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“Green Gold” pasture ecosystem management programme

06.02.2010

Pastoralist Land Tenure at a Policy Crossroads

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Overview

- Introduction
- Green Gold project examples
- Current legal framework and weakness
- Concepts on improving pastureland legal regulations



Introduction

- ❑ 72% of total land or 112 million hectare land are pastureland
- ❑ Herder families – 172 thousand
- ❑ Herders – 366.2 thousand, 35% of the economic active population
- ❑ Total number of livestock - 43.3 million head
- ❑ Agricultural sector - about 20 % of GDP, 80% out of it from livestock sector
- ❑ Basis of Mongolian traditional nomadic culture and civilization



Community Development Processes in Mongolia

*** Before 1960**

Common access pasture, private animal:

*** 1960-1990**

Both pasture and animal – state property

*** 1990 up to now**

Common access pasture and private animal

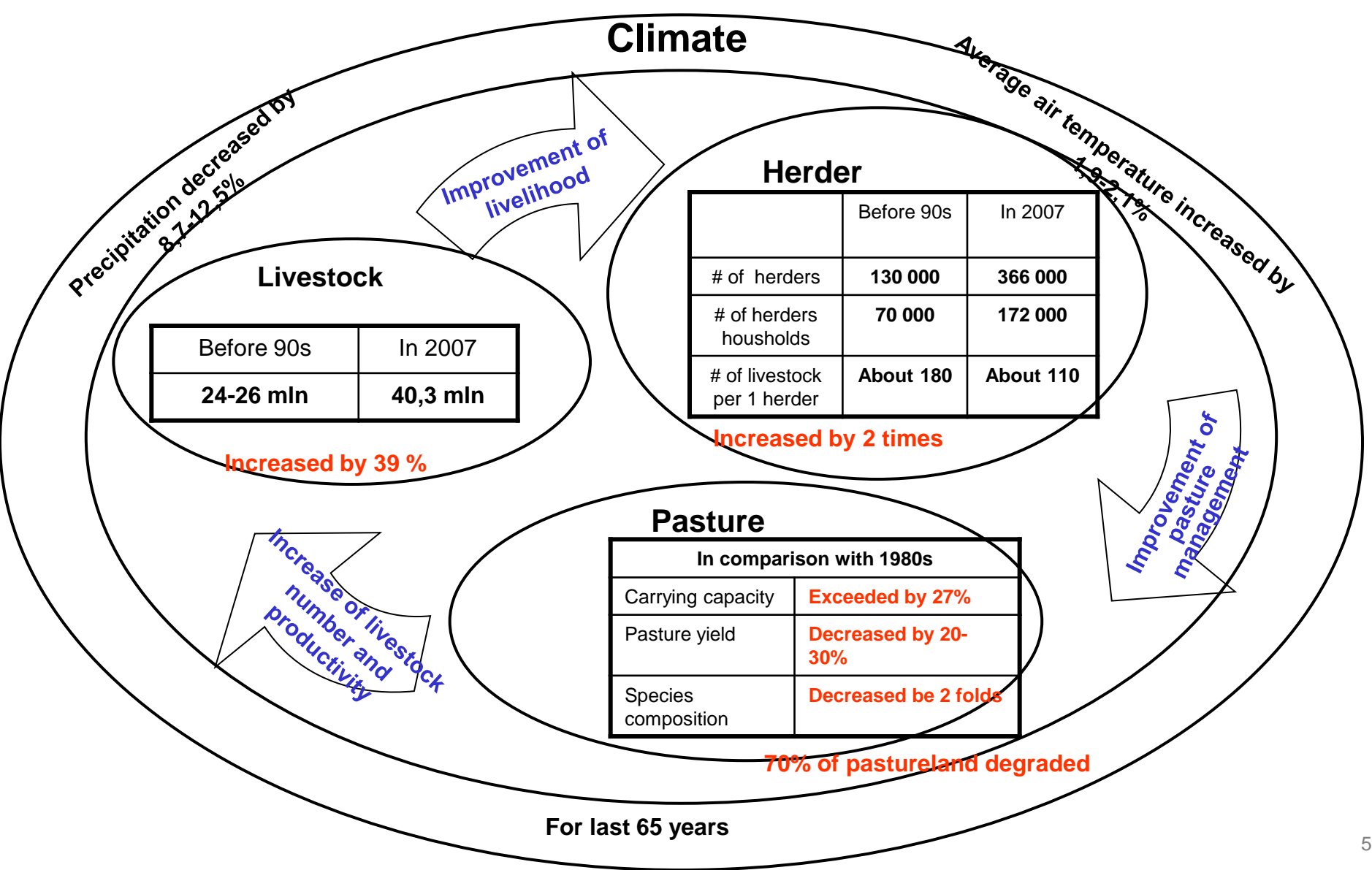
Khot ail, neg gol, neg nutag, neg usniihan
(traditional)

