

## Joint Programme Document MONGOLIA

### A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number:** *(leave blank / auto populated in Atlas)*
- 3. Joint programme title:** Extending Social Protection to Herders with Enhanced Shock Responsiveness
- 4. Short title:** *SP-Herders, Mongolia*
- 5. Country and region:** Mongolia, the Asia and Pacific Region
- 6. Resident Coordinator:** Mr. Tapan Mishra, Resident Coordinator, [tapan.mishra@one.un.org](mailto:tapan.mishra@one.un.org) & [tapan.mishra@un.org](mailto:tapan.mishra@un.org)
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### 9. Short description:

Guided by the findings and recommendations of the UN-ADB MAPS (Mainstreaming, Acceleration and Policy Support) Mission in 2018, which called attention to the high risks herders and rural children faced in being left behind, the UN Joint Programme (UNJP) seeks to support national authorities and provincial governments, in closing the social protection gaps for this population, with a particular concern on its role in reducing their vulnerabilities to poverty and extreme climate change. The ILO, FAO, UNFPA and UNICEF in Mongolia, under the leadership of the UN Resident Coordinator of Mongolia, will work closely with the Ministry of Labour and Social Protection, Ministry of Food, Agriculture and Light Industry, National Emergency Management Agency, National Agency for Meteorology and Environmental Monitoring, Agency for Family, Child and Youth Development, General Authority for Social Insurance, and the National Committee on Gender Equality, employers' and workers' organizations and other stakeholders. The programme results will primarily contribute in achievement of SDG 1.3, 1.5 and 13.1 which will have further impacts on other SDG Targets such as 1.5, 4.4, 5.c, 8.3, 13.1, and 17.17.

Founded in a rights-based approach, the UNJP combines the investment in system development, aiming to contribute to the implementation of a universal social protection system as a powerful tool to eradicate poverty; with a practical intervention directly focused in herding men, women and their family members to protect them from falling in poverty and coming down into a poverty trap.

With these objectives in mind, three main areas of intervention were agreed with the Government: (i) extension of coverage of herders by identifying innovative and unconventional solutions to enroll herders in social protection schemes; (ii) introducing a shock responsive element into the social protection system to ensure herder families and children are increasingly protected from climate related shocks, and, (iii) designing and/or mobilizing the budget structure to ensure funding availability and financial sustainability to cater for the modalities proposed. The latter will also indirectly support the Government's effort to make public financing system SDG oriented and possibility of investing in the long-term strategic priorities.

By the end of the UNJP, it is expected that the social insurance coverage rate for herders, which stands at 15 per cent at the end of 2018, will be increased to 20 per cent, while the health insurance coverage herders will be raised to up to 50 per cent from currently less than 40 per cent. In addition, herder households' resilience to shocks will be increased through strengthened institutional capacity to mainstream shock-responsiveness into the national social protection system.

#### 10. Keywords:

Mongolia social protection, herders, shock responsiveness, old age pension, health insurance, cash transfer, livestock-based livelihoods of herders, social entrepreneurship.

#### 11. Overview of budget

<b>Joint SDG Fund contribution</b>	USD 1,990,000
Co-funding 1 ( <i>ILO</i> )	USD 150,000
Co-funding 2 ( <i>UNFPA</i> )	USD 100,000
Co-funding 3 ( <i>FAO</i> )	USD 15,000
Co-funding 4 ( <i>UNICEF</i> )	USD 110,000
<b>TOTAL</b>	<b>USD 2,365,000</b>

#### 12. Timeframe:

Start date	End date	Duration (in months)
<b>February 1, 2020</b>	<b>June 30, 2022</b>	<b>29 months</b>

#### 13. Gender Marker: 2 points in average

#### 14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities		X
Older persons		X
Rural workers	X	
Other groups: HERDERS	X	

#### 15. Human Rights Mechanisms related to the Joint Programme

The UNJP is responsive to the recommendations of the supervisory bodies of the key human rights mechanisms as per follows: **UPR Recommendation 2015<sup>1</sup>**; **CESCR Recommendation 2015<sup>2</sup>**; **CRC Recommendation 2017<sup>3</sup>**; **CEDAW recommendation 2016<sup>4</sup>**; and, **CRPD recommendation 2015<sup>5</sup>**

#### 16. PUNO and Partners:

<sup>1</sup> <https://www.ohchr.org/EN/HRBodies/UPR/Pages/MNindex.aspx>

<sup>2</sup> <https://bit.ly/2IZXEWB>

<sup>3</sup> <https://bit.ly/2kXHqNy>

<sup>4</sup> <https://bit.ly/2m2AXB8>

<sup>5</sup> <https://bit.ly/2ky1yFS>

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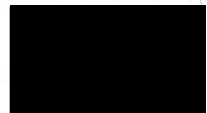
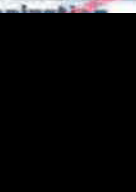
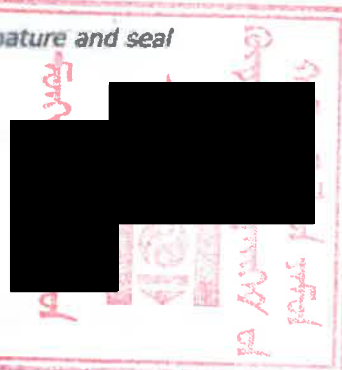

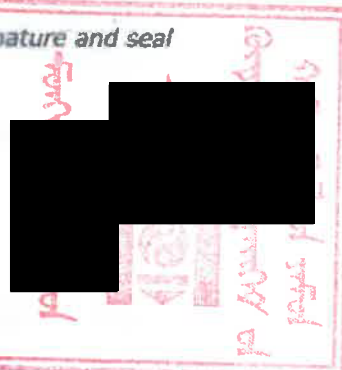

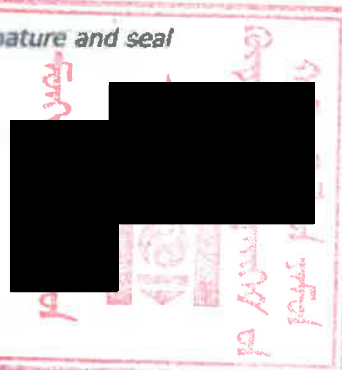

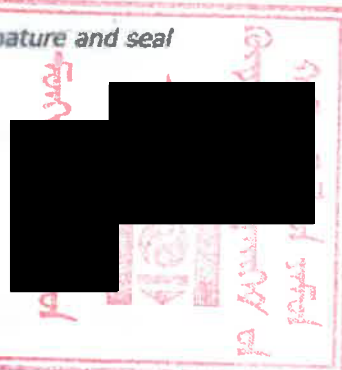
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- Private sector:
  - o Cooperatives in selected aimag;
  - o Herders' groups in selected aimag;
- IFIs:
  - o World Bank
  - o Asian Development Bank (*climate resilience livestock*)
  - o Swiss Development Cooperation (*Mongolia's agricultural development, ensuring food security and better livelihoods for the most vulnerable population*)
- Other partners:
  - o EU/SECIM Project;
  - o Technical Assistance Project under EU Budget Support (under formulation);
  - o IFIs
  - o Red Cross;
  - o Mercy Corps Mongolia
  - o Save the Children

**SIGNATURE PAGE**

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<b>Participating UN Organization</b> UN Food and Agriculture Organization Mr. Vinod Ahuja October 11, 2021 Signature and seal		
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## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcome

Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

The three UNJP outcomes as listed below enhance the achievement of the Strategic Priority Area 2 of the Mongolia UNDAF (2017-2021) which will serve as the overarching objective of the joint programme: *"By 2021 the poor and marginalized population benefit from better social protection including increased utilization of quality and equitable basic social services"*.

**UNJP Outcome 1:** More herding men and women access social and health insurance effectively.

**UNJP Outcome 2:** Institutional capacity strengthened to mainstream shock-responsiveness into the national social protection system.

**UNJP Outcome 3.** Social protection financing strategy formulated for sustainable and adequate benefits for herding men, women, boys and girls, those in other groups, guided by evidence and stakeholders' dialogue;

#### 3.2 Outputs

**Output 1.1:** Innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of social insurance schemes, both men and women.

**Output 1.2** Improved income generating and entrepreneurship promotion activities/programmes accessible to herding men and women

**Output 2.1** Shock responsive social protection measures focusing on boys and girls in herder families piloted and documented.

**Output 2.2** The resilience of livestock-based livelihoods to climate-related risks and shocks enhanced at national, local and herder community

**Output 3.1** Financing strategy options for sustainable and adequate benefits guided by evidence and stakeholders' dialogue

### 4. SDG Targets directly addressed by the Joint Programme

#### 4.1 List of targets

**SDG Target 1.3** Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

**Indicator 1.3.1:** Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable



Baseline, 2018: According to GASInsurance, 40,906 (22,856 are women) and 114,610 (55,420 are women)<sup>6</sup> herders are covered by social insurance and health insurance respectively, which accounts for only 15 per cent and 40 per cent, respectively, of total of 288,7 thousand herders<sup>7</sup>. Less than 40 per cent of herders are covered by health insurance.

Progress & 2022: Social and health insurance coverage is increased from 15 to 20 per cent and from 40 to 50 per cent, respectively.

**SDG Target 1.5** By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters;

**SDG Target 13.1** strengthen resilience and adaptive capacity to climate related hazards and natural disasters in all countries

(SDG Targets 1.5 and 13.1 have same indicators.)

**Indicator 1.5.4 or 13.1.3**: Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies

Baseline, 2019: 176 soums<sup>8</sup> out of 331 soums have disaster risk reduction plan.

Progress & 2022: Additional 3 soums will have participatory community based disaster risk reduction plan, by December 31, 2020, and the plan is fully functional by June 30, 2022.

#### 4.2 Expected SDG impact

By the end of the UN Joint Programme (UNJP), it is expected that the social insurance coverage rate for herders, which stands at 15 per cent at the end of 2018, will be increased to 20 per cent, while the health insurance coverage herders will be raised to up to 50 per cent from currently less than 40 per cent. In addition, herder households' resilience to shocks will be increased through strengthened institutional capacity to mainstream shock-responsiveness into the national social protection system. Mongolia will see an overall improvement of its social protection system as a whole, as a result of improved budget structure and implementation of a sound social protection financing strategy.

#### 5. Relevant objective/s from the national SDG framework

The Mongolia Sustainable Development Vision 2030<sup>9</sup>, approved on February 4, 2016, comprises 20 national SDG indicators, principles of sustainable economic and social development, and phase-specific objectives for 2016-2020, 2021-2025 and 2026-2030. The UNJP directly contributes to achieving the following:

##### **Indicator for Mongolia Sustainable Development Vision 2030:**

Share of the population with social insurance coverage in the total economically active population (Baseline at 84.4% in 2014 and target of 99% in 2030)

##### **Objectives of Mongolia Sustainable Development Vision 2030:**

- Support the business and economics of herders and herder groups, and small and medium sized farmers; provide modern techniques, technologies and electricity; and

<sup>6</sup> Data received from GASInsurance, September 23, 2019;

<sup>7</sup> www.1212.mn

<sup>8</sup> Source, FAO.

<sup>9</sup> [https://www.un-page.org/files/public/20160205\\_mongolia\\_sdv\\_2030.pdf](https://www.un-page.org/files/public/20160205_mongolia_sdv_2030.pdf)

create a financial, economic and legal environment for sustainable production. (SDV2030, 2.1.1 *The Agricultural Sector, Objective 4*);

- End all forms of poverty. (SDV 2030, 2.2.1 *Ensuring social equality through inclusive growth, Objective 1*);
- Support employment, train the younger generation with proper knowledge and skills to have a decent work and run a private business, and reduce the unemployment rate. (SDV 2030, 2.2.1 *Ensuring social equality through inclusive growth, Objective 2*);
- Develop a social security system that takes into account the national characteristics and the changes in the population’s age structure to improve the quality of life. (SDV 2030, 2.2.1 *Ensuring social equality through inclusive growth, Objective 3*);
- Establish national capacity to cope with climate change, and strengthen the system to prevent from meteorological hazard and natural disaster risks. (SDV 2030, 2.3.2 *Coping with climate change, Objective 1*);

## **6. Brief overview of the Theory of Change of the Joint programme**

### **6.1 Summary:**

The UNJP is guided by a conviction that poverty and climate change vulnerability of Mongolia’s left-behind population – herders and their children – can be effectively addressed if the government and stakeholders improve the administration and delivery of pension and health insurance; enhance shock responsiveness in social assistance for children and herders; fosters a culture of social protection and use evidence in designing social protection resource mobilization policy. The UN can contribute with its expertise to enhance the efforts of the government, IFIs and development partners. The expected results of more social protection coverage (pension and health insurance) and shock responsiveness social protection for children and herders would become sustainable depending on Government willingness in implementing the policy and administrative solutions to be developed under the UNJP

### **6.2 List of main ToC assumptions to be monitored:**

During the course of the UNJP, the PUNOs will closely monitor the following assumptions of the TOC:

- Government’s budget, programme and services for herders and their livelihoods are gradually increased;
- Herders’ income and participation in policy and social and economic development process is enhanced;
- Current revision process and discussion of social insurance and social welfare laws is given continuity and consider the inputs produced by the UNJP;
- Past, present and future projects and programmes supported by the development partners including bilateral cooperation agencies (GIZ, SDC, etc.), IFIs (WB, ADB and etc.) keep their focus on this particular group and social protection.
- Level and quality of participation of central and local government partners in the UNJP, including the level of financial support for the activities of the UNJP and for the implementation of proposals arising from the UNJP is ensured;
- The capacity and training needs of relevant government offices to translate project activities into sustainable and concrete action within the government’s programme and budget during and beyond the life of the UNJP are supported;

## **7. Trans-boundary and/or regional issues**

Not applicable.

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

In Mongolia, income, age, gender, location and sources-of-livelihood associated vulnerabilities are exacerbated for certain groups and interrelated, creating multiple deprivations. The UN-ADB MAPS mission reported that the herding population is one of the groups currently being left behind, and thus requires greater attention from policymakers. Herders' situation is particularly threatening since they are at the verge of losing the foundation of their traditional nomadic life: the pastureland. Land degradation has reached 70 per cent due to exceeding livestock numbers that has reached to 66 million in 2018, and climate change. Mongolia is already experiencing unprecedented impacts from climate change – with the annual mean air temperature increasing by 2.24°C from 1940 to 2015 – triple the global average.<sup>10</sup> While many herders consider increasing livestock numbers as a valid risk mitigation strategy for emergencies such as *dzud*<sup>11</sup>, it is having an opposite impact: as natural resources become scarcer, animals become prone to diseases and death leading to lower productivity, income and food supply. Social protection could be a key instrument in the provision of income security but only 15 per cent of herders contribute to social insurance schemes; while a systematic social protection approach to shock is missing, both in terms of preparedness and response.

#### National Social Protection System:

While Mongolia enjoys its status as a middle-income country with population of over 3 million, the poverty rate remains high nearly at 30 percent. The Mongolian economy is dependent on extraction of mineral resources, thus highly dependent on world commodity prices. Mongolia was once named one of the fastest growing economies in 2012 with the growth rate of 17 per cent per annum. However, due to the fall of commodities global prices, its growth rate plummeted down to 2.3 per cent in 2015. Unemployment rate is currently around 10 per cent, and youth unemployment is almost the double of the national average. Poverty and unemployment are higher in rural rather than urban areas.

Under 70 years of socialism, the Mongolian social protection system had nearly 100 per cent of coverage. Past protection schemes were built around centrally financed benefits and provided extensive social services including medical care, maternity benefits, pensions and many other provisions. Following the country's transition from a planned to a market economy, this reality has changed, in terms of the national provision of social protection and the needs and lifestyles of Mongolian men and women both in urban and rural areas.

Since the shift from the centrally planned economy, Mongolia has been witnessing widening gender disparities in the labour market with the rates of female labour force participation and women's income level plummeting. Concerning the herder population, the number of women herder/animal breeders has been on decline since 2012. Rural families are living apart as women herders often accompany their children to aimag or soum centers while the children go school. In terms of domestic violence, there is a gap regarding supporting mechanisms for herder women. Gender-blind policies and a lack of long-term supports in livelihood promotion programmes have been cited as critical factors that kept herder women, or Mongolian women in general, from accessing technical and

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<sup>10</sup> <https://www.adaptation-undp.org/mongolia-achieves-milestone-national-adaptation-planning>

<sup>11</sup> **Dzud** (Mongolian: зүд) is a Mongolian term for a severe winter in which large number of livestock die, primarily due to starvation due to being unable to graze, in other cases directly from the cold.

financial resources that would allow them to expand their livelihood activities. On its current design the social protection system is not living up to its potential in reducing these inequalities. It could indeed benefit from more specific gender and herder focused analysis.

The social protection system of Mongolia consists of 3 key elements: social welfare services and assistance (*inherited from socialist time*), social insurance (*introduced in 1995 by having both employer and employee contributing to the social insurance system*) and employment promotion programmes (*launched in 2001*). The laws have been amended on various occasions with the main innovation being the design of a three-tier pension system since 1999.

