impacts and follow Attachment 1 on Optional Provisions of the Staff Instructions on Business Processes for Knowledge and Support Technical Assistance (footnote 16).

20. **ADB's procurement.** Procurement will follow the ADB Procurement Policy (2017, as amended from time to time) and Procurement Regulations for ADB Borrowers (2017, as amended from time to time).

21. **Cofinancier requirements.** The TA will be financed by JFPR and will comply with JFPR's Guidance Note on Visibility of Japan.²³ There are no additional monitoring and reporting requirements specific to JFPR.

IV. THE PRESIDENT'S DECISION

22. The President, acting under the authority delegated by the Board, has approved Asian Development Bank administering technical assistance not exceeding the equivalent of \$1,000,000 to the Government of Mongolia to be financed on a grant basis by the Japan Fund for Poverty Reduction for Implementing Innovative Approaches for Improved Water Governance, and hereby reports this action to the Board.

²¹ ADB. 2008. Technical Assistance for Knowledge and Innovation Support for ADB's Water Financing Program. Manila. Information about the IHE Delft Institute for Water Education is available from <u>https://www.un-ihe.org/about-ihe-delft</u> and the design and monitoring framework in Appendix 1.

²² Details on pilots and compliance with the staff instructions will be ensured.

²³ ADB. 2015. Japan Fund for Poverty Reduction: Guidance Note on Visibility of Japan. Manila. https://lnadbg1.adb.org/oco0006p.nsf/0/eee594e105eac26a482576c7002240ab/\$FILE/Appendix 1_Grant_2015 GUIDANCE NOTE ON VISIBILITY OF JAPAN.pdf.

DESIGN AND MONITORING FRAMEWORK

Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting Mechanisms	Risks
Outcome Water sector planning and management in select river basin strengthened	By 2020: a. At least three recommendations on improved water governance taken up by the MET (2017 baseline: 0) b. Annual budgeting exercise includes budgets for RBOs (2017 baseline 2017: 0)	a. Quarterly progress and implementation reports produced by the PMU a–b. RBO, <i>aimag</i> , and <i>soum</i> statistics; and MET budget	Changes in local or national political leadership disrupt implementation of sustainable water governance actions. Commitment from various levels of administration to coordinate efforts on water governance is
Outputs 1. River basin policy recommendations prepared	By 2019: 1a. Three policy and regulatory recommendations endorsed by the MET (2017 baseline: 0) 1b. At least 35% of water fees reinvested in river basins (2017 baseline: 30%)	notes 1a–b. Quarterly progress and implementation reports produced by the PMU; and ADB review mission reports	lacking.Change in government brings new priorities.RBOs are reformed and reduced in number.The water fee legislation is changed.
2. Capacity building program for river basin administration strengthened and delivered	 2a. At least two new approaches for quantifying river basin status are taken up and being used by MET (2017 baseline: 0) 2b. At least 50 staff across MET, RBAs, and relevant agencies trained in new approaches (2017 baseline: 0) 	2a–b. Quarterly progress and implementation reports produced by the PMU; and ADB review mission reports	Turnover of trained MET staff and river basin officials impedes capacity building.
3. Actions and approaches for better RBM implemented	 3a. All river basin plans prepared under the TA endorsed by the MET (2017 baseline: 21) 3b. At least three river basin pilot tests completed and assessed for replicability and scalability (2017 baseline: 0) 	3a–c. Final project completion report; and Final review symposium report	Approaches introduced by the TA become a one-off exercise. Government loses interes in pilot tests, curtailing scale-up potential.