Suuri, heseg, bag, negdel
(state owned and strictly regulated by top)

Khot ail -
Initiatives to support herders' communities,
PUG



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Primary Institutions of Pastureland Use – Pasture User Groups

- Define PUG boundary
- Group formation or building social capital
- Self sustaining –group fund
- Restoring or rehabilitating pasture land - building natural capital
- Built capital, irrigation system



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Pasture User Groups



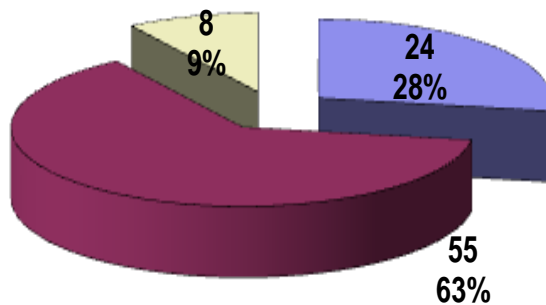


The criteria to define the boundaries of Pasture Use Units

- ✚ Possibility of flexible seasonal movement
- ✚ Maintain ecological balance
- ✚ Natural features of a particular area
- ✚ Possibility of joint use, tradition
- ✚ Possibility of mutual agreements

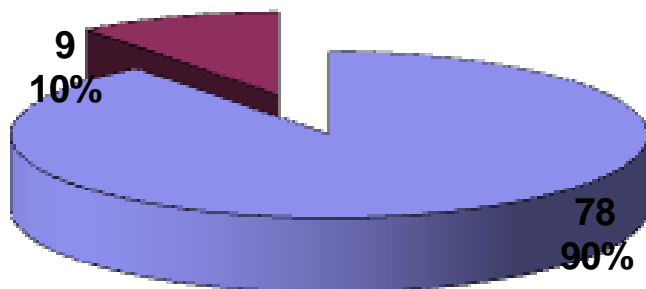
Current practices

Defining of PUG boundaries by using seasonal pastures



- By four seasons pasture
- By winter and spring pastures
- By summer and autumn pastures

PUG boundaries defined by administrative unit



- Within bag administration
- Between bag administration



Pasture User Groups' information

	Statements	High Mountain (Telmen)	High Mountain (Tsengel)	Forest steppe (Ikhtamir)	Steppe (Under shireet)	Desert Steppe (Ulziit)	Average of 5 soums
1	Total number of herding households of PUGs	421	1350	937	304	398	682
2	PUG with highest number of households	46	90	105	53	41	67
3	PUG with average number of households	32	48	67	34	25	41
4	PUG with lowest number of households	15	20	34	20	16	21



Pasture area of a PUG of Green Gold Project, ha

	Ecological zones (Soums)	High mountain (Telmen)	High mountain (Tsengel)	Forest steppe (Ikh tamir)	Steppe (Ondor Shireet)	Desert steppe (Olziit)	Total for 5 soums
1	For all PUGs (thous.ha)	337063	600250	331758	243220	1368864	2881155
2	The largest area (thous.ha)	75258	92300	68981	49800	212854	212854
3	Average (thous.ha)	24076	20008	23697	27024	85554	36072
4	The smallest area (thous.ha)	7192	3600	8447	8000	30315	9881
5	Average pasture area per herder household (thous.ha)	921	241	548	755	3644	1222



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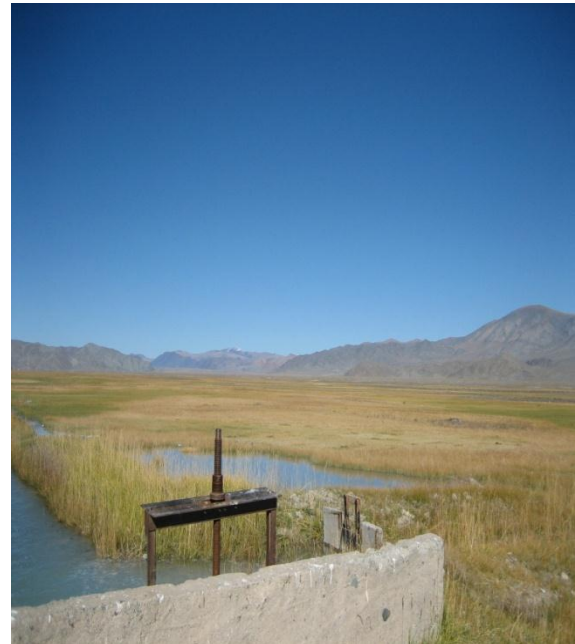
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Examples of building social and natural capital



Total 52.3km² pasture land irrigated. Out of it:

48.0km² – in Khar Tatar
2.50km² - in Jiren
1.80km² - in Shar Gobi



Yield of a km²
increased 30 to 430 kg



Estimated cost of total
yield is 309.6 million
MNT or 212 thousand
USD.