National commitments to ensure adequate and quality social protection for every Mongolian including the herders have been demonstrated through various laws and policies, for example:

1. The Mongolia Sustainable Development Vision 2030 approved by Parliament on 5 February 2016. The vision reaffirms national policy goals of ending poverty in all its forms through providing social welfare services for the target population in an equitable and inclusive manner and developing a social security system that takes into account the national characteristics and the changes in the population's age structure to improve the quality of life.
2. State Policy on Pension reform, 2015-2030, <https://www.legalinfo.mn/law/details/11108>, highlights the need to develop a special programme for herders and informal workers and continuous employment, so that they each can contribute to social insurance schemes.
3. Law on Social Insurance, 1994 (amended in 2015);
4. Law on Pensions and Benefits provided by the Social Insurance Fund, 1994 (amended in 2015);
5. Law on Social Welfare, 2012 (amended in 2015);
6. Law on Individual Pension Insurance Contribution Accounts, 1999 (amended in 2015);
7. Law on Health;
8. Law on Health Insurance, 2015;
9. Law on retroactive payment of non-paid social insurance contribution of herders and self-employed population, 2017, will be effective from January 1, 2020;
10. Law on Youth Development (approved in 2018) and the National youth development programme 2019-2021.
11. Law on Disaster Protection, which legislated the National Platform on Disaster Risk Reduction prevention led by the Prime Minister of Mongolia.
12. "Rules for assessing drought and dzud conditions", approved by the Government resolution # 286, 7 July 2015.
13. State policy towards herders, 2009-2020: ... 6.2.1 Herders will be covered by health and social insurance at 100 percent and will receive state social welfare services; 6.2.2 Herders will gain knowledge and skills to engage in livestock management and in cooperation of labor and capacities that change their living conditions; 6.6.3 By implementing the second stage, herder income levels will increase by 80 percent.
14. "The National Program of Community Participatory Disaster Risk Reduction", 2015: Reduce disaster risk by way of promoting the participation of citizens in training and activities related to preventing and combating disasters; improving their knowledge and skills; and strengthening their capacity in safety life skills, reducing potential risks and adapting to climate change.

Social protection expenditures<sup>12</sup> in Mongolia accounted for 9.5 per cent of GDP in 2009, but accounted for 4.3 per cent of GDP in 2013. Ministry of Labour and Social Protection is

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<sup>12</sup> Social expenditures include social welfare expenditures, subsidies to the social insurance, and social transfers from the Human Development Fund.

responsible for social insurance, social welfare and employment promotion issues in Mongolia.

On social insurance, five programmes are in place: pension, welfare, health, occupational accident and health, and unemployment insurance, with compulsory and voluntary schemes. The old-age pension system combines compulsory and voluntary contributory schemes. The law on Pensions and Benefits from Social Insurance Funds makes provision for a defined benefit scheme. It was meant to be replaced by a notionally defined contribution pension scheme, as set out in the Law on Individual Pension Insurance Accounts, the inception of which has been postponed systematically. More recently it was further postponed for more 20 years (for those who are born after 1979), according to the State Policy on Pension Reform, which also sets equal ages of retirement for men and women. All persons under a labour contract (in the private or public sector) are covered by compulsory social insurance. Herders, informal workers and self-employed population are expected to contribute voluntarily to social insurance fund

Participation in the voluntary social insurance system remains low, and integration between income support programmes (e.g. social welfare programmes and unemployment benefits) and employment promotion measures is weak. While the participation of private and public employees to the old-age pension insurance scheme is high, only 23.4 per cent of herders, self-employed and informal economy workers contribute to the voluntary social insurance scheme, as of 2018, particularly only 15 per cent of herders, despite repeated efforts of the government to increase coverage. Those who are contributing are mostly closer to retirement age, while young herders are not likely to contribute to the scheme.

The most recent amendment to Law on Pensions and Benefits from Social Insurance Funds has shortened herders' retirement age by five years, effective from January 1, 2018. Without adequate pension coverage, herders are at serious risk of old-age poverty.

The Parliament of Mongolia has passed a law in February 2017,<sup>13</sup> allowing a retroactive payment of social insurance contribution for a period between 1995 and until the effective date of the said law (2017). Based on the latest change of effective date, the law will go in effect on January 1, 2020.

Children of herders are protected mostly through the Child Money Programme. Mongolia first introduced its universal child benefit – the Child Money Programme (CMP), in 2006. The CMP provides universal benefits to every child. Its coverage expansion has been effective, reaching around 99 per cent of children providing a monthly benefit of US\$10 to a child, and costs around 1.4 per cent of GDP in 2016. The CMP has been under constant pressure, including from IFIs, to either abolish or introduce means test mechanisms in the scheme.

Due to economic challenges in 2012 and 2013, the Government had to accept IMF's Extended Fund Facility Programme, which was conditional on making the CMP targeted to the lower 40 per cent of income quintiles, and then 60 per cent. Currently it is targeted at 80 per cent of children (starting from May 2018).

Medical care is provided through a universal tax financed scheme. Children up to 18 years old are covered by the Government, and medical services are free of charge at public hospitals. Enrolment to national health insurance is mandatory for every adult man and woman in his/her working age.

However, effective access to quality health care remains a challenge for many in rural areas. Only 40 per cent of herders have health insurance. High out-of-pocket (OOP) expenses and inefficient services in public hospitals may have deterred their voluntary

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<sup>13</sup> <https://www.legalinfo.mn/law/details/12465>

participation in social health insurance and prevent participants from accessing adequate health care.

### Impact of climate change:

Increased frequency and severity of climate-related shocks as a result of climate change have a deep impact in Mongolia. The country has seen average temperature rising by 2.24 degrees Celsius since 1940<sup>14</sup>, a marked decrease in precipitation and increasing desertification, and increasing scale and decreasing predictability of climate-driven shocks such as droughts, *dzud*<sup>15</sup>, floods, as well as wildfires and dust storms. For instance, the *dzud* of 2009-10 killed roughly 8.5 million herds of livestock (20 per cent of the country's livestock), affecting 769,000 people (28 per cent of the population) and further hastening rural to urban migration.<sup>16</sup> Today, rural population has dwindled down to 30 per cent and the vast grassland is facing the threat of desertification. Climatic pressures on migration are likely to worsen: Mongolia is ranked eighth globally on the Long-Term Climate Risk Index.<sup>17</sup>

Nomadic herders, who account for approximately a third of the population, are particularly vulnerable to these climate shocks, given their reliance on livestock for their livelihoods. In the past decades, loss of livestock due to climate shocks has generated rural to urban mass migration contributing significantly to high urban unemployment and to increasingly dangerous levels of urban air pollution, due to the sources of energy used by herders-turned-urban during harsh winters. Despite a large number of measures in the national system for disaster prevention and management to reduce the risk of livestock death as a result of droughts and *dzuds*, there are no explicit provisions within the social protection system to protect the welfare of vulnerable households or children from the growing problem of climate-driven shocks.

Research<sup>18</sup> from NSO Mongolia found lasting negative impacts of cyclical climate driven shocks on children's education and health. These studies found that due to income constraints faced by herder households affected by the shock, pre-primary and primary (aged 6 to 10) school aged children were less likely to be enrolled in school 2 to 3 years after the shock (while the same was not true for older children), and were significantly less likely to complete basic education<sup>19</sup>. Negative impacts on herder children's height were also observable 3 years after the shock<sup>20</sup>.

Mongolia's CMP has yet to take into account the lasting consequences of chronic poverty. The CMP should aim to mitigate these risks, which are more aligned with the mandate of social protection actors, rather than disaster management actors, although a clear overlap exists. The existing national welfare programs provide a robust foundation for the delivery of shock-responsive welfare measures.

According to the Country Gap Analysis conducted in July 2015, a background document of the current UNDAF 2017-2021, the livestock sector was characterized as a 'low input-high risk-low output' system, in which natural conditions and the environment play a major role. The livelihoods of rural communities in Mongolia depend greatly on a fragile ecosystem, which is subject to the degradation of pastures and is highly vulnerable to the severe climate.

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<sup>14</sup> <https://www.adaptation-undp.org/mongolia-achieves-milestone-national-adaptation-planning>

<sup>15</sup> A Mongolian term for a severe winter in which a large number of livestock die, primarily due to starvation due to being unable to graze, in other cases directly from the cold.

<sup>16</sup> <http://www.worldbank.org/en/news/feature/2012/11/06/lessons-from-dzud> (accessed 6 July 2015)

<sup>17</sup> <http://qermanwatch.org/en/download/8551.pdf> (accessed 6 July 2015)

<sup>18</sup> <https://bit.ly/2INJXdq>

<sup>19</sup> The Impact of Extreme Weather Events on Education (Valeria Groppo & Kati Kraehnert, 2015)

<sup>20</sup> Extreme Weather Events and Child Height: Evidence from Mongolia (Valeria Groppo & Kati Kraehnert, 2015)

The absence of policy or market-oriented mechanisms to control livestock numbers and a lack of awareness about rangeland health has led to increasing herd sizes. Increasing livestock numbers beyond the capacity of rangeland to support them can lead to acute limitations of forage and persistent rangeland degradation. Degradation ultimately reduces livestock production capacity and increases the vulnerability of herders to dzud and droughts. With the increase of livestock number, the productivity and competitiveness of livestock sector are constantly declining. Government programmes for productivity improvements (animal health, breeding, risk management, value chain cooperation etc.) fail to achieve set targets because it is cheaper for herders to pursue their current behavior rather than participating in the programmes.

Programmes to promote livelihoods and business development in herder communities need to be much more effective in promoting suitable business environment so that herders can thrive in the highly competitive market, have access to business resources, information and support. Existing barriers that prevent herding men and women from accessing information and services and benefiting from these resources must be identified and removed.

Natural disasters not only create serious hardships for men and women in the short term but this type of risk also likely retard the development process. Given that there are few coping mechanisms other than the informal family arrangements, the high level of risk likely adds to the risk adverse behavior of poor herder families. No well-specified dzud and drought warning system until 2015 had negatively impacted the proper assessment of emergency conditions, ensuring adequate preparedness and response and delivering the aid to target beneficiaries. The "Rules for assessing drought and dzud conditions" were approved by the Government resolution # 286 dated July 7, 2015 which allows to measure risks against climatic indicators only.

## **1.2 Target groups**

Herders (female and male) and their family are the ultimate beneficiaries of the UNJP. Herders in Mongolia live scattered in the grassland. They have difficult access to services due to their lack of information about the services, financial ability to contribute for social insurance, their nomadic lifestyles and reducing interest in participating in contributory schemes. According to the Labour Force Survey of 2018, Mongolia has 1.3 million workers, and by the account of General Authority for Social Insurance, 62.5 per cent of all workers are covered by social insurance, while only 15 per cent of Mongolian herders participate in national social insurance systems. As patterns of climate change are becoming extreme, herders with restricted information and access to services are highly vulnerable to adverse livelihoods risks, and hence further vulnerable to fall deeper into poverty.

According to a National Statistics Office report on Agricultural Sector of Mongolia, published in 2019<sup>21</sup>, there are 169,706 herding families or 617,344 people, which accounts for approximately 19.5 per cent of all population. There are 288,700 herders as of 2018.

The share of young herding population, 15-34 years old, has been decreasing over the past few years. On the other hand, the number of herders closer to retirement age is increasing. Back in 1995, almost 50 per cent of herding population was 15-34 years old, and this number has been decreasing over the years, since then, and now it is reaching 33.3 per cent.

Out of all 288.7 thousand herders, 57.4 per cent are men and 42.6 per cent are women, and, 4.3 per cent or 12,500 are assistant herders. Almost 80 percent of assistant herders

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<sup>21</sup> <https://bit.ly/2kelNYW>

are women<sup>22</sup>. The majority of herders have completed compulsory education and above, and only 4 per cent are dropouts from schooling.

55.4 per cent of all herding families have 201-999 heads of animals. 80 per cent of herding households have access to electricity. 89.2 per cent or 257,600 herders have a cellular phone and 32,000 herders have internet access. The herders' internet access has increased by 10 per cent, in 2018 only. 39.1 per cent of all herders or 112,900 herders have loans. 62 per cent or 179,000 herders are members of cooperatives, partnerships and herder groups – 99,500 are members of cooperatives, 24,800 partnerships, and 6,400 are members of other groups. There are 59,500 children under the age of 6, and 145,300 children of 6-18 years (117,519 in compulsory education and 25,104 in tertiary education) old living in herder families. Only 16.5 per cent or 9,800 children under the age of 6 are enrolled in preschools. There are 24,300 persons with disabilities living in herders' families, which increased by 1,500 persons from 2017 to 2018. Children with disabilities is 2,000.

**Table 1. Health and social insurance coverage of herders, 2018**

Age group	Number of herders covered by voluntary social insurance programme		Number of herders covered by compulsory health insurance programme	
	Total	Out of which: women	Total	Out of which: women
<b>Total</b>	<b>40,906</b>	<b>22,856</b>	<b>114,610</b>	<b>55,420</b>
15-19	267	57	2,937	839
20-24	1,606	711	12,804	4,718
25-29	2,443	1,366	12,444	6,202
30-34	4,033	2,439	15,081	8,072
35-39	6,657	3,916	18,742	10,047
40-44	8,442	4,961	18,907	10,378
45-49	8,386	5,154	16,286	8,995
50-54	6,774	3,943	11,412	5,469
55-59	2,101	304	5,213	697
60-64	133	4	628	2
65 and above	4	1	2	1
Age undefined	60	-	154	-

Source: Ministry of Labour and Social Protection

Table 1 shows that younger groups have lower proportions of contributors to social insurance; for example, only 4.6 per cent of young herders of 15-24, and 16 per cent of 25-34 years of age contributing to social insurance. It was also noted in the report that, the higher the education level of herders, the higher the enrollment in social insurance programme.

The SRSP options for children that the UNJP plans to implement will target primary school aged children, as a group that should benefit from a shock-responsive child-focused vertical expansion of the CMP and their unique living situation should be taken into account during the design of the pilot.

In recent years, Mongolia has demonstrated remarkable achievement in primary school enrolment and improvement in literacy rates. Although roughly a third of the population

<sup>22</sup> NSO, 2018.



are nomadic herders who continually move in search of pastureland, compulsory education at schools located at the Soum and Provincial centers begins at 6 years old and continues for 8 years. This arrangement, however, precludes the possibility of primary school-aged children from nomadic herder households continuing to live with their families for the period of compulsory education, except during school breaks.

Primary school aged children from herder households generally fall into the following categories:

- Living in dorms operated by education authorities;
- Living with mother in the soum centers;
- Living with other relatives or family friends in the soum centers;
- Living with siblings in a child-headed household in the soum centers

Children living in dorms and child-headed households<sup>23</sup> are not necessarily from the most economically vulnerable households, according to social workers or education authorities familiar with their circumstances. There are, however, a number of protection-related risks.

In addition, the existence of large numbers of children living long distances from their families in the remote countryside of Mongolia has implications for whether a shock-responsive vertical expansion of an existing social welfare grant paid to parents would be able to reach those children in a timely manner.

While ideally all children of herder households would be included as beneficiaries of a shock-responsive pilot given the diversity of their needs, if the number of children living in areas that will be severely affected by dzud, according to the risk mapping, geographical targeting will be necessary. This would mean prioritization of children of preschool and primary school age (children aged 0 to 10).

Human right mechanisms have provided the Government of Mongolia the following recommendations. For example, **UPR 2015** recommended to continue strengthening successful social programmes to improve the quality of life of their people particularly the most marginalized; **CESCR** Committee was concerned in 2015 about "... the lack of universal social security coverage in the State party... and ... the fragmentation of the existing social security programmes, which have failed to meet the needs of the poorest in society". The Committee recommends ... to "(c) Set up a social protection floor to comply with its obligation to implement the right to social security, in line with the Committee's general comment No. 19 (2008) on the right to social security, ILO Social Protection Floors Recommendation, 2012 (No. 202), and the Committee's statement on social protection floors (E/C.12/2015/1); (d) Expedite accession to ILO Social Security (Minimum Standards) Convention, 1952 (No. 102)"; **CRC** Committee recommended in 2015 "... to undertake a study to identify the root causes of inequality and implement effective redistributive and progressive taxation policies that could direct resources towards children in the most vulnerable situations, taking into account target 1.3 of the Sustainable Development Goals on implementing nationally appropriate social protection systems and measures for all"; **CEDAW** Committee 2016 "...to formulate policies to combat poverty among rural women to ensure their access to justice, education, housing, safe drinking water, sanitation, formal employment, skills development and training opportunities, income-generating opportunities ..., taking into account their specific needs;"; and **CRPD** recommended in 2015 that "...the State party take steps... to ensure early intervention, an overall increase in ... the implementation of inclusive early childhood education and opportunities for vocational training for youth with disabilities.... In doing so, the State

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<sup>23</sup> This has become quite common among children of Mongolian nomadic herders to head the household and look after their younger siblings in a ger (Mongolian traditional dwelling) which is set up for them by their parents in the soum centre when they study in soum based schools.

*party should pay particular attention to the situation of girls with disabilities, as well as of all children with disabilities from rural areas and nomadic communities.”*

In Mongolia, income, age, gender, location and sources of livelihood associated vulnerabilities are exacerbated for certain groups and interrelated creating multiple deprivations. A herding population is one of such groups that is currently left behind, and thus, require greater attention from the state and policymakers.