Res	ults Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting Mechanisms	Risks
		projects in river basins prepared		
Kov	Activities with	and discussed with the MET		
1.		icy recommendations prepared		
1.1.	Prepare summa regulations by C	ary sheet and two-pager guidance 1 2018	manual for updated	I water law and its related
1.2.	implement plans remaining RBCs with <i>aimag</i> and	mmendations for clearer RBO mand s; (ii) actions for RBC empowermen s and preparing by laws and responsi <i>soum</i> governments to avoid duplic pordinate efforts by Q2 2018	t, including supportin bilities; and (iii) recor	ng the establishment of the mmendations for closer links
1.3.	Study and proportion of the st	ose different models of RBO improve / Q4 2018	ments or alternates,	including a more corporate
1.4.		ent RBO structure and consider and n boundaries by Q1 2019	present options for c	onsolidation of RBOs based
2.	Capacity buildi	ng program for river basin adminis	stration strengthen	ed and delivered
2.1	Prepare and del	iver a water governance training and	capacity building pro	ogram by Q4 2018
2.2		ng system to assess the status of the nent Outlook approach, (ii) developing		

- Tuul River Basin, and (iii) conducting water accounting in select river basins by Q4 2018
- 2.3 Review and update the existing database system for better interaction between RBOs and the MET by Q4 2018
- 3 Actions and approaches for better RBM implemented
- 3.1 Develop seven RBM plans, support the updating of the Orkhon and Tuul RBM plans, and discuss and agree these plans with the MET by Q2 2019
- 3.2 Conduct consultations with the MET and RBOs to prioritize RBM plan actions and implement key actions under the TA by Q3 2019
- 3.3 Propose and assess the viability of pilot interventions for at least three to five river basins by Q1 2019
- 3.4 Carry out pilot tests with the MET and RBOs by Q4 2019
- 3.5 Assess the success and potential for scale-up and replication of the pilot tests, and identify river basins for scale up by Q1 2020
- 3.6 Recommend a small program for further interventions and investments based on the implementation and assessments of the pilot tests by Q1 2020

TA Management Activities

Recruit consultants for PMU by month 1.

Monitor and evaluate TA impact, outcome, and outputs and submit quarterly progress reports until year 2020. Prepare inception (Q2 Year 2018), midterm (Q2 Year 2019), and final (Q1 Year 2020) reports.

Inputs

Japan Fund for Poverty Reduction: \$1 million

Note: The government will provide counterpart support in the form of office space in Ulaanbaatar and at the RBO offices, salaries and travel costs of TA management unit and counterpart staff, and other in-kind contributions.

Assumptions for Partner Financing

Not Applicable

ADB = Asian Development Bank, *aimag* = province, MET = Ministry of Environment and Tourism, PMU = project management unit, Q = quarter, RBC = river basin council, RBM = river basin management, RBO = river basin organization, *soum* = district, TA = technical assistance.

^a Government of Mongolia. 2016. *Mongolia Sustainable Development Vision 2030*. Ulaanbaatar. Source: Asian Development Bank.

COST ESTIMATES AND FINANCING PLAN

(\$'000)

ltem		Amount		
Japan Fund for Poverty Reduction ^a				
1.	Consultants			
	a. Remuneration and per diem	510.0		
	b. Out-of-pocket expenditures ^b			
	i. International and local travel	80.0		
	ii. Reports and communications ^c	60.0		
	iii. Others	50.0		
2.	Printed external publications ^d	3.0		
3.	Surveys	7.0		
4.	Training, seminars, workshops, forum, and conferences ^c	60.0		
5.	Pilot testing ^e	170.0		
6.	Contingencies	60.0		
	Total	1,000.0		

Note: The technical assistance (TA) is estimated to cost \$1,010,000, of which contributions from the Japan Fund for Poverty Reduction are presented in the table above. The government will provide counterpart support in the form of office space in Ulaanbaatar and for the river basin organizations, salaries and travel costs of counterpart staff, other administrative assistance, and other in-kind contributions. The value of government contribution is estimated to account for 1% of the total TA cost.

^a Administered by the Asian Development Bank.

^b The firm will contract and implement all cost items

^c Includes translation and interpretation costs.

^d Includes translation costs.

^e The TA team will turn over the purchased equipment to the executing agency upon completion of TA activities. Source: Asian Development Bank estimates.

LIST OF LINKED DOCUMENTS http://www.adb.org/Documents/LinkedDocs/?id=51099-001-TAReport

1. Terms of Reference for Consultants