(1kg hay equals 180 MNT)¹¹



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Examples of building social and natural capital

Otor/long distance grazing is one of the important strategies of herding in Mongolia.

Saved 4328 tones of pasture yield of winter and spring pastures for sheep and goat

Temporarily employment for 83 young herders

In order to support and apply it in large scale special *otor* areas must be designated and agreed on by neighboring soums.



Photo taken by Chantsallkham



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In total, 84 PUGs have been established and are operational. Based on the experience, implementation, success and failure of these PUGs, we developed new concepts on pastureland legislation (*D.Dorligsuren and M.Suvd, 2009*).



Current legal framework

• **Use rights:**

Summer and autumn pastures → collectively.
Winter and spring pastures → agreements and terms.

• **Possession right:**

→ Land under winter and spring camps through their Khot ail communities.

Weaknesses

- Have not been implemented.
- Some provisions of this legislation contradict each other.
- Not adapted to a system of Community-based Pasture Management (CBPM).
- There is no definite boundaries of pasture use units.
- The status, rights and obligations of PUGs are unclear.

It creates conditions for chaotic and competitive use of pasture resources.



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RECOMMENDATIONS FOR IMPROVING PASTURELAND LEGAL REGULATIONS

In Mongolian conditions, pastureland may be allocated to PUGs for **possession** and **use**.



Differences between possession and use rights

Rights	Access	Withdrawal	Management	Exclusion	Alienation
User	+	+	+	-	-
Possession	+	+	+	+	-

Subjects	Individuals, entity						Collectives (Pasture User Group)						
	Ac	W	M	E	Co	R	Ac	W	M	E	Co	R	
Rights to pasture													
Possession													
Use													

Ac – access; **W** – Withdrawal; **M** – Management; **E** - Exclusion;
Col- Collateral; R-Rent



Main contents in new concepts/ (Draft law on Pastureland)

Functions
and
principles of
state policy
on pasture
land

Pasture
classification
and define of
boundary of
pasture land

The authority
of state and
herders' self-
governing
organizations
regarding
pasture land
relations

Pasture
possession
and use
rights

Settlement of
Pasture
related
disputes

Sanctions
for violation
of Law



Five Classes of Pastureland

In order to ensure social and economic requirements and sustainable development, pastureland must be classified into five categories by its purpose of use.

1. Pasture land in
otor reserve areas

2. Transit corridor
pasture land

3. Pasture land of
the cities, villages
and other urban
settlements

4. Pasture land for
intensified livestock
husbandry

5. Pasture land for
extensive pastoral
livestock husbandry

- ▶ winter
- ▶ Spring
- ▶ Summer
- ▶ Autumn



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Formalizing classification of pastureland

Temporary
Working group

Citizen's
Representative
Khural of soum must
discuss and approve



Defining boundaries of unit area of pastureland

In defining boundary of area for pastoral livestock husbandry by dividing it into unit area after determining general classification of pastureland it is important to consider and follow principles:

Tradition of keeping pastoral livestock husbandry

Possibility and condition for managing mobility

Adapt to specificity of ecological zones.



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Community organization for pasture management





Herders' self governing organizations

PUG- Permanent,
Seasonal (without
legal status)

Soum PUG (legal
body)

Aimag PUG (legal
body)



Tickets for using winter-spring pastures

A document confirming the right to access and use winter-spring pastures

- Fulfilled pasture management plan, followed internal bylaws and rules of PUG

- Kept optimal capacity of winter and spring pastures

- Paid pasture use fees in time

These tickets serve as a conformation of rights to use winter and spring pastures and bear a responsibility of PUG for appropriate use and protection of pastureland.



Managing Possession and Use Rights

- Pasture lands for extensive pastoral livestock husbandry are to be possessed and used by PUGs.
- PUGs are to submit proposals on possession and use of pastureland to Citizens Representative Khural of Soum or District and by making contract with Governor, then they will have legal right for possessing and using pastureland.



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Conclusion

We are proposing our concept which was drawn up relying on the theory of community-based natural resource management (CBNRM).

Thank you for your attention



Photo taken by Amarjargal.D