A number of socioeconomic reasons explain why these population groups are being left behind. First, the gains of economic growth do not trickle down equally, partly because growth is driven by resource extraction and has not been job-rich. Second, inequality in accessing social services leads to greater disparities. Third, spatial disparities remain an important determinant of who is left behind and this dimension plays out differently in rural and urban areas. Fourth, extreme weather events contribute to the impoverishment of herders, further deepening disparities between them and urban populations. Inadequacies in the social protection system are subjecting the herding population to being further left behind. Herding women and children are especially at risk of farther being left behind if the system does not discern their unequal access to services and voices.

The impact of the austerity fiscal measures on social protection budget and level of benefits are of particular concerns. While the livelihoods people in general and the herding population in particular are greater exposed to economic and disaster-induced crises, Mongolian social protection system are at risks of seeing their scope and coverage shortened. Within other objectives, the UNJP seeks to assist the Government in identifying fiscal space and sustainable resource mobilization and in fostering local and national dialogue and consensus on achieving universal and meaningful social protection coverage for every man and woman of any ages, physical ability and occupations.

### 1.3 SDG targets

The Joint Programme directly contribute to *SDG Target 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable, Target 1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters, and Target 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.*

<b>SDG Targets</b>	<b>Measurements</b>	<b>Baseline</b>	<b>Target by end of the UNJP</b>	<b>2030 national target</b>
1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	SDG Indicator 1.3.1 Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities,	Baseline, 2018: According to MLSP, 40906 (22856 are women) and 114,610 (55,420 are women) <sup>24</sup> herders are covered by social insurance and	Progress & 2021: - Social and health insurance coverage is increased from 15 to 20 per cent and from 40 to 50 per cent, respectively;	Develop a social security system that takes into account the national characteristics and the changes in the population’s age structure to improve the quality of life. (SDV 2030,

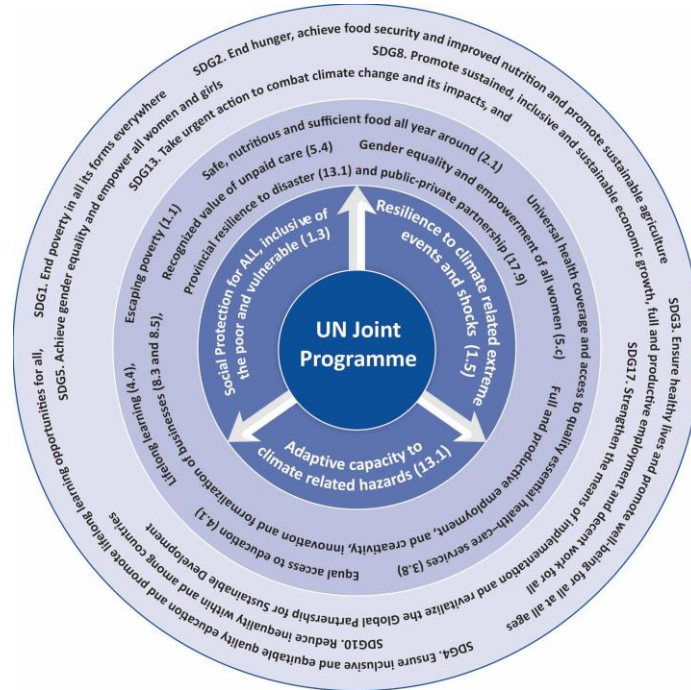
<sup>24</sup> Data received from GASInsurance, September 23, 2019;

	pregnant women, newborns, work-injury victims and the poor and the vulnerable	health insurance respectively, which accounts for only 15 per cent and 40 per cent, respectively, of total of 288,7 thousand herders <sup>25</sup> .	<ul style="list-style-type: none"> <li>- Concrete proposals based on pilot assessment and social dialogue submitted to selected local governments and national government for adoption, including shock-responsive social protection.</li> <li>- Social partners represent herders in policy discussions at national level, including National Council for Social Insurance and their representation in agriculture extended.</li> </ul>	<p><i>2.2.2 Ensuring social equality through inclusive growth, Objective 2);</i></p> <p>Support employment, train the younger generation with proper knowledge and skills to have a decent work and run a private business, and reduce the unemployment rate. (SDV 2030, 2.2.1 <i>Ensuring social equality through inclusive growth, Objective 2);</i></p>
SDG 1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	SDG Indicator 1.5. and/or SDG Indicator 13.1 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies	With support of UNISDR, the office of deputy prime minister and NEMA conducted a training on developing a disaster risk reduction strategy and plan, in Zavkhan province, on 19 Sep, 2019	<ul style="list-style-type: none"> <li>- The development and implementation of 3 soums' community-based disaster risk reduction plan is supported</li> <li>- At least 200 herders are trained on life skills and livelihood skills.</li> </ul>	Establish national capacity to cope with climate change, and strengthen the system to prevent from meteorological hazard and natural disaster risks. (SDV 2030, 2.3.2 <i>Coping with climate change, Objective 1);</i>
13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries				

The Joint Programme's target group is herding population including men, women, boys, girls, youth, people with disabilities and other social groups. Ensuring social protection throughout their life cycles and in the time of shock can generate long-lasting positive effect on: escaping poverty (SDG Target 1.1); safe, nutritious and sufficient food all year

<sup>25</sup> www.1212.mn

around (2.1); universal health coverage and access to quality essential health-care services (3.8); equal access to education (4.1); lifelong learning (4.4); recognized value of unpaid care (5.4); gender equality and empowerment of all women (5.c); full and productive employment, and creativity, innovation and formalization of businesses (8.3 and 8.5); provincial resilience to disaster (13.1); and, public-private partnership (17.9).



Acceleration of these SDGs, further, in their turn, will accelerate other SDGs such as SDG1. End poverty in all its forms everywhere, SDG2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture, SDG3. Ensure healthy lives and promote well-being for all at all ages, SDG4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, SDG5. Achieve gender equality and empower all women and girls; SDG8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, SDG10. Reduce inequality within and among countries, SDG13. Take urgent action to combat climate change and its impacts, and SDG17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.

The UNJP is founded in creating knowledge about the concerns, needs and interests of herding men, women, boys and girls and **then** using that knowledge to guide adjustments in national social protection systems in terms of scheme designs, administration, and determination of benefits. The change process will be driven by fostering assessment-based local/social/national dialogue and consensus about social protection: its importance, types and levels of desirable benefits, and financing strategy. The UNJP is aimed doubly at adjusting social protection to meet the needs and interests of herding men and women, boys and girls, and at the same time empowering herding men and women economically and politically so that they can voice their own needs. The UNJP will directly benefit the government as it will provide a learning platform for officials and national programmes about the strengths and weaknesses in the system and administration strategy.

The UNJP will be implemented alongside other on-going programmes and initiatives in Mongolia, not the least the EU Budget Support for Mongolia Programme (2020-2024) which provides additional financial resources for the government to promote public policies aiming, among other objectives, to generate decent employment, including in the agricultural sector. The Ministry of Labour and Social Protection is the coordinating agency

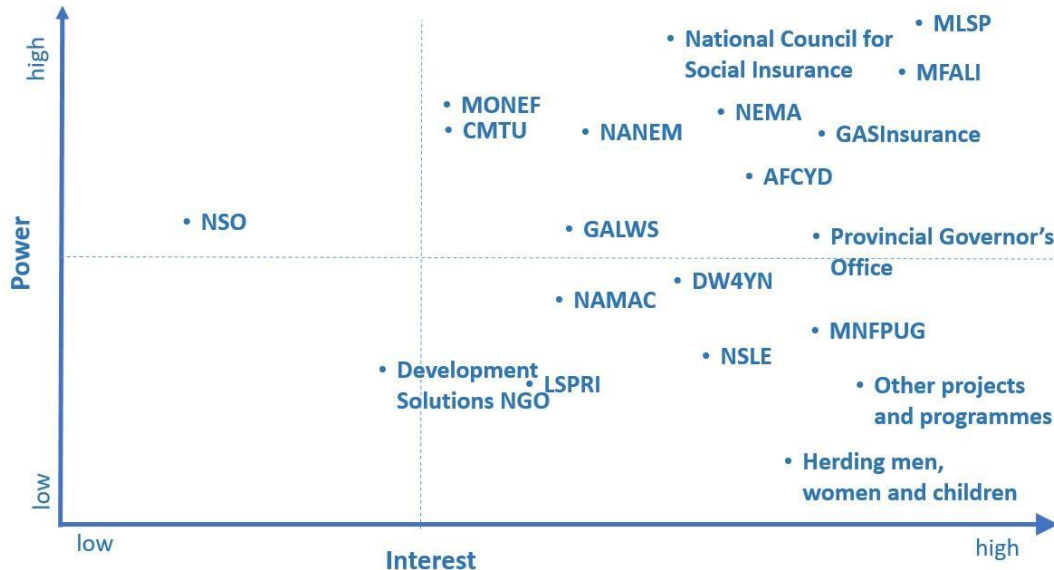
for this programme. UNDP, FAO, UNIDO and ILO will be providing technical assistance to the government in achieving the employment targets in the programme. The programme and the UNJP are complementary in their focus on more and better job and transparency in public financial management, including the adoption of result-based budgeting. The innovations, recommendations and financing strategies from the UNJP could be fostered further through the EU Budget Support for Mongolia Programme, and hence strengthening Mongolia’s capacities to make substantive progress on social protection.

### 1.4 Stakeholder mapping

In achieving the overall objective of the JP, it is important to clearly identify stakeholders who have authority and/or interest in improving situations of herders in terms of life-long income protection and increased preparedness and mitigation of disaster and shocks.

The project stakeholders are not new to the UN, but are our long-standing partners in social protection. Under previous cooperation with PUNOs, namely the ILO Social Protection Project, ongoing work of UNICEF on shock responsive social protection, UNFPA’s earlier support to establishment of youth development centers and rollout of livelihood trainings, and FAO’s work on building disaster and climate resilience of agriculture sector, our stakeholder capacity at individual and institutional level is founded, including at workers’ and employers’ organizations. The knowledge and capacity are there, but need to be spiced up with additional new knowledge of shock responsiveness and exposing traditionally ‘non-social protection’ partners to the topic, and exercise at the same time through national dialogues under the guidance of UN Resident Coordinator.

#### Stakeholder mapping – power and interest grid.



- **Herding men and women and their children** are beneficiaries and stakeholders at the same time. They were consulted in designing the project, expressed their needs and interest in participating in this project, provide their feedback, participate in implementation, monitoring and evaluation.
- **Ministry of Labour and Social Protection (MLSP)** is a state central administrative body responsible for social protection of all people in Mongolia through improving efficiency and effectiveness of social insurance and social

welfare systems. The Ministry is the main government partner to implement the JP.

- **Ministry of Food and Agriculture of Light Industry (MFALI)** is a state central administrative body responsible for the development and implementation of state policies in the field of food, agriculture and light industry. The mission of the Ministry is to define and implement a rational policy ensuring the proper use of raw materials, developing value chain, ensuring increased competitiveness and economic growth in sectors so that to increase income and productivity of agricultural sector including herders and to provide the population with healthy, safe and nutritious food. The Ministry is also responsible for agricultural cooperatives, and agricultural commodity exchange centers.
- **General Authority for Social Insurance (GASInsurance)** is the government implementing agency under the MLSP responsible for implementing laws and legislation concerning social insurance programme. Social insurance system in Mongolia can date back 1940s, and the current system was introduced, first, in 1995. The long-term mission of the agency is to offer a comprehensive social insurance services to all people in the country providing a social guarantee throughout the life cycle. GASInsurance manages both contributory and non-contributory social insurance programmes, and manages the database of the insured.
- **General Authority for Health Insurance (GAHI)** is the government implementing agency under the MOH that promotes delivery of quality, safe, equitable and inclusive health services based on the needs of the insured, and effective and cost-efficient function of health insurance.
- **General Authority for Labour and Welfare Services (GALWS)** is a main implementing Authority under the MLSP responsible for implementing government laws and policies on labour and employment and social welfare services. It has branches in all 21 provinces and 9 districts of Ulaanbaatar capital. The branch office of the GALSW will provide necessary data and provide necessary administrative support to the pilot initiatives of the SRSP in the field. The GALWS manages the Household income database.
- **Authority for Family, Child and Youth Development (AFCYD)** is the government implementing Authority under the MLSP that supports family development and children's rights, promotes youth development and participation, and provides intersectoral coordination for the implementation of youth policies. The Family, Child and Youth Development Departments operate in all provinces and city districts, and manage local multipurpose Youth Development Centers that provide range of skills development services, such as career advising and healthy leisure activities to young people including young herders. There are 32 youth development centers operating under the guidance of AFCYD, through which the JP will deliver its outputs concerning life skill and livelihood trainings.
- **Mongolian Employers' Federation (MONEF)** is an independent, non-government and self-financing organization, with 21 regional employers' associations, 45 professional associations and 12 sector associations, representing collectively some 8,500 businesses in the agricultural, manufacturing, construction, transportation, banking, insurance and service sectors. The MONEF provides its members with relevant information and consultancy services on a variety of business-related issues, such as training on entrepreneurship, occupational safety and health management systems and human resource development. MONEF has an important role in national tripartite dialogue. In past few years, MONEF is actively engaged in formalization of informal business. MONEF sits in National

Council on Social Insurance representing employers in Mongolia and plays a key role in social insurance policy, management and implementation in the country.

- **Confederation of Mongolian Trade Union (CMTU)** has 36 union members – 22 territorial unions in aimags (provinces) and Ulaanbaatar city and 14 professional unions – with approximately 230,000 members. The CMTU mission is to protect workers’ rights and interests through its active participation in national tripartite dialogue and negotiation of tripartite agreements. In the past few years, the CMTU has taken a leading role in setting up the dispute settlement mechanism and public-sector wage fixing. It offers legal advisory services to its members and their citizens. The CMTU sits in National Council on Social Insurance representing workers in Mongolia and plays a key role in social insurance policy, management and implementation in the country.
- **National Center for Lifelong Education (NCLE)** is a government Authority under the Ministry of Education, Culture, Science and Sports that provides not only literacy skills, but also family and citizenship education, and life skills to adult learners, and has branches in all soums of Mongolia. Development Solutions, NGO, is a non-profit independent organization providing a set of professional business development services such as business development and training, financing and social entrepreneurship by supporting environmentally-sound social and economic growth with innovative and result-oriented solutions.
- **National Authority for Meteorology and Environmental Monitoring (NAMEM)**’s main activity is weather forecasting. The Authority receives data from the National Center for Remote Sensing and FY-2 satellites from China. There are 21 provincial offices; each province has a NAMEM bureau. The information is centralized at NAMEM and dispatched to other offices. NAMEM gets accurate information on wind speed through a sensor situated on top of a 20 m tower in Ulaanbaatar. The Authority has super-computing facilities for weather modelling and produce mid-term information (10 days weather forecasts). The main disasters addressed are flood, dust storm, heavy snow and blizzards, strong winds and rainfall. The Dzud risk map is developed by a Geographic Information System on the basis of 15 factors. The results of the dzud risk evaluation will be used to reduce dzud risks, develop strategies to combat dzuds and to help make better decisions. However, dzud risk reduction activities and strategies to combat dzuds may differ depending on dzud tolerance.
- **Labour and Social Protection Research Institute** is the Government agency to conduct policy research, and long- and short term estimates in the area of labour and employment, labour relations, social protection and population development.
- **National Emergency Management Authority Department** is responsible for nationwide activities for disaster protection activities. It is responsible for coordinating the activities of different stakeholders who are involved in the disaster management response. The project will work with NEMA to enhance linkages/coordination between disaster management and social protection to improve shock responsiveness. They will also be responsible for providing necessary data, support and coordination required for piloting of SRSP in the field.
- **National Statistical Office (NSO)** is the official source of national statistics in Mongolia, including market price information of consumer products and agricultural commodities. The JP will closely work with NSO under the Government Framework on monitoring SDGs in the country. The JP monitoring and evaluation will use the NSO data as a source of verification.

- **Subnational government in target province:** Local government offices in the target provinces have been consulted in designing this project. They expressed their willingness to partner on this initiative and provide all necessary support to the implementation of pilot at the sub-districts in their province. They are also committed to enhancing social protection programme for herder families and children.
- **Mongolian National Federation of Pasture User Groups (MNFUG)** is a national level professional organization that supports herders’ organizations and pasture restoration through pasture management development and improvement of legal environment. MNFUG supports researches, new research methodologies, pasture relations infrastructure, and participation of citizens, government and private sector. It shapes herders’ pasture usage behavior in traditional common, shared pasture ways will provide jobs for almost half of the workforce of our country and provides income source, and makes livestock industry major contributor for the nation’s economy and supports herders with common shared pasture to get organized into Pasture User Sections through professional methodology, project implementation, human resource capacity building, improvement, networking for new business partners and markets and consultancy.
- **National Association of Mongolian Agricultural Cooperatives (NAMAC)** is a non-governmental organization which was re-organized by its First General Assembly in January 1992. The Supreme Council of Agricultural Cooperatives the precursor of NAMAC was founded in 1967 and played a significant role in increasing agricultural production efficiency, improving living standard of rural population and developing educational and cultural welfare. The member cooperatives of NAMAC comprises more than 100 thousand individual members of 38 thousand households throughout Mongolia and about 200 thousand people benefit from the cooperative activity. The cooperatives deliver consumer goods of 4 billion annual gross production by around 210 small and medium-scale ventures engaged in 20 types of businesses reaches more than 1 billion to earn sale income of 9.5-10.5 billion .
- **Mongolian Cooperative Training and Information Center (MCTIC)** was established in 1998, at the initiative of 5 Associations of Mongolian Cooperatives with the support of GTZ, the Soros Foundation and the Konrad Adenauer Foundation. MCTIC implements cooperation projects with local, foreign and international organizations that support the development of cooperative movements, as well as train cooperative staff and teachers.
- **Development Partners:** There are ongoing initiatives by ADB, WB, WFP and international NGOs such as Save the Children, Mercy Corps, Mongolian Red Cross Society and they are all indicated their interest and willingness to partner in order to ensure support for the government to mainstream SRSP into the revision of the Social Welfare Law are better coordinated.

<b>"Gives to"</b>	<i>Herding men and women and children</i>	<i>The Government and its agencies</i>	<i>CSOs, workers and employers organizations</i>	<i>IFIs and development partners</i>
<i>Herding men and women and children</i>	Join efforts together to prepare disasters and shocks and share information	Express their thoughts and needs about how to increase the effectiveness and sustainability of existing policy and programme	Express their thoughts and needs so that herders are represented stronger in policy process	Help IFIs and development partners to better understand the situation and effectively target their project and programme interventions.



<i>The Government and its agencies</i>	Social protection and social assistance, life skills education and business entrepreneurship trainings	Coordination and cooperation concerning universal social protection system and floor: coverage, benefit, administration, including shock responsive social protection	Information about policy and services for workers protection and “a seat at the policy table” and management of social security funds	The Government shares the information so that IFIs and development partners’ assistance becomes strategic, relevant and timely, contributing to overall implementation of sustainable development agenda.
<i>CSOs, workers and employers organizations</i>	Voice in policy process for herders’ policy participation Social entrepreneurship	Support in organizing herders for service and information dissemination and collecting feedbacks	Strong organizations and coordination, and successful mandates	Policy monitoring and oversight and
<i>IFI and development partners</i>	Improved services through strengthening capacity of all stakeholders including the Government	Capacity to implement their respective programme and access to international experiences and financial resources	Access to international experiences and financial resources	Financial and technical resources for sustainable economic and social development

## 2. Programme Strategy

### 2.1. Overall strategy

In Mongolia, vulnerabilities driven by levels of income, age, gender, location and sources-of-livelihood intersect, thus creating multiple deprivations. By drawing on the technical strength of each PUNO, their wealth of international experiences, their working relation and dialogue with other development partners in Mongolia such as the World Bank, the ADB and the European Union Delegation, and the convening power of the UN Resident Coordinator of Mongolia the UNJP will contribute to accelerating implementation of the Agenda 2030 for Sustainable Agenda in Mongolia. Each PUNO will add values to address the challenge from different perspectives – working men and women (herders), children and their source of livelihood (animals) in the time of ‘peace’ and disaster situation – **and**, this value will be multiplied, because of the jointness of the programme allowing to address the challenge from different angles at the same time in a coordinated manner. It will have a transformative change by introducing a shock-responsive social protection, cultivating a culture of social protection, among Mongolian men, women, and the Government and facilitate identification of fiscal space and resource mobilization for social protection through assessment, dialogue and consensus.

Mongolia is witnessing climate change patterns with rising average temperature of 2.24°C and frequency and intensity of disasters, such as the extreme winter condition dzud causing a large number of animals to die and flood in summer. A better social protection system can help protect the livelihoods and prepare the left-behind populations to overcome socio-economic and climate induced hardships.

Through the proposed programme, the UN Agencies in Mongolia will jointly support the Government in achieving SDG1.3, SDG1.5 and 13.1 through nationally appropriate social protection systems and measures including floors. The work involves introducing new approaches like '**behavioral insights**' into why herders do not contributing to the social insurance, and **shock responsive social protection** system for herder families and children. The proposed programme will focus on **SDGs integrated budget for impacts** in social protection sector to cater for the modalities proposed by the programme, which will be built on ongoing work of UNDP in health and environmental sector budget development, and the same initiative in labour sector with the EU Budget support for 2020-2024.

The programme **strength** lies in the experience and working relationship between the UN agencies and the Government in various areas of the programme such as social protection, child money, disaster prevention and management, animal health and insurance, and youth development.

Mongolia's commitment to eradicate poverty and extend social protection to those who are not contributing and benefiting from the system, such as male and female herders and children. This is an **opportunity**. The National Programme on Unemployment and Poverty Reduction for 2019-2024, approved on April 23, 2019, proposed the objective of reducing unemployment and poverty through human development and social protection policies.

As part of the UN reform, the UN Agencies in Mongolia have been improving their collaboration working closely together and further delivering as one UN. There are naturally challenges to work as one, as opposed to owning a component of the programme. This can be seen as a **weakness** of the Program. However, it can be overcome in due time as UN agencies are committed to further work together and improve their collaboration practices. To address this weakness, the JP will work in close cooperation with UNRC office, particularly in the area of the JP monitoring and evaluation, and communication.

Parliamentary election is scheduled in June 2020 which may entail change in the government system including management and technical staff. This may be a **threat** to the programme causing delay in the implementation. However, Law on Public Services enforced from January 1, 2019, prohibits such drastic changes limiting the old practice.

The JP document is developed based on data, analysis and national dialogues carried out by UN, ADB and the Government, including the Assessment-based National Dialogue on Social Protection Floors in Mongolia (2015)<sup>26</sup>, Improving the delivery of social protection through ICT (2017)<sup>27</sup>, Research on Herders' Wellbeing (2018)<sup>28</sup>, Accelerating the 2030 SDGs through decent work report (2019)<sup>29</sup> and others.

The programme is expected, by the year 2022, to result in the extension of coverage of social protection to herder families - men, women, youth, persons with disabilities and children - using new innovative ways in general, as well as in times of disaster and shocks.

In pursuit of the expected results, the PUNOs, in consultation with programme partners and stakeholders, will select number of soums based on key criteria such as poverty level, number of herders and animals, risks to natural disasters, to demonstrate the results of the programme such as the potential of innovative and unconventional solutions to enroll

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<sup>26</sup> <https://bit.ly/2kKMeWz>

<sup>27</sup> <https://bit.ly/2mMr.ZyD>

<sup>28</sup> <https://bit.ly/3067SU1>

<sup>29</sup> <https://bit.ly/2mJI55Q>

herders in social protection schemes, shock responsive social protection security and youth training for livelihood and behavior change for better income.

There is yet no systematic social protection approach to shock, neither preparedness nor response. The JP will apply a rather new approach through a behavioral perspective targeting herding population. The PUNOs intend to help the Government, as well as partners and stakeholders generate lessons and establish coordination mechanisms which will help to decide how to scale-up the pilot, and to expand social insurance and shock responsiveness within the social protection system to additional vulnerable groups, including children, youth, persons with disabilities and herding population.

This offers a great opportunity and return of investment regarding the implementation of the joint SDG Program. In a context where only 15 percent of approximately 288,700 herders are covered by social insurance and less than 40 percent by health insurance there is a substantial room for improvement. The proposed programme is timely and can become a showcase. To this contributes the fact that the Government is undertaking a major reform in social sector by developing a Social Sector Development Strategy for 2019-2024 and revising the Laws on Social Welfare and Social Insurance.

The JP is highly relevant and strongly anchored in the SDG agenda and aims at ensuring that the poor and marginalized benefit from sustainable development by extending their access to social protection and adding more shock responsive elements. Using 'Behavioral Insight' methodologies, the project will start with an age and gender sensitive comprehensive study on income generation and expenditure behaviors of herders and their perceptions of and engagement with SP schemes. The work will continue along the following four streams. Based on the results of the behavioral study and employing 'behavioral insights', the first stream will focus on promoting interventions designed and trialed to increase participation in social and health insurance schemes for herders using innovative policy and operational solutions. The second stream will focus on improving income generation through livelihood and business entrepreneurship skills. The third, on shock responsive SP with particular focus on children, and the fourth on animal insurance and disaster preparedness. The project streams will be piloted to demonstrate the results.

In case the results are enough to support scale-up efforts, they will be used to inform government decisions on implementing these solutions through the use of its own resources. The UN is expected to continue providing technical advice for the scale up.

The UN has consulted with the Government and other stakeholders to design the Project, through the consideration of their needs and through subsequent rounds of comments and recommendations. This process included consultations before the submission of the concept note in May, and again other two consultations – technical and policy making level – during the development of this Programme Document. The latter two meetings confirmed that the agreed outcomes during the concept note development are still relevant and the value-added of searching and bringing innovative solutions to social protection system.

The JP *Outcome 1. More herding men and women access social and health insurance effectively*, will be built on ILO's support to assessment-based national dialogue on social protection defining the cost and a social protection floor in Mongolia, and financial assessment of the proposed reform to social security system for older persons and a proposed new pension scheme for the herders and self-employed persons. This will be complimented by improvement of income-generating and life skill trainings to young herders through youth development centers in rural areas. The UNFPA has a long experience of working with young men and women on life skill trainings and social entrepreneurship trainings. Under the JP *Outcome 2. Institutional capacity strengthened to mainstream shock-responsiveness into the national social protection system*, UNICEF has already started working on shock responsive SP for children on which this project will

leverage to pilot, demonstrate and advocate for legislative and regulatory framework and coordination mechanisms to scale up results together with FAO's work on promoting resilient livestock based livelihood. Further, the UNJP intends to demonstrate the value of mainstreaming a shock-responsiveness into the existing social protection measures for children. The long-lasting negative impact of climate shocks, including dzud, on the human capital development of children will be reduced when resilience of herder families to climate related shocks is increased. By piloting shock-responsive social protection measures for children, the programme aims to demonstrate that the income constraints of herder families due to shocks are addressed and herder families avoid negative coping strategies against shocks, which have significant risk's to children's development. The JP *Outcome 3. Social protection financing strategy formulated for sustainable and adequate benefits for herding men, women, boys and girls, those in other groups, guided by evidence, stakeholders' dialogue*, will conduct the assessment based national dialogues on social protection targeting herders, and social protection financing assessment will be conducted in age and gender specific context. The UN agencies have also experience in the past advocating for results-based budgeting under the support of UN-ADB MAPS exercise, and as a result, *MNT 5.6 billion (USD 2.3 million)* state budget allocation for micronutrients, contraceptives and other public health interventions for 2019. The same approach based on evidence and costing will be used for advocacy on SP financing.

## 2.2 Theory of Change

In Mongolia, income, age, gender, location and sources-of-livelihood associated vulnerabilities are exacerbated for certain groups and interrelated, creating multiple deprivations. According to NSO, one in three persons in Mongolia is living under poverty line, and this number gets higher in rural area. Land degradation and climate change, and frequent occurrences of national disasters both in winter and spring takes toll on livelihoods of herding population. Consequently, many herders consider increasing livestock numbers as valid risk mitigation strategy for emergencies such as dzud. This practice has caused contrary results: as natural resources become scarcer, animals become prone to diseases and death leading to lower productivity, income and food supply. Therefore, a systematic approach to social insurance and social assistance including shock responsive social protection has to be adopted.

### **IF** the Government of Mongolia and stakeholders

- know about herders' income and expenditure and their behavior towards financial decision making;
- design and implement social protection schemes and programmes to meet herders' needs and interest, in a way to ensure income guarantee along their life cycles;
- integrate policy and administrative innovations in the national social protection system;
- have a robust research and development capacity to improve social protection system as a whole;
- delivers benefits and their administration the diverse needs of men and women in any occupation and any age groups
- know how to communicate with stakeholders and herders for better understanding and knowledge and ensure their participation;
- exchange knowledge and practices with other countries and learns from international best practices, recommendations and norms on social protection;
- is committed to increase its ability to finance and replicate the good practices and recommendations to improve social protection for herders and;

### **IF** herding men, women, boys and girls,

- have access to knowledge and information about social protection, social and economic resources and assistance in livestock management and business management and improvement;

- are convinced of the benefits of social protection; and
- are enrolled in contributory schemes of social and health insurance; and

**IF** the Government, and social partners, herders, IFIs and others,

- are regularly engaged in dialogue and reach consensus on the level of social protection benefits, financing strategy, the minimum allocation of national budget to social protection...

**THEN** Mongolia can divert the herders' paths to a universe free of poverty, and make substantive progress towards achieving social and economic development for the country as a whole.

The following assumptions need to be closely monitored by the RC office and PUNOs:

- Government's budget, programme and services for herders and their livelihoods are gradually increased;
- Herders' income and participation in policy and social and economic development process is enhanced;
- Current revision process and discussion of social insurance and social welfare laws is given continuity and consider the inputs produced by the UNJP;
- Past, present and future projects and programmes supported by the development partners including bilateral cooperation agencies (GIZ, SDC, etc.), IFIs (WB, ADB, etc.) keep their focus on this particular group and social protection.
- Level and quality of participation of central and local government partners in the UNJP, including the level of financial support for the activities of the UNJP and for the implementation of proposals arising from the UNJP is ensured;
- The capacity and training needs of relevant government offices to translate project activities into sustainable and concrete action within the government's programme and budget during and beyond the life of the UNJP are supported;

The PUNOs will, in partnership with national and development partners, carry out a range of activities to generate in depth and diagnostic knowledge about the financial health of herding men and women and their social and economic interests and capacities, identify barriers in social protection systems and other government programmes that have compromised their access to social protection benefits and have not adequately protected them from disaster-related shocks, and most importantly create platforms for assessment-based dialogue and consensus on social protection benefits and financing strategy.

The activities of the UNJP will generate know-hows and capacities to fill in the gaps in Mongolia's current social protection system for herding men and women. Through the UNJP, the social insurance schemes would see effective adjustments in reaching out to herding men and women; more livelihood and employment support programmes for herding men and women are more integrated; the Child Money Programme and the Livestock Disaster Risk Reduction would contain shock-responsive measures protecting herder families from falling further behind in poverty amidst the changing climate patterns; and the civil society and herding men and women and their representative organization will have voices to negotiate and influence government's spending decision toward sustainable and adequate social protection benefits for herding men, women, boys and girls.

At the completion and beyond the UNJP, herding men and women will be able to sustain their improved income earning power and their nomadic lifestyle in health and in wealth, despite the continued changes in climate patterns; they will recognize the importance of social insurance and protection; they will enroll in social insurance and actively participate in dialogue and process to improve the schemes and benefits of social protection in Mongolia. The government will have greater capacities to regularly align social protection schemes and benefit levels to the needs of herding men and women, invest in research,

knowledge, and social dialogue to guide its policy and decision on social protection, and maintain social protection benefits for all sexes, ages, occupations and physical abilities at the levels of individual needs.

## **2.3 Expected results and impact**

### **SDG acceleration**

This UNJP will facilitate creation of knowledge, understanding and consensus about what and how to improve social protection for men, women and children in the herding population. It will empower herders, governments, civil society organizations, development partners and UN system to make informed decisions about pensions, health insurance and disaster preparedness. Through the work of PUNOs and national counterparts, the UNJP will generate research tools, increased skills and efficiency of social protection administration and delivery, new mindsets in support of greater and lasting investments by individual herders and governments in pension, health insurance, shock-responsive measures in the Child Money Programme and livestock management. By engaging the whole of the social protection's stakeholder community in Mongolia, the UNJP is demonstrating what is feasible, how to overcome challenges, and reasons for investing in social protection and shock-responsiveness. New mindsets and behaviours of herders and organizations will generate lasting demands for social protection, hence sustainable investments in ensuring adequate benefits and universal coverage to reduce poverty risks for all.

### **Trade-offs vs. Win-win**

As far as PUNOs, partners and stakeholders understand, there are no significant tradeoffs resulting from the UNJP implementation, but a win-win situation. Extending social protection to herders and making it more accessible benefit the herders by generating income security and reduced risk during shocks, thus help the herder families, including the children, to fall into poverty. On the other hand, extension of social insurance to herders will lift off the future burden to the budget, by reducing the needs for provision of social welfare pension to those who are not eligible receive pension from social insurance fund. However, there might be a perception of trade-off for poor households who may have to make a decision between short-term losses (contribution to the social insurance scheme) and long-term gains (old age pension). The design of the scheme will be important in managing these potential trade-offs.

### **Expected impact**

Herding men, women, and their girl and boy children will have improved wellbeing as a result of having access to adequate social protection benefits that meet their individual needs. Their livelihoods, measured by increased earning power, access to education and other social services and reduced loss of animals from disasters or other calamities, will improve as a result of their increased knowledge to manage livestock and access related insurance.

The government will have increased capacity to discern the specific needs and interests of the herding population, make necessary adjustments to the administration of social protection system and secure fiscal space and effective resources mobilization strategy for a sustainable social protection system.

A culture of social protection will become a prominent feature in Mongolia whereby social groups recognize the importance and relevance of social protection to their individual wellbeing, engage in social and policy dialogues and reach consensus and national pact to secure access to sustainable social protection benefits.

## Expected outcomes and outputs:

As a result of the contribution of the UNJP, the Government of Mongolia will, by 2022, have undertaken actions towards improving the administration and delivery of pension and health insurance scheme and shock-responsive social assistance for herders' children and herding households, and identifying fiscal space and financing strategy for universal and sustainable social protection system. The Government will consider design changes in the social protection programmes – social insurance, social welfare and employment promotion programmes. All these results will feed into achievement of UNDAF Outcome 2 "By 2021 the poor and marginalized population benefit from better social protection including increased utilization of quality and equitable basic social services", which is the overarching outcome of this project.

The UNJP has three expected outcomes as follows:

- **Outcome 1:** More herding man and women will be covered by health and social insurance as a result of:

**Output 1.1:** Innovative solutions responding to life contingencies and social insurance needs of herding men and women applied to administration and delivery of pension and health insurance schemes. Findings from a behavioral study of herder men and women of various age group will provide information about the specific needs and interests of herding men and women and guide the ILO and other PUNOs and government counterparts in designing and implementing adjustments in social and health insurance schemes and delivery of services, design and launch a social protection information campaign targeting at herders, and monitor and document changes and related factors in herders' enrollment in social and health insurance system. The ILO will partner with the GASinsurance, Mongolia Decent Work Youth Network, herders' associations and the MLSP in the delivery of these outputs. The ILO and UNFPA will ensure coordination between the work on social insurance and employment support (Output 1.2).

**Output 1.2** Improved income generating and entrepreneurship promotion activities/programmes accessible to herding men and women. The ILO and NAMAC will reactivate and expand its rural cooperative programmes in selected soums. The cooperatives will provide a range of services and facilitation for herders to access social services, information and social resources. The ILO will support NAMAC to organize business development as well as wool and cashmere processing training through cooperatives. UNFPA will implement herder-oriented life skills and social entrepreneurship training programme through its existing programme at 32 *Youth Development Centers (YDCs)*, which are under the management of the Family, Children and Youth Development Departments, and at life-long educations centers.

*The Life skills training gives young people the tools to make informed choices in their lives and to respect the choices and rights of others. Young people who lack such skills are more likely to partake in risky behaviours, including actions that adversely affect their sexual and reproductive health and career opportunities. Therefore, women and girls have more opportunities to get involved in the social entrepreneurship interventions.* Through the UNJP, UNFPA will initiate a social entrepreneurship programme to support small business start-ups by herding men and women with seed funds for qualified proposals. Preferences will be given to those that will income sources and therefore to enhance shock-responsiveness. UNFPA will engage a national NGO "Development Solutions" to provide entrepreneurship training.

This outcome will be measured by number of herders covered by health and social insurance, disaggregated by men and women, and age groups.

- Outcome 2:** Government, having consulted with social partners, will have increased capacity to make available improved organizational structures, financial and technical resources or improved training tools to effect shock-responsiveness social protection for herding men, women, boys and girls. The UNJP's contribution towards this outcome will be based on feasibility assessment of existing social assistance schemes for herders' children and livestock management, pilots, international exchanges, and documentation of results and experiences. Two specific outputs are planned.

**Output 2.1** Shock responsive social protection measures focusing on boys and girls in herder families piloted and documented. UNICEF, in partnership with MLSP and AFCYD, will assess the Child Money Programme so as to identify available and suitable options for shock-responsive protection for boys and girls and thereafter implement a pilot. Key concerns will be effective identification of boys and girls at the highest risks of climate-related shocks; disbursement strategies to ensure that the children would ultimately benefit from vertical expansions and selection of locations most at risks of dzuds. UNICEF will also organize south-south exchange to enrich the capacity building of government officials. The pilot will be monitored and documented to inform the final cost proposals to be submitted to the government.

**Output 2.2** In cooperation with NEMA, the RIMA-II model will be tested in target 3 soums in order obtain evidence to revise existing "A Procedure to Assess Drought and Dzud Conditions". RIMA is an innovative quantitative approach that allows explaining why and how some households cope with shocks and stressors better than others do. The list of indicators adopted by RIMA has been peer-reviewed and builds on the existing literature on resilience and vulnerability analysis. Also, statistical properties of the indicators vis-à-vis their explanatory power for resilience are assessed. The list of variables includes indicators of Adaptive Capacity; of productive and non-productive Assets; of Access to Basic Services; and of Social Safety Nets. Especially because of the inclusion of social safety nets, RIMA is particularly suited for the impact assessment of social protection interventions on resilience. The list of indicators is highly context specific; however, a core group of variables is constantly included in the estimation process. These variables include social capital, social transfers, and social networks, reliability of social safety nets and predictability of social safety nets. Data collection for RIMA will be linked with two initiatives led by WFP: the Platform for Real-time Impact and Situation Monitoring (PRISM) and mobile Vulnerability Analysis and Mapping (mVAM).

The second stream of the work will focus to deliver integrated approaches at soum level, supporting herder communities' capital and capacity that strengthen the resilience of poor young and female-headed households. The three key dimensions' focus on: 1) encouraging social cohesion, solidarity and engagement of vulnerable young and female-headed households in herders' organizations or women groups (social), 2) strengthening productive skills and technical capacities by working on good animal husbandry and environmental practices for disaster risk reduction (technical) and 3) facilitating access to rural finance opportunities (financial).

This outcome will be measured by the fact that Government, in consultation with social partners, considers improved organizational structures, financial and technical resources or improved training tools for herders' increased resilience.



- **Outcome 3:** Government, in consultation with social partners, will have formulated a financing strategy and resources mobilization approaches to secure adequate budget for social protection that takes into account a whole life cycle approach. Stakeholders, herders, governments and development partners' improved understanding and appreciation of the significance of social protection to sustainable social and economic development and what is feasibility in Mongolian settings will be an important driver to support the emergence of this outcome.

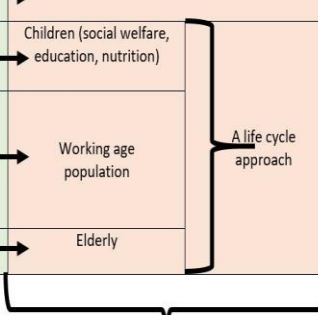
**Output 3.1:** The PUNOs establish a national dialogue on four pillars of a social protection floor – health, children, working age population and elderly – with focus on herding men and women **and** engage national stakeholders in the process, as means to raise awareness on the importance and relevance of social protection to everyone's wellbeing and to facilitate public participation in policy process. The social protection floor defined and cost in 2015<sup>30</sup> by all stakeholders, as well as the recommendations produced under Outcome 1 and Outcome 2 will be the foundation for discussion. The dialogue will discuss the proposed social protection programme changes and related costs. The conclusion will be submitted to the Government and social partners for further consideration and decisions. Annual social protection stakeholder conference will be hosted by the UN Resident Coordinator and the Government. There will be series of dialogues and conferences on social protection actively involving youth, women, herders and persons with disabilities with highlighted discussion on shock-responsive social protection, gender equality and leaving no one behind. Social protection fiscal space and sustainable resource mobilization analyses will be conducted to respond needs different social groups, including women and different age groups. All PUNOs and national partners will be contributing to the delivery of this output, under the guidance of UNRC, which shall be examining and identifying options for social protection financing in Mongolia. The UN will resume the Social Protection Working group which operated during the period of previous UNDAF. The study recommendation will be submitted for policy discussions and decision making.

This outcome will be measured by the fact that Government, in consultation with social partners, formulate a financing strategy for SP for herders that takes into account a whole life cycle approach, for male and female herders.

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<sup>30</sup> Social protection on assessment based national dialogue: Definition and cost of a social protection floor in Mongolia  
[https://www.ilo.org/asia/publications/WCMS\\_369999/lang--en/index.htm](https://www.ilo.org/asia/publications/WCMS_369999/lang--en/index.htm)

UN Social Protection Floors (SPF) for all herding communities

PUNOs to lead or contribute to the assessment based dialogues	Four national dialogues- Four guarantees or elements of SPFs: (assessment → discussion of options → agreed options → costing of agreed options → validation)	National and other Stakeholders	Joint project contributions (Outputs)
ILO, UNFPA, UNICEF	Health	MLSP, MOH, GAHI, WHO	Behavioral study, Costing exercise
UNICEF	Children (social welfare, education, nutrition)	MLSP, MOECS, GALWS, NEMA	CMP top-up pilots, Costing exercise
ILO, UNFPA, FAO	Working age population	MLSP, <a href="#">GASInsurance</a> , CMTU, MONEF	Behavioral study, Pilots of innovative solutions, Costing exercise, life skill/business/ entrepreneurial trainings
ILO, UNFPA	Elderly	MLSP, <a href="#">GASInsurance</a>	Behavioral study, Costing exercise
			
Policy Recommendation and costing			

The outputs of the UNJP will contribute to the following expected outcomes at the end of the programme. First, thanks to adjustments and innovative solutions to social and health insurance schemes and employment promoting activities, more herding men and women will have access to services to improve their livelihoods and are convinced of the benefits of social and health insurance. An increase in herder coverage is expected. The MLSP will have received recommendations about what worked and where to strengthen and further improve in the administration of schemes and coordination between employment support services and social protection. Second, assessments and pilots of vertical expansion of the benefits from the Child Money Programme and implementation of measures to address mitigate livestock vulnerabilities will lead informed decisions, taking into account the diverse social and economic vulnerabilities of herding men, women, boys and girls, to replicate and institutionalize shock-responsive measures in social protection schemes. Finally, policy makers, stakeholders, development partners will have been engaged in assessment-based dialogues and conferences throughout the two-year period. Through a consultative process the government will have identified a workable financing strategy to sustain and expand social protection benefits to meet the specific needs of men, women, herders, boys and girls and persons with disabilities.

The increase in terms of social protection coverage and integrated shock-responsive social protection benefits, including increased public expenditures social protection, will be in direct support to Mongolia’s pursuit of SDG 1.3, 1.5 and 13.1, and indirectly SDGs 4.4, 5.c, 8.5 and 17.17.

**The End Game**

Mongolian herders – men, women, youth, girls, boys, the disabled and everyone – will have an income security and access to quality health care throughout their life cycle, and are prepared, as ever, for natural disasters such as dzud. All will be under social protection through contributory and non-contributory schemes.

Local communities will have disaster risk reduction strategy and coping mechanism, and herders will become financially able to enroll in social insurance programmes and prepare for shocks and disasters thanks to life skill and livelihood improvement trainings offered through youth development centers. Herders are more united in cooperatives, and will become better players in commodity markets. As members of herder cooperatives, they have access to high quality skills training, business support, and information. Thanks to

the cooperatives and the strong voices of women leaders in the herder communities, herding men and women have formed groups and engaged in a few businesses. When the herds died prematurely, they have other sources of income.

Those with young kids trudge on with confidence, knowing the monthly allowance from the Child Money Programme could protect their children from hunger, keep them in school and guarantee them quality childhood when the next dzud comes. Aging herders become nobody's burden. They have their own old-age pensions. Everyone eagerly participates in town hall debates and dialogues to discuss who is lagging behind socially and economically and what can be done to protect each group from falling further behind. The government feeds national and local debates with the results and findings from social protection needs assessment and system performance. The economy goes through its booms and bust cycle but national spending on social protection is not compromised.

## 2.4 Financing

The implementation of this UNJP will need a budget of at least USD 2,365,000, of which USD 1,990,000 will come from the UN SDG Fund. The remaining amount represents direct and in kind contribution of the PUNOs. Directing the implementation is the UN Resident Coordinator and his power to coordinate and mobilize further support from other UN agencies, when needed.

The UNJP budget will be used for UN agencies **and** government agencies to jointly cultivate integrated social protection by, on the one hand, coordinating social and health insurance and employment support services and by, on the other hand, mitigating risks from climate-induced shocks through the Child Money Programme and the livestock management programme. Each of these issues – lack of social and health insurance, lack of income, the high risk that comes with having only one way of earning, school dropout and child malnutrition as a result of climate-related disaster, and death of animals –impoverishes herding men and women profoundly and lastingly. The UNJP's strategic edge is its focus on a joint learning of the PUNOs, the UNCT, national and local governments, social partners, herders' communities, herding men and women and its call for change of behaviors at the individual (i.e., herders) and organizational (i.e., social protection system, governments and UN) levels. The UNJP's budget support for knowledge creation, practical actions, dialogues and discussions among government, social partners and development partners provides for catalytic results: the UNJP activities are a breeding ground for a culture of social protection in Mongolia, where social protection concerns bind inter-ministerial work and where making social protection responsive to the specific needs of men, women, boys and girls of various classes and occupation is the main driver in Mongolia's public policy.

There are indeed other ways to coordinate government policies, meet herders' social protection needs and improve and increase national expenditures on social protection. Those alternative approaches differ from what the UNJP proposes. Their focus may be singular and thus risk leaving certain needs of members of the herding communities behind. They may focus on improving certain aspects of national social protection and providing technical excellence and world class solutions to make Mongolia's social protection better. Sustainable changes will have to come from within and hence fostering understanding and commitments of herders – men and women, governments, society at large to define their needs and their own action.

The budget for the project is a gender-mainstreamed budget. It provides for action that will engage women in the herder communities, improve their access to social services and economic empowerment activities, and alleviate their burden in the after climate crisis. The project key result of effecting sustainable budget for social protection will pave ways for women herders to receive equal opportunity and treatments. It is also expected that about 20% of the project budget will be used for securing gender expertise from national

women's organizations and another 20% for improving herding women's access to social and economic resources.

The UNJP will be implemented alongside with the EU budget support for Mongolia, estimated at EUR 50 million, during 2020-2024, which is coordinated by the Ministry of Labour and Social Protection and is aimed at enhancing the effectiveness of public finance management in the areas of employment and labour, with special focuses on vocational training, employment services, productivity and competitiveness in the agricultural value chains and labour compliance and international labour standards. UNDP, FAO, UNIDO and ILO will be participating in this EU-funded programme by providing technical assistance to the MLSP and other relevant national partners. Against this backdrop, the UNJP budget creates an opportunity for building synergies between the two programme and leveraging the learning and recommendations from the UNJP within and through the EU budget support.

## **2.5 Partnerships and stakeholder engagement**

The UNJP has received the strong support of the Ministry of Labour and Social Protection, and the programme document was developed in close coordination with Social Protection Policy Implementation Coordination Department and Population Development Departments of the MLSP. It is recognized that the project will make a critical contribution to the Mongolian Government's efforts to make public financing system SDG-oriented and supports the possibility of investing in long-term strategic priorities including social protection.

After the approval of the Concept Note of the UNJP in August, the PUNOs and the MLSP, including the ministry's affiliated bodies such as the National Commission on Gender Equality, Agency for Children, Youth and Family Development, NAMAC, civil society organizations and World Bank, SDC and ADB have met and contributed to the articulation of the UNJP's Theory of Change and Result Matrix. The MLSP has identified key stakeholders and specifying the roles and responsibilities of local and national governments and the PUNOs.

Within the framework of UNDAF 2017-2021, strengthening existing and developing new partnerships have been identified as critical to delivering results in Mongolia. Accordingly, the UN in Mongolia, through active leadership of RCO, will commit specific efforts to engage partners during program implementation, particularly in the areas of monitoring and evaluation, and communication and visibility.

The MLSP will lead the implementation of the joint programme. It is very important that the MLSP is in charge of both social insurance and social welfare issues, and the programme is timely when there is an ongoing effort to reform social insurance and social welfare laws. Ministry of Population Development and Social Protection (predecessor of MLSP) has launched an assessment based national dialogue involving all stakeholders including UN agencies and development partners to define financially affordable social protection floor for Mongolia.

The PUNOs intervention in social protection system in the country is unique, and technical, yet it has years of experience of working in the area. The ILO will attempt to define root cause of large gap of social insurance coverage in the country, which particularly relevant to herders.

Authority for Family, Child and Youth Development will provide life skills training to herders with the support of local branches of the National Center for Lifelong Education. The trainers in these centers have already been trained within the framework of Youth Development Project (2013-2018) jointly funded by the Swiss Development Cooperation Agency and UNFPA.

The Development Solution NGO is the implementing partner of current UNDAF (2017-2021) contributing to social entrepreneurship interventions for the Integrated Support Project implemented in Umnugobi province by partners: Umnugobi Governor's Office, Gobi-Oyu Development Support Fund, UNICEF, UNFPA WHO and Australian Embassy. General Authority of Health Insurance will provide training benefits of health insurance and participate in the monitoring and evaluation.

While this area is somewhat new in relation to social protection, major steps have been taken towards establishing regular forecast-based early action in Mongolia, including a dzud early warning system, which is operational and serves to trigger key early actions focused on livestock survival. The system consists of an annual dzud risk mapping carried out by NAMEM, followed by early action planning with NEMA and the MFALI during which the targeted release of subsidized state fodder reserves and coordination of 'otor' (movements of herds by herder households to available pasturelands) by local government take place. The dzud risk mapping is based on 14 indicators (such as rainfall, temperature, pasture capacity) that are collected throughout the year, and is produced in late October, late November and at the end of December. It is disseminated via multiple channels including NEMA, other relevant Ministries, and mass media, and is intended to reach herders in order that they may make necessary preparations.

The Mongolian Red Cross Society has implemented a forecast-based early action program providing unconditional cash and animal care kits including vitamins to help them survive the winter, while World Vision and Save the Children have also implemented forecast-based distribution of fodder and cash to herders at risk of dzud.

In 2017/2018, the Mongolian Red Cross carried out the Forecast-based Financing for Vulnerable Herders in Mongolia Project, which aimed to help 2 000 herder households in 40 Soums identified through the NAMEM risk mapping to cope with the effects of the dzud through the provision of animal care kits and unconditional cash.

Save the Children and World Vision also implemented a forecast-based project in response to the dzud in 2019, providing herder households with a combination of fodder and cash in Soums identified as high risk by the NAMEM risk mapping.

While FAO has also implemented a project which purchased meat from herders then distributed it to vulnerable households in Ulaanbaatar, this represents a different type of intervention that does not fall into the category of 'cash transfers'.

While a 'Cluster' for humanitarian cash does exist, it is largely ad hoc and does not include strong government participation. As such, the opportunities for both learning and coordination with government are limited.

There is currently no formal, government-led mechanism for coordination between disaster management/humanitarian and social protection actors through which the discussion on SRSP can move forward in a concrete manner. Development partners and humanitarian partners are undertaking a number of interesting activities in the SRSP and Forecast-based Financing spaces, from which important lessons might be generated, and which efforts would benefit from greater coordination to avoid overlap and duplication, and improve complementarities.

Overall, disaster management under NEMA and Social Welfare under MLSP operate in isolation; this, unfortunately, tends to be the norm rather than the exception when compared to other countries.

The same is reflected at the Province level, where winter preparedness plans led by NEMA also fail to include the MLSP, and particularly the GALSW as part of planning or planned

response, even around welfare-related issues (although not necessarily welfare benefits related issues).

In December 2018, the Deputy Prime Minister issued an order (Number 114) calling for the establishment of the 'Working Group To Strengthening Capacity For Early Warning And Early Action in Dzud Disasters', and the implementation of an action plan for early warning and early actions for dzuds. The working group composition laid out in the order included a range of Ministries, including the Director of the Population Policy Implementation and Coordination Department, MLSP, but not those MSLP Officers involved in the provision of Social Welfare. These measures are established under the Law on Disaster Protection, which does not include provisions for social welfare. As such, while any coordination around SRSP should have strong coordination with this group, SRSP is unlikely to gain significant traction as an activity to be implemented within it.

On the 'humanitarian cash' side (i.e. cash transfers delivered by humanitarian organizations in response to crises), an area that is rapidly evolving and for which funds are more readily available due in part to the commitment of humanitarian partners to 'gear up' the use of cash in humanitarian settings in the Grand Bargain<sup>31</sup>, an ad hoc 'Cash Working Group' does exist but participation from government actors is limited.

It is recommended use the pilot to test and demonstrate the value of a coordination mechanism bringing together disaster management and social protection actors to government authorities at the national and sub-national levels in order that such a system might be formalized in the future.

Herding men and women as target group of this project will be involved in the planning, implementation, monitoring and evaluation of the UNJP. There are number of herders' associations, pastureland users' associations and agricultural cooperatives who will work with the project and guide us in planning and provide advice on addressing implementation challenges. Workers' and employers' organizations have limited number of representation from herders, in perspectives of both employer and worker. The project will also assist the social partners to initiate a dialogue with herders so that to extend their respective membership to herder community so that their voices are heard and rights are protected at the same time.

### **3. Programme implementation**

#### **3.1 Governance and implementation arrangements**

The programme will apply an inclusive approach through a **Steering Committee** co-chaired by the Government and the UNRC Office, and the committee comprises the labour and finance ministries, National Commission of Gender Equality, PUNOs, as well as social partners such as herders' associations and workers' and employers' organizations, who are the members of the Social Insurance National Council, and civil society organizations with demonstrated expertise and track records on promoting gender equality and women's empowerment in Mongolia. The project unit under the Lead Agency will work as secretariat of the Steering Committee. The SC will provide strategic guidance and oversight, approve work plan and budget, advocate additional resource mobilization for the programme, and

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<sup>31</sup> "The Grand Bargain is an agreement between more than 30 of the biggest donors and aid providers, which aims to get more means into the hands of people in need. The Grand Bargain was first proposed by the former UN Secretary General's High-Level Panel on Humanitarian Financing in its report "Too Important to Fail: addressing the humanitarian financing gap" as one of the solutions to address the humanitarian financing gap. The Grand Bargain includes a series of changes in the working practices of donors and aid organizations that would deliver an extra billion dollars over five years for people in need of humanitarian aid. These changes include gearing up cash programming, greater funding for national and local responders and cutting bureaucracy through harmonized reporting requirements". <https://www.agendaforhumanity.org/initiatives/3861>.

initiate and nurture new partnerships. The steering committee will meet annually, and may also call for a meeting on urgent matters.

Additionally, key partners such as government organizations, herder associations, employers, workers, women and youth organizations, civil society and development partners will be invited to **task forces** and/or working groups on thematic areas, i.e. social insurance (ILO), shock responsiveness social protection (FAO and UNICEF), youth development and livelihood training (ILO and UNFPA), and financial study and assessment based national dialogue (ILO, UNFPA and UNICEF). The UN will resume the Social Protection Working group which operated during the period of previous UNDAF, and continue its dialogue and information sharing with development partners in this field.

**MLSP** will play a leading role in implementation of (i) extending and elaborating innovative and unconventional solutions to enroll herder families and children, and (ii) organizing livelihood and behavioral change trainings. The MLSP closely works with all groups of Mongolian society including children, youth, women, persons with disabilities and herding population. The MLSP leads the work of social protection sector reform including revision of laws on social insurance and social welfare. The concept note was closely discussed with MLSP Social Protection Policy Implementation Department and Population Development Department.

**MOF and MLSP** closely work together with PUNOs on results based budgeting structure to ensure funding availability and financial sustainability to cater for the new innovative modalities proposed for extension of social protection.

**UN Gender theme group and the NCGE, and other and women's rights NGOs** will bring to the task forces their gender lenses and expertise, experiences in giving women's voices and their organizational assets and networks for effective gender mainstreaming and specific actions within and beyond the UNJP to foster synergies with other on-going initiative on gender equality in Mongolia. UNFPA is an asset bringing gender dimension to the joint programme.

**CSOs and NGOs** such as herders' association, employers and workers organizations, youth organizations and development partners will participate in design and implementation of the project activities to reach out the most vulnerable groups of the society.

**Mongolian Employers' Federation and Confederation** and **Mongolian Confederation of Trade Unions** are the closest partners of the MLSP on labour and social issues, and both sit in the National Council on Social Insurance, a governing body of the social insurance and health insurance funds.

**Mongolian Herders' Association**, established in Jan 2017, works to protect the environment, improve quality of animals, and improve income generating capacity of herders including training of young herders. All three objectives are relevant to the joint programme. One of the participating agencies have started working with it already, and new opportunity and partnership is ahead of us for both the programme and association.

PUNOs will appoint a programme coordinator who will report to the lead agency. The coordinator will be responsible for managing the partnership of PUNOs, Government and other partners and supporting policy dialogue in addition to the day-to-day running of the program activities. The program team will be supported by PUNOs Country Offices with adequate backstopping from respective regional and HQ technical teams.

The proposed governance set up with the MLSP and the UNRC as programme executives will facilitate maximizing the synergies between the UNJP and other relevant on-going initiatives, not the least the EU Budget Support to Mongolia where the MLSP and the UNRC as well as PUNOs, and the EU Delegation in Mongolia are involved.

### 3.2 Monitoring, reporting, and evaluation

*The first part is standard text – do not change. You may add internal procedures and processes if needed.*

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>32</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and

A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

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<sup>32</sup> This will be the basis for release of funding for the second year of implementation.



After competition of a joint programmes, a final, *independent and gender-responsive*<sup>33</sup> *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on [Joint Evaluation and relevant UNDG guidance on evaluations](#). The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant

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<sup>33</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

1. Agency name: International Labour Organization  
Agreement title: Memorandum of Understanding: Mongolia Decent Work Country Programme, 2017-2021  
Agreement date: 06 December 2017
2. Agency name: Food and Agriculture Organization of the United Nations (FAO)  
Agreement title: Country Programming Framework 2012-2020  
Agreement date: 04 October 2012
3. Agency name: United Nations Population Fund (UNFPA)  
Agreement title: Agreement between the Government of the People's Republic of Mongolia and the United Nations Development Programme  
Agreement date: 28 September 1976
4. Agency name: United Nations Children's Fund (UNICEF)  
Agreement title: Basic Cooperation Agreement between the United Nations Children's Fund and the Government of Mongolia  
Agreement date: 08 February 1994

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person
EU Budget Support to the Government of Mongolia	Under negotiation.	Yes in all components.	MLSP, MOF	EU Delegation to Mongolia	EUR 43 million from the EU.	MLSP (to be confirmed at a later date)
Technical assistance to EU Budget Support to the Government of Mongolia	Results based budgeting in labour and employment sector	Yes in all components.	UNDP	MLSP, MFALI, GASI, and national government	EUR 7 million from the EU	UNDP representative to Mongolia (to be confirmed at a later date)
	National budget stands up for public oversight		UNDP			
	Employment Promotion Programme is effectively implemented leading to more and better decent work including in the agricultural sector		UNDP, FAO, UNIDO, ILO			
	Strengthened capacity of labour inspection system		ILO			
Formalization of employment	More and better services by CMTU and MONEF to facilitate their respective members to make transitions from the informal economy to the formal economy Joint action by UN to address transition from the informal economy to the formal economy	Promotion of social insurance and social protection extension to workers and employers in the formal economy	ILO, MLSP, CMTU and MONEF	GASI, UNRCO	ILO Regular Budget Supplementary Account, USD 500,000	<u>L. Amgalan, National Project Manager, ILO, lamgalan@ilo.org.</u>

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person
Building disaster and climate resilience of agriculture sector to achieve the SDGs in Asia TCP/RAS/3703	Strengthened capacity of agriculture sector in selected Asian countries for disaster and climate vulnerability and risk assessment (VRA) and use of risk information to plan/implement DRR and CCA actions while contributing to Sendai Framework for DRR and SDGs monitoring and reporting.	Vulnerability and risk reduction in agriculture sector.	FAO Regional Technical Cooperation Programme in Asia	Governments	FAO USD 500,000	Ms Vinod Ahuja FAO Representative vinod.ahuja@fao.org
Piloting the Climate-Smart approach in the livestock production systems (TCP/MON/3703 )	To build an economically viable and competitive climate resilient livestock sector that is capable of providing safe and healthy food for the population, increase exports	A set of training module on Climate Smart Livestock Management, developed on evidences gathered from the pilot project will be used.	FAO Technical Cooperation Programme in Mongolia	MFALI	FAO/ USD 250,000	Ms Jigjidpurev Sukhbaatar Livestock Emergency Focal Point jigjidpurev.sukhbaatar@fao.org
Child Focused Shock-Responsive Social Protection	Demonstration of value of mainstreaming SRSP into the national social protection system	The JP is closely aligned with the pilot programme, and is complimentary to the project.	UNICEF	MLSP, NEMA	110,000 USD (KOICA)	Enkhnasan Nasan-Ulzii enasanulzii@unicef.org

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person
Platform for Real-time Impact Situation Monitoring (PRISM) <a href="https://docs.wfp.org/api/documents/WFP-0000104276/download/">https://docs.wfp.org/api/documents/WFP-0000104276/download/</a>	A climate impact surveillance and early warning system to enhance the use and reliability of drought and dzud risk maps, integrating with vulnerability and hazard mapping and other socio-economic data.	The target population and children of the SRSP measures, that are being designed and piloted by UNICEF jointly with the Government, will be able to select based on PRISM.	WFP	NAMEM, Mercy Corps, USAID		<a href="mailto:ellen.kramer@wfp.org">Ellen Kramer ellen.kramer@wfp.org</a>
<u>Integrated Support Programme for Women and Young People's Health</u>	By 2021, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized.	Life skills education and social entrepreneurship at soum level	UNFPA	Umngobi Governor's Office, Gobi-Oyu Development Support Fund, UNFPA, UNICEF, WHO and Australian Embassy	Gobi Oyu Development Support Fund: USD 1,754,000 UNFPA: Usd 1,230,000 UNICEF: USD 320,000 WHO: USD 204,000 Australian Embassy-USD 500,000	Shinetugs Bayanbileg, bayanbileg@unfpa.org
Green Gold and Animal Health project	To protect rangeland and increase the livelihoods of herders for 1,300 pasture-user groups (PUGs), representing more than 42,000 households.	Herder community pasture management plan and support for creation of herders' micro-credit schemes, creating linkages with raw material processors	SDC	in 11 out of 21 aimags	SDC	Ms. Enkh-Amgalan Tseelei, Project Manager, Phone: +976-11-326401-121 Phone: 976 - 99182038 Email:

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person
		and improving readiness of herder for shocks				enkhamgalan@greengold.com

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

Set targets in the tables below, if relevant

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: Integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>34</sup> - Number of shock-responsiveness social protection schemes for herders' children and assets piloted for future improvements and replications (UNICEF and FAO)	0	1
1.2: Integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>35</sup> - Accessibility of social insurance schemes and benefits for herders - Social insurance coverage will be increased from 15 to 20 per cent and health insurance from 40 to 50 per cent.	0	1

**Joint SDG Fund Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>36</sup> (disaggregated by % successful-unsuccessful)	0	2
3.2: # of integrated policy solutions that have been implemented with the national partners in lead (shock)	0	1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

<sup>34</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>35</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

<sup>36</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

### **Joint SDG Fund Operational Performance Indicators**

- Level of coherence of UN in implementing programme country<sup>37</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
  
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
  
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or draw upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
  
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

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<sup>37</sup> Annual survey will provide qualitative information towards this indicator.



## 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner	Partners cooperate and/or consult
<b>Outcome 1:</b> More herding men and women access social and health insurance effectively						
Outcome Indicator 1: Number of herders covered by health and social insurance, disaggregated by men and women, and age groups	According to GASInsurance, 40,906 (22,856 are women) and 114,610 (55,420 are women) <sup>38</sup> herders are covered by social insurance and health insurance respectively, which accounts for only 15 per cent and 40 per cent, respectively, of total of 288,7 thousand herders <sup>39</sup> . Less than 40 per cent of herders are covered by health insurance.	Gradual increase leading to 2021 Target	Social and health insurance coverage is increased from 15 to 20 per cent and from 40 to 50 per cent, respectively.	GASInsurance administrative data	MLSP, (GASInsurance), MONEF, CMTU, ILO	WHO ADB
<b>Output 1.1:</b> Innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of social insurance schemes, both men and women						
Output Indicator 1.1: Number of innovative solutions recommendations for improvements or design of new schemes for herders, including measures responding to women's specific needs and interests.	Integrated Sectoral Database (ISDB) that uses MySQL, with 10 million household data records occupying 4.1 gigabytes, and able to serve up to 10,000 simultaneous users. The architecture and database for ISDB was developed under the Food Stamp Program from the proxy means test survey response and protocols. <sup>40</sup>	Discussions and dialogues organized to come up with innovative solutions and creativeness.	At least 2 innovative solutions tested to improve coverage of social insurance.	Project report or relevant links	MLSP, (GASInsurance), MONEF, CMTU, ILO	ADB ( <a href="https://www.adb.org/publications/improving-delivery-social-protection-ict-mongolia-nepal-vietnam">https://www.adb.org/publications/improving-delivery-social-protection-ict-mongolia-nepal-vietnam</a> )

<sup>38</sup> Data received from GASInsurance, September 23, 2019;

<sup>39</sup> [www.1212.mn](http://www.1212.mn)

<sup>40</sup> <https://www.adb.org/publications/improving-delivery-social-protection-ict-mongolia-nepal-vietnam>

<b>Output 1.2</b> Improved income generating and entrepreneurship promotion activities/programmes accessible to herding men and women						
Output Indicator 1.2 Number of cooperatives/herders using services offered youth development centers including life skill and income generating training.	UNFPA has prepared 90 trainers of the Life-Skill trainings and the trainings are offered through Youth development centers and Lifelong Education Centers in each soums of Mongolia, which are currently operating under the AFCYD. The UNFPA has supported 17 out 32 Youth Development centers in 2014-18. ILO has supported the development of the XXI century Herder training guide, MyCoop, and Animal Benefits training modules and tested in Bayankhongor and Uvurkhangai aimags in 2015.	At least 100 herding men and women are trained on life skills and livelihood skills	At least 100 herders are trained on life skills and livelihood skills. At least 60 herding men and women have started a business and/or cooperative.	Project report, social media	MLSP Authority for Family, Child and Youth Development; National Center for Lifelong Education, Development Solutions NGO, NAMAC, DW4YN UNFPA, ILO	MONEF, CMTU,

<b>Outcome 2:</b> Institutional capacity to mainstream shock-responsiveness into the national social protection system strengthened						
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Outcome indicator 2: Government, in consultation with social partners, considers improved organizational structures, financial and technical resources or improved training tools for herders' increased resilience.	Existing social protection schemes and husbandry services for herders are not sensitive to shocks, disaster risk reduction and management.	None	MLSP prepares and submits a proposal on shock-responsiveness measures for herders for parliament discussion.	MLSP bulletin	MLSP, MFALI, GALWS,	UNDP, World Vision Save the Children and other players
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<b>Output 2.1</b> Shock responsive social protection measures focusing on children in herder families piloted and documented.						
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Output indicator 2.1: Empirical-based recommendations on the design and administration of shock-	UNICEF has conducted a study on shock responsive social protection, with particular focus on Child Money Programme, in 2018.	0	1	Project report	MLSP, sub-national government	
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responsiveness measures in child money programme						
<b>Output 2.2</b> The resilience of livestock-based livelihoods to climate-related risks and shocks enhanced at national, local and herder community						
Output indicator 2.2.3 Number of vulnerable (young and female-headed) herder households improved their coping strategies for dzud at national, local and community level	0	5	15	Project report	FAO	Soum Governor's Office, MCTIC, Mercy Corps, NEMA MCTIC, Mercy Corps MNFPUG
<b>Outcome 3.</b> Social protection financing strategy formulated for sustainable and adequate benefits for herding men, women, boys and girls, those in other groups, guided by evidence and stakeholders' dialogue						
Outcome indicator 3: Government, in consultation with social partners, formulate a financing strategy for SP for herders that takes into account a whole life cycle approach, for male and female herders.	Mongolia is under the austerity programme of IMF. ABND on Social Protection Floor was carried out in 2015.	0	1	A report concerning financing strategy for herders.	MLSP, GASinsuranc e, Herders Associations, ILO, UNFPA and PUNOs	MONEF, CMTU
<b>Output 3.1:</b> Financing strategy options for sustainable and adequate benefits guided by evidence and stakeholders' dialogue						
Output indicator 3.1.1: Number of reports and dialogues including the recommendation of financing strategy to the Government with focus on age and	The Mongolia Social Protection Floor was defined in 2015.	1 dialogue and 1 national conference is hosted by UNRC.	- ABND Report with focus on herders; - 1 dialogue and 1 national conference hosted by UNRC	A report and websites and social media. www.social-protection.org	MLSP, MONEF, CMTU, GASINSuran ce and other stakeholders .	Other development partners such as ADB, WB;

					All PUNOs under the leadership of UNRC and UNFPA and ILO.	
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## Annex 3. Theory of Change graphic

**If** governments, employers, trade unions, CSOs, the private sector, the UN system, IFIs and development partners, work together to:



**Then** Mongolia's further left behind population will enjoy the benefits of sustainable social and economic development and Mongolia will make substantive progress towards achieving SDG 1.3 and SDG 1.5

**Because** there will be: >>>



**Enabling factors:**



#### **Annex 4. Gender marker matrix**

<b>Indicator</b>		<b>Score</b>	<b>Findings and Explanation</b>	<b>Evidence or Means of Verification</b>
<b>N°</b>	<b>Formulation</b>			
1.1	Context analysis integrate gender analysis	<b>1</b>	Contextual analysis uses gender sensitive languages and sex-disaggregated data where possible. This brings about recognition that women, men, boys, and girls have different access to resources and that programme interventions will need to be responsive to the different situations/realities of women and men and boys and girls. Due to a lack of data at the operational level, for example in the administration of funds and from operational staff of social services for herders, the UNJP analysis does not explain the different social and economic situations of herding men and women and boys and girls. The UNJP will be addressing this data and analytical shortcoming. The programme is planning to study herders' behaviors in a gender-sensitive manner so that social protection programmes are advocated and effectively used with innovative solutions.	Please see Sections 1 Baseline and Analysis and 2 Programme Strategy
1.2	Gender Equality mainstreamed in proposed outputs	<b>2</b>	The output statements reflect the specific needs of men and women, whereby to ensure that the UNJP will have improved women's access to social services and resources.	Please see Section 2.3 and Annex 2.2.
1.3	Programme output indicators measure changes on gender equality	<b>2</b>	Outcome indicator 1 measures changes in the access to social protection of women herders and Outcome 2 and 3 indicators and the majority of output indicators measure changes in institutional behaviours so that women can have better access to resources and services.	Please see Annex 2.2.
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	<b>2</b>	PUNOs consulted with the government, including the National Commission on Gender Equality, in the development of this UNJP. It is also planned to have representatives of the NCGE in the Government-UN Steering Committee and task forces to guide and partner in the implementation of the UNJP.	Please see page 37.
2.2	PUNO collaborate and engages with women's/gender equality CSOs	<b>2</b>	Representatives of selected women's/gender equality CSOs will be invited to participate in the UNJP's task forces. Their gender lenses and expertise, experiences in giving women's voices and their organizational assets and networks for effective gender mainstreaming and specific actions within and beyond the	Please see page 37.

			UNJP to foster synergies with other on-going initiative on gender equality in Mongolia.	
3.1	Program proposes a gender-responsive budget	<b>2</b>	The budget is gender-mainstreamed, in so far as each output is gender responsive. No gender target (such as dedicated resources for gender experts) is set within the budget.	Please see Annex 7
<b>Total scoring</b>		<b>2</b>		

## **Annex 5. Communication plan**

This joint project is about Leaving No One Behind. The project will support herding community – men and women, boys and girls, youth, persons with disabilities and other subgroups within the community – to have an income security during ‘peace’ and disaster time by providing easy access to social insurance and social welfare programmes based on national dialogues on social protection schemes involving all stakeholders including herding men and women.

The UN Joint Programme is to support the country to implement the Global Sustainable Development Agenda in Mongolia, particularly, the SDG Target 1.3 on Social protection floor for all, including the most vulnerable and left-behind groups, Target 1.5 on Disaster preparedness and risk reduction, and Target 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries which will have further impacts on other SDGs such as SDG1 Poverty Eradication, SDG2, SDG8 Economic growth and Decent Work.

Mongolian herders are the group that is left behind according to a UN report and are the ones who are not fully protected throughout their lifecycles – only 15 percent of herders are covered by social insurance, and less than 40 percent by health insurance. The proposed programme has three aims:

1. It will enhance herders’ capacity to participate in contributory social insurance schemes and non-contributory disaster prevention and mitigation programme at the same time, so that their risk of being left behind is evaluated and mitigated by increasing knowledge and awareness of herders about social protection programmes.
2. It will design and pilot climate-related shock responsive social protection schemes.
3. It will foster knowledge-based dialogue, consensus on decision how to finance social protection schemes.

The programme communication will target herding men and women, particularly young people, about social protection programmes so that they understand better the benefits of the programme and its long term effect. The programme will suggest new innovative ways to access to the programme using information communication technologies and other means. Given the high degree of reliance that the herder households have on their livestock for food, income, fuel and collateral for loans, they tend to prioritize spending on keeping livestock healthy and alive during dzud, at the expense of other types of spending, such as children's well-being. While changing this attitude through behavioural change messaging is an option on a longer-term horizon, strong messaging around the purpose of the transfer will be delivered along with the payments of a child-focused shock-responsive vertical expansion of the CMP during the pilot. Further, communications will be held with disaster management/humanitarian actors (i.e. where state fodder reserves are being released, where other organizations are supporting in-kind distribution of fodder and animal kits, etc.) in order to complement the cash transfer for children with other livestock-focused support in order to mitigate the risk that households will spend the cash on other things.

The programme communication will also develop common messages and target policy makers, development partners, and Ifs and civil society at large. Studies, pilot programmes, challenges faced in the extension of social protection and employment promotion services to herders – men, women, boys, girls and the elderly – will disseminate widely and effectively to these target groups. To mitigate any prevailing negative perceptions about herders, the UNJP will reinforce the positive image of herder men and women as hard workers and capable of making changes.

The Joint Programme will communicate through the following channels:



1. [www.un-mongolia.mn](http://www.un-mongolia.mn) website
2. Speeches and messages to be delivered by UNRC and heads of agencies of PUNOs and other sister agencies;
3. Websites of PUNOs – [www.ilo.org/mongolia](http://www.ilo.org/mongolia); [www.unicef.org/mongolia](http://www.unicef.org/mongolia); <http://mongolia.unfpa.org>; [www.fao.org/mongolia](http://www.fao.org/mongolia);
4. Social media sites such as Facebook, Twitter and other applications;
5. Short, innovative advocacy media products are developed and broadcasted through national and local television;
6. Messages can be printed on product labels through PPP;
7. Messages will be delivered through youth organizations such as Decent Work for Youth Network and Youth Development Centers;
8. Brochures and publications will be printed and at the same time its soft versions will be shared and delivered through social media in the form of infographics so that it will be easier to understand.
9. Development partners and other projects and programs will be informed about the joint programme through quarterly or half-yearly meetings for better coordination in support to the Government;
10. PUNOs take responsibility to communicating relevant aspects of the JP internally for which they are responsible for through their normal channel;
11. PUNO's communication officers will be engaged in the JP communication strategy, however, the UNRC Communication officer will play a key role to coordinate the agency-specific or thematic communications run by the PUNOs.
12. The Government has recently established eight working groups to monitor implementation of sustainable development agenda in Mongolia, and the JP information will be shared and communicated through relevant working groups.
13. The Project steering committee meeting will take place on biannual basis, and all relevant stakeholders from Government and non-government organizations, CSOs, employers and workers, and research institutes.
14. Mobile service operators.

Communication plan

Brief description of activities	Methods of communication channels	Responsible organization and focal point	Resources to be invested	Timeline and milestones
<b>Output 1.1</b> Innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of social insurance schemes, both men and women.				
Conduct behavioral study of herders to better understand situations and social insurance needs of herders	TV, Social Media, RC and HOA speech and interview, workshop, seminar, conference, publication of a report, report launching	ILO and social partners	The activity budget incorporates the communication fund.	September 2020
Advocacy and awareness raising of current social insurance scheme for herders	TV, social media, infographics, workshops and seminars, printed handouts	ILO and social partners	The activity budget incorporates the communication fund.	The advocacy materials will be developed by September 2020. By 2022 January,
Consultation and design of creative/innovative solutions of social insurance programme for herders	TV, social media,	ILO and social partners	The activity budget incorporates the communication fund.	
<b>Output 1.2</b> Improved income generating and entrepreneurship promotion activities/programmes accessible to herding men and women				
Life-skills training	Local TV and local social media	UNFPA and national partners	The activity budget incorporates the communication fund.	Advertisements and communication materials are developed and tested
Social entrepreneurship training in target areas	Local TV and local social media	UNFPA and national partners	The activity budget incorporates the communication fund.	The best practices are disseminated through national and local media
Business entrepreneurship and livelihood trainings using ILO tools such as MyCoop, XXI Century Herder Training, and Animal benefits.	TV, social media,	ILO and social partners	The activity budget incorporates the communication fund.	
<b>Output 2.1</b> Shock responsive social protection measures focusing on children in herder families piloted and documented.				
Shock responsive social protection and vertical expansion of child money programme.	Local TV, soum and bagh community meetings, printed posters and handouts, messaged through mobile service operators	Local government officials, soum social welfare specialists, soum and bagh governors	Local human resources will be mobilized	The messaging and communication will be conducted before the cash transfer

Brief description of activities	Methods of communication channels	Responsible organization and focal point	Resources to be invested	Timeline and milestones
				(November and March)
<b>Output 2.2</b> The resilience of livestock-based livelihoods to climate-related risks and shocks enhanced at national, local and herder community				
Revised "A Procedure to Assess Drought and Dzud Conditions" as a result of RIMA-II model piloting in target 3 soums	TV, social media, infographics, workshops and conferences, printed handouts	FAO and social partners	The activity budget incorporates the communication fund.	May 2021
Enhanced the resilience of herder communities	Short video on concept & achievements (Eng. & MN)	FAO and PUNO partners	The activity budget incorporates the communication fund.	i) Prepare content, outline reflecting on learned concepts and achievement – by May 2021. Prepare interviews with farmers –by Jul 2021 ii) On-site footage – Aug-Sep 2021 iii) Edit and finalize – by Oct-Nov 2021 iv) Ensure dissemination by Dec 2021
<b>Output 3.1</b> Financing strategy options for sustainable and adequate benefits guided by evidence and stakeholders' dialogue				
Assessment based national dialogue of social protection floor with focus on herding population	Conferences, meetings, dialogues, presentations, speeches, TV and radio interviews of RC and HOAs.	ILO and PUNOs, MLSP, GASInsurance and other stakeholders.		

## **Annex 6. Learning and Sharing Plan**

### Learning scope:

The UNJP brings PUNOs to work together as one and to create partnership for action. While each PUNO has its own area of accountability and output to deliver, the success of the UNJP lies in the ability of the PUNOs to draw from each other's expertise and from other UN agencies and to integrate the UNJP intervention in the work of the government and other development partners and IFIs. Strategic learning areas are:

- Going beyond PUNO's own knowledge and past experience: Each PUNO has its own expertise and track records. So does the government, national organizations, each development partner, and IFIs. Finding the right mix of experience and expertise in improving social protection for and with left behind populations around the work is important to achieving fruitful partnerships.
- Blending technical solutions with action that makes a difference on the ground in the contexts of Mongolia: the real actors of changes are national, local and community actors who possess knowledge what has worked, what has not worked, and how challenges could be overcome.

### Learning approach:

The interventions proposed under this UNJP are to be guided by knowledge creation. The herder behavioural study is to provide a foundation for action. In addition, the UNJP also foresees other studies, including finding options to vertical expansion of the monthly allowance from the Child Money Programme and impact evaluation, the livestock management and shock responsiveness social protection in herding and last but not least the fiscal space analysis and social protection financing study.

### Collaborative space:

It is important that the key stakeholders are engaged in these studies at the outset of the design. Not after the completion of the study. The programme management structure facilitates collaboration. Task forces and working groups with membership extended beyond the PUNOs will be established as a space for discussion and collaboration, including in joint delivery, monitoring and assessment.

Joint monitoring: key areas of monitoring to be universally applied in all interventions under this UNJP are:

- active engagement of the herder community and participation of herder women in the design, implementation and monitoring and evaluation of the intervention
- analysis of gender equality in the areas of intervention and the results/influence of the intervention on gender equality
  - o women's access to resources (training, information, financial assistance, time)
  - o women's control of resources, i.e., women's demonstrated ability to attend training, determine how to use household resources, invest household income, etc.)
- factors that inhibit the participation of herders and women herders in each intervention
- factors that inhibit the ability of herders and women herders to benefit from each intervention
- factors that inhibit or enhance the ability of the PUNOs and participating stakeholders to assess the quality of the participation of herders and women herders in each intervention

### Learning facilities:

The UNJP will use a range of activities to capture the learning points. These facilities are integral to the management and communication structure of this UNJP. The learning products will include: steering committee and task force meeting; joint monitoring missions; and activity and programme report. The planned south-south exchange under

Output 2.1 and social protection conferences in Output 3.1 will provide formal platforms for joint learning.

Partnership and sustaining results beyond the UNJP are the primary goals of the learning plan.

Key learning indicators are:

- a. Participation of community, local, national and international groups in programme activities
- b. Number of joint monitoring resulting in follow up to action identified during the monitoring action
- c. Number of action independently germinating from the UNJP

Progress in learning will be captured through project reporting cycles and evaluation.

#### Technical Taskforce Meeting:

Technical taskforces will be established as part of the programme management structure. The members will be representatives of selected stakeholder organizations. They will provide inputs to and when relevant support implementation and monitoring. Learning tools will be the discussion and meeting minutes. PUNOs will be responsible in the functional management of the taskforces to ensure regularity and quality of the meetings. The task forces should meet at least twice a year.

#### Annual Social Protection Conference:

The conference will be organized by the UNRCO with the support of PUNOs. It will feature discussion and sharing of key issues from the UNJP as learned from various stakeholders. Reports and communication products prepared as inputs to the conference and after will be disseminated widely. These products will be targeted at the herder community and herder women's groups, the public at large and policy makers. The budget for the conference and related communication product is allocated for in Output 3.1.

#### Joint Monitoring:

The ILO as a lead agency will be responsible for organizing regular joint monitoring for representatives of PUNOs, government, and other key stakeholders. Two annual joint monitoring are envisaged. The budget for the joint monitoring is included in the monitoring and evaluation budget. The ILO will ensure issuance of the monitoring report and its inclusion in the UNJP progress report.

#### Programme Evaluation:

An independent evaluation is envisaged at the end of the programme. The ILO will coordinate its conduct and ensure the participation of all stakeholders. The budget is included in the monitoring and evaluation budget.

## Annex 7. Budget and Work Plan

### 7.1 Budget per UNSDG categories

UNDG BUDGET CATEGORIES	ILO		UNFPA		UNICEF		FAO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	220,799	150,000	75,470	100,000	0	110,000	53,929	15,000	296,269	
2. Supplies, Commodities, Materials	7,640		7,000		0		15,088		14,640	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		20,000		0		30,044		20,000	
4. Contractual services	570,610		35,000		140,000		0		889,310	
5. Travel	30,000		30,000		30,000		28,007		118,682	
6. Transfers and Grants to Counterparts	0		200,000		268,000		40,300		468,000	
7. General Operating and other Direct Costs	12,360		2,000		10,000		33,566		52,912	
<b>Total Direct Costs</b>	<b>841,409</b>		<b>369,470</b>		<b>448,000</b>		<b>200,934</b>		<b>1,859,813</b>	
8. Indirect Support Costs (Max. 7%)	58,899	25,863	31,360	14,065	130,187					
<b>TOTAL Costs</b>	<b>900,308</b>	<b>150,000</b>	<b>395,333</b>	<b>100,000</b>	<b>479,360</b>	<b>110,000</b>	<b>215,000</b>	<b>15,000</b>	<b>1,990,000</b>	<b>375,000</b>
<b>1st year</b>	<b>448,489</b>	75,000	<b>158,333</b>	40,000	<b>219,350</b>	49,500	<b>100,000.00</b>	6,150	<b>926,172</b>	170,650
<b>2nd year</b>	<b>451,819</b>	75,000	<b>236,999</b>	60,000	<b>260,010</b>	60,500	<b>115,000.00</b>	8,850	<b>1,063,828</b>	204,350

The UNJP's budget is prepared in accordance with the relevant policy and financial rules and regulations of each PUNO. Its design is aimed at value for money and keeping the transaction costs at the lowest minimum. The ILO as a lead agency for this UNJP will have nearly half of the total programme budget and will coordinate the work under the guidance of the UNRC, as well as lead the reporting and evaluation of the UNJP.

The total programme costs USD 2,365,000 of which USD 1,990,000 will be from the UNSDF and the remaining from PUNOs. Within the allocation from UNSDGF, 15 per cent is allocated for programme staff and about 38 per cent is for delivery of outputs by government and selected CSOs.

USD90,000 is allocated for monitoring and evaluation. This is included in the ILO’s share of the budget. Its use will be for the joint monitoring by PUNOs and UNRCO and project evaluation in compliance with the requirement of the UNSDGF. Budget for communication is part of each PUNO’s budget, totaling USD 25,000.

## **7.2 Budget per SDG targets**

<b>SDG TARGETS</b>		<b>%</b>	<b>USD</b>
1.3	Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	68%	1,607,434
1.5	By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	19%	449,782
13.1	Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	13%	307,782
TOTAL		100%	2,365,000

The proposed budget will directly contribute to progress towards achieving SDG Targets 1.3, 1.5 and 13.1. About 68 per cent of the total programme budget is earmarked for outputs in support of SDG Target 1.3; and, 19 per cent and 13 per cent respectively for SDG Targets 1.5 and 13.1. It is however noteworthy that the UNJP does contribute to achieving other SDG targets. Such contribution is not material; therefore, it is not hereby captured.

The mapping of the SDG targets and the budget is made based on the following understandings:

- Output 1.1 and Output 1.2 are primarily linked with SDG Target 1.3 as the outputs are to improve the effectiveness of current social insurance schemes.

- Outputs 2.1, 2.2, 3.1 and 3.2 contribute to achieving SDG Targets 1.3, 1.5 and 13.1. Climate-related shock responsiveness social protection schemes will be new in Mongolia's social protection system. It will require increased investment on the part of the government which depends in part on consensus among the people of Mongolia, policy makers and development partners, including IFIs.
- The total programme budget, inclusive of the contribution from the UNSDGF and PUNOs, is used.

### **7.3 Work plan**

The UNJP will be implemented in 24 months. Each PUNO will lead the work as per the following agreements:

- **ILO:** overall programme coordination, output 1.1 and part of output 1.2 (with respect to promotion of rural cooperatives and skills training on wool and cashmere production), and output 3.1 on updating the 2015 ABND and annual social protection conferences. The ILO will integrate the UNJP with its on-going work on formalization of employment in the informal economy, including extension of social protection to rural workers.
- **UNFPA** plans to link the work under output 1.2 to its current project on life skills and social entrepreneurship training and will lead the work on fiscal space analysis and identification of resource mobilization in output 3.2.
- **UNICEF** leads the work on shock responsiveness for children (Output 2.1) builds on the progress it has made in advocating for stronger child protection in Mongolia as part of its country programme.
- **FAO** currently works on an EU-funded project to promote decent work in the agricultural sector and will continue this line of work in the pipelined EU Budget Support for Mongolia project. Output 2.2 has a natural fit with these initiatives.

Since the work under this UNJP is a continuation or extension of the current undertakings of PUNOs, project start up will be immediate upon signature of the agreement. Key milestones are:

2020, First quarter:

- Establishment of the Government-UN Joint Programme Steering Committee and related task forces and first meeting
- PUNOs recruited and appointed UNJP staff, as appropriated
- The terms of references for the behavioral study agreed and the study initiated.
- UNICEF and FAO circulate the TOR of the work under Outputs 2.1 and 2.2.

2020, Second and third quarter

- ILO rolls out the updating of the 2015 ABND report and use information and insights from the behavioral studies in designing advocacy materials and communication campaigns and coordination of the work with UNFPA
- UNFPA starts outreach life skills and social entrepreneurship training
- UNICEF and FAO implement the planned studies under Outputs 2.1 and 2.2.



By the end of 2020:

- ILO completes the behavioral study and with the UNRC organize one social protection stakeholder conference and kick-starts the process of designing adjustments to the social insurance schemes by drawing on the findings of the behavioral study.
- UNFPA completes the training under Output 1.2.
- UNICEF has designed the shock-responsive social protection measures for children and organized one capacity building/south-south exchange for national partners.
- FAO completed the design and started piloting an integrated approach to enhance livestock-based livelihoods resilience in selected location
- The Government-UN Steering Committee and taskforces will have regularly met and provided guidance and inputs to the implementation of the UNJP.
- One joint monitoring mission by PUNOs organized.

During the first half of 2021,

- The Government-UN Steering Committee meets and approve the annual workplan.
- ILO continues its awareness raising campaign, documents the experiences and results of adjustments made to social insurance schemes and repeats a second round of rural cooperative trainings and skills training.
- UNICEF launches a pilot on the shock-responsive social protection measures for children and initiates an impact evaluation.
- FAO continues start exercising RIMA II
- UNFPA publish life skill training materials, and prepare for trainings through youth development centers

During the second half of 2021,

- PUNOs will have preliminary findings from the pilots available.
- ILO initiates an independent project evaluation and the second joint monitoring by all PUNOs, and if appropriate other key stakeholders.
- UNFPA completes a fiscal space and resources mobilization strategy study.
- UNRCO, supported by the ILO, organizes a second social protection conference to facilitate discussions about the UNJP experiences and recommendations for further follow-ups in other initiatives of the Government and the UN.

During the first half of 2022,

- The Government-UN Steering Committee meets and approve the annual work plan.
- ILO institutionalized Herder programme at nation-wide ensuring sustainability of results in increasing social insurance coverage
- UNICEF will continue the technical support to MLSP in strengthening the SRSP system focusing on capacity building on SRSP, including on M&E, SSE and contribution to legal environment, including SOPs.

- FAO established RIMA II based resilience measurement tools
- UNFPA distribute life skill training materials and best practices at nationwide
- Organized social protection policy discussion and social dialogues.

PUNOs will be closely working with their respective national partners and the UNCT in the implementation of the planned activities.

USD 90,000 has been set aside for monitoring and evaluation. The ILO holds this budget and will coordinate the inputs of PUNOs and national partners in the use of the funds and any joint monitoring and project evaluation initiated.

Each PUNO is to ensure effective communication and visibility action. USD 25,000 is set aside for communications and visibility. This budget is within the ILO's share of the budget.

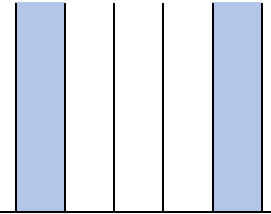
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUN O/s involved	Implementing partner/s involved				
	2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall description	budget	Joint SDG Fund (USD)			PUNO Contributions (USD)	Total Cost (USD)		
<b>Outcome 1</b>			<b>Effective coverage of social and health insurance is extended to herding men and women.</b>																	
<b>Output 1.1</b> Innovative solutions responding to situations and social insurance needs of herders applied to administration of social insurance schemes, both men and women.	Behaviour study is conducted to better understand situations and social insurance needs of male and female herders.	Innovative solutions are developed to respond to specific needs of male and female herders to extend its effective coverage.	Conduct behavioural study of herders to better understand situations and social insurance needs of herders																	
			Advocacy and awareness raising of current social insurance scheme for herders																	
			Consultation and design of creative/innovative solutions of social insurance programmes for herders																	
<b>Output 1.2</b> Improved income generating and entrepreneurship promotion activities/programmes	Life-skills education is provided to young herders in target areas	Social entrepreneurship initiatives are consolidated and the sustainability is ensured	Reprint the life-skills education modules																	
			Conduct outreach life-skills trainings																	
			Conduct social entrepreneurship workshops in target areas																	
			Implement selected projects																	
											UNFPA and ILO will work together to improve herders' access to income-generating business activities using current structure of Youth Development Centers in each province.	279,470	80,000	<b>359,470</b>	UNFPA	MLSP Family, Children and Youth Development Agency National Center for Life-long Education				
												363,110	150,000	<b>513,110</b>	ILO	MLSP MONEF CMTU Social Insurance General Agency				

<p>accessible to herding men and women</p>	<p>o At least 10 projects on alternative income generation are developed and financed .</p>	<p>by leveraging local funding and approved policies</p>	<p>Business entrepreneurship and livelihood trainings using ILO tools such as MyCoop, XX! Century Training, and Animal benefits.</p>				<p>- There are twelve life-skills training modules instituted at the Youth Development Centers and Life-Long Education units in provinces. The modules will be redesigned for the target audience and printed. The trained trainers at the YDCS and LLEUs will conduct outreach trainings. Social entrepreneurship workshops will be conducted with the support of national NGOs and business start-up support entities selected with the assistance of relevant central and local government entities. Selected projects (at least 10) will be financed using various modalities, including cost sharing with the local development funds. Together with partners, UNFPA will participate in the monitoring and evaluation activities. - ILO will use MyCoop and Benefits of Animal training tools that have been already developed and adapted into Mongolian context.</p>	<p>50,000</p>	<p>-</p>	<p><b>50,000</b></p>	<p>ILO</p>	<p>Development Solutions, NGO Local government NAMAC Youth Development Center</p>
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Outcome 2			Institutional capacity to mainstream shock-responsiveness into the national social protection system strengthened																		
<b>Output 2.1</b> Shock responsive social protection measures focusing on children in herder families piloted and documented.	Pilot designed and implemented in the selected province	Impact evaluation is completed with clear recommendations for policy changes	Pilot programmes designed and implemented														448,000	110,000	<b>558,000</b>	UNICEF	MLSP, NEMA, NAMEM, Provincial Government
			Capacity Building/South-South Exchange																		
			Impact evaluation is completed																		
			TA for policy changes																		
<b>Output 2.2</b> The resilience of livestock-based livelihoods to climate-related risks and shocks enhanced at national, local and herder community level	Integrated approach to enhance livestock-based livelihoods resilience (capacity building training) is adopted and conducted Training for strengthening	Local initiatives to build productive assets and increase the incomes of vulnerable communities as a way of enhancing resilience are supported their resilience	The national capacity for the impact assessment of social protection interventions on resilience of livestock-based livelihoods is strengthened and evidences collected for use of RIMA-II test in UNJP project target areas are reflected in the revision of "Rules for assessing drought and dzud conditions"													200,934	15,000	<b>215,934</b>	FAO	NEMA, WFP, Mercy Corps, MCTIC, MNFPUG, 3 Soms government offices and Closest Slaughterhouses	
			Support the local government to develop and implement Soms community-based participatory disaster risk reduction plan																		

	the national capacity for assessing impact of social protection interventions on resilience of livestock-based livelihoods.		and as well as participatory social pasture management plan							impact assessment of social protection interventions on resilience of livestock-based livelihoods.					
			Support capacities of herder communities for management and administration of community-led contingency fund (commercial destocking linking with local slaughterhouse)												
<b>Outcome 3</b>			<b>Social protection financing strategy for sustainable and adequate benefits for herding men, women, boys and girls, those in other age groups, guided by evidence, stakeholders' dialogue and consensus, formulated</b>												
<b>Output 3.1</b> Financing strategy options for sustainable and adequate benefits guided by evidence and stakeholders' dialogue.	At least 2 social protection dialogues and conferences is hosted by UNRC. One report will be published with recommendations to the Government.	At least 2 social protection dialogues and conferences is hosted by UNRC. One report will be published with recommendations to the Government.	A diagnostic review of the social protection system in Mongolia is carried out, updating the findings and recommendations of the Social Protection Floor ABND carried out in 2015, including also the recommendations produced under Outcome 1 and Outcome 2. Dialogues and conferences will be hosted by UNRC and the Government.								72,500		<b>182,500</b>	All PUNOs under the leadership of UNRC / UNFPA and ILO.	

A report is produced suggesting different social protection options for herding men and women, and boys and girls, and conduct financing analysis



90,000	20,000			
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## **Annex 8. Risk Management Plan**

### **Risks**

The expected outcomes of the UNJP hinges on PUNOs closely working together as one and the active partnership of the UNJP, UN system with national and local stakeholders, development partners and IFIs at large. Mongolia is a small country with a small administrative work force. Government officials are small in number, carry a heavy workload and often find themselves with competing priorities. The government is implementing a good number of large-scale projects on employment. The UNJP with a budget of USD 2.1 million pales in comparison to other ongoing social protection projects in the country. Furthermore, as a small, remote and isolated, there is only a small pool of experts to service the UNJP, when needed.

### **Risk mitigation strategy**

The UNRC plays a critical role in ensuring effective coordination among the PUNOs, between the PUNOs and the UN Country Team at large, and between the PUNOs/UNCT and the government and development partners at large. The sustainability of the results is achievable if these stakeholders are involved in the UNJP from the initial design, implementation, monitoring and evaluation of the programme. This will help prevent competition for technical and operational resources between the UNJP and other development objectives in the country.

The UN RC office has a full-time Monitoring and Evaluation Officer who will guide and assist the project on monitoring the indicators that have been identified under this joint programme.

The programme will apply an inclusive approach through a Steering Committee co-chaired by the Government and the UNRC Office, and the committee comprises the labour and finance ministries, National Commission of Gender Equality, PUNOs, as well as social partners such as herders’ associations and workers’ and employers’ organizations, who are the members of the Social Insurance National Council, and civil society organizations with demonstrated expertise and track records on promoting gender equality and women’s empowerment in Mongolia. The project unit under the Lead Agency will work as secretariat of the Steering Committee. The SC will provide strategic guidance and oversight, approve work plan and budget, and monitor the implementation of the workplan towards strategic objectives. The steering committee will meet annually, and may also call for a meeting on urgent matters.

The steering committee and task forces provide important coordination structure for PUNOs to create partnerships with key stakeholders for joint project implementation and management.

<b>Risks</b>	<b>Risk Level:</b> (Likelihood x Impact)	<b>Likelihood:</b> Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	<b>Impact:</b> Essential - 5 Major - 4 Moderate - 3 Minor - 2	<b>Mitigating measures</b>	<b>Responsible Org./Person</b>
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			Insignificant - 1		
<b>Contextual risks</b>					
Overall negative perception about cash transfer based on assumption that it leads to welfare dependency.	High (9)	3	3	A rigorous impact evaluation will be conducted to provide evidence on the impact of cash on children's development, including education and malnutrition.	UNICEF/Chief of Social Policy
The government of Mongolia is not able to increase its financial investment in social protection as a result of having accepted austerity measures from international bailout package	High (9)	3	3	Linking the UNJP with the EU Budget Support for Mongolia which aims to create fiscal space for the government to succeed in creating decent jobs.	UNRC
Public perceptions of herders as not up to development changes and therefore a lack of support for increased social protection spending for herders	Low (4)	2	2	Rigorous communications strategy on the importance of universal social protection for all and the positive image of herding men, women, boys and girls and the elderly as capable and contributing to Mongolia's sustainable growth and future.	ILO
<b>Programmatic risks</b>					
PUNOs operate as individual agencies rather than one.	High (15)	3	5	Regular meeting of the steering committee and task forces  UNRC as the UNJP executive ensuring work planning process is	UNRCO

				consultative and based on consensus.  PUNOs should share TORs of the work with other PUNOs and UNRCOs for information and inputs.	
Programme outputs are not responsive to the specific needs of herders as herders; as mothers, fathers, daughters and sons, and as citizens	High (9)	3	3	All PUNOs should contribute to the design of the behavioural outputs and draw on the findings in their respective work.  Active participation of herders' groups, women's groups and female herders' groups in the work planning, implementation, monitoring and evaluation processes.	Each PUNO
Insufficient absorptive and technical capacity of national partners, leading to delayed completion of analytical works and timely delivery of the project outputs and difficulties in joint planning and joint delivery among the PUNOs and between the PUNOs and other external programmes	High (12)	3	4	Close coordination and joint work planning and delivery with the programmes of IFIs and other development partners.	UNRC and PUNOs
<b>Institutional risks</b>					
Lack of coordination and unified understanding among the players in the area of SRSP. Coordination between social protection and disaster management/humanitarian	High (12)	3	4	The pilot will be designed to test and demonstrate the value of a coordination mechanism bringing together disaster	UNICEF/Chief of Social Policy

actors has been identified as a key challenge by several development partners examining SRSP in Mongolia.				management and social protection actors at the national and sub-national levels in order to showcase that such a system might be formalized in the future.	
Government's waning interest in participate in the UNJP and implement the recommendations	High (10)	2	5	Joint management and implementation of the programme with the government and civil society at large	UNRC
<b>Fiduciary risks</b>					
PUNOs are not able to provide evidence of the expected results	Low (6)	1	5	A regular monitoring of programme progress and financial delivery to be performed by UNRCO.	UNRC