

Joint SDG Fund
PORTOFLIO ON INTEGRATED POLICY AND LNOB

Joint Programme 2021 Annual Progress Report

Cover page

Country: Mongolia

Joint Programme title: Extending Social Protection to Herders with Enhanced Shock Responsiveness

Short title: SP-Herders UNJP

Start date: Feb 2020

End date: June 2022

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Budget (Joint SDG Fund contribution): USD 1,990,000

Overall budget (with co-funding): USD 2,365,000

Total estimated expenditure (*in USD, for the whole JP by 31 Dec 2021*): 78% (USD)

Total estimated commitments (*in USD, for the whole JP by 31 Dec 2021*): 96% (USD)

Short description of the Joint Programme (max 1 paragraph):

The UNJP on Extending Social Protection to Herders with Enhanced Shock Responsiveness, which aims to increase effective coverage of social and health insurance is extended to herding men and women, strengthen institutional capacity to mainstream shock-responsiveness into the national social protection system, formulate 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 and demonstrate how partnerships are critical to accelerating the achievement of the SDGs by supporting the government and stakeholders to promote social protection, with focus on having more herders to be covered by social protection schemes including social insurance and reducing their vulnerabilities to poverty and extreme climate change. The programme results will primarily contribute to 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.

Executive summary

The UN in Mongolia, in close cooperation with the government and national counterparts, has implemented the Joint Programme on Extending Social Protection to Herders with Enhanced Shock Responsiveness (UNJP) for a period of two years attaining significant achievements. The innovative approaches resulted in increase of herders' social and health insurance coverage, development of startup business models for young herders through pilot initiatives, income generating capacity development, and national level institutionalization of herder programmes, through nationwide awareness raising activities.

The UNJP contributed mainstreaming shock-responsiveness into the national social protection system generating lessons and evidence of shock-responsive social protection measures for herder children through post-distribution and field monitoring, conducted jointly with the national and sub-national governments. The UNJP supported the Government to monitor its own responses to COVID-19, in particular the shock-responsive social protection measures for children.

The UNJP helped to highlight the COVID-19 pandemic and its socio-economic consequences, paving the way for policy discussions and advocacy work by the Government and development partners. The studies initiated by the UNJP, such as, Herders' Behaviour towards Social and Health Insurance, Social Protection Diagnostic Review and Financing Strategy, and Herder Households' Resilience Analysis are underway to assist social dialogues for social protection policy change in 2022.

Result 1: *More nomadic herding men, women and children (about 350,000 individuals), will be covered by health and social insurance as result of developing innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of social insurance schemes, both men and women. Improving income generating and entrepreneurship promotion activities/programmes is accessible to herding men and women. By 2022, it aims extend coverage of social insurance from 10% to 20% percent and health insurance from 40% to 50%.*

The PUNOs tested new approaches to extend social protection among herder men and women introducing peer-to-peer awareness raising learning modality, where herders, members of cooperatives, pastureland user groups (PUGs), lifelong education center trainers and trade union representatives worked together to advocate for the benefits of social and health insurance programmes among their peer herders¹. This led to the adoption of Herders' Programme incorporated with the training curriculum of [the National Center for Lifelong Education of Mongolia](#) (NCLE), the institution that offers lifelong learning opportunities to people in Mongolia². The programme became the first nationwide social protection programme developed for herders which has the main objectives of improving herders' life skills and updating their knowledge on livestock production, as well as benefits of social insurance programme.

The UNJP has identified and piloted ten incentive mechanisms to increase social and health insurance coverage, with involvement of cooperatives and PUGs.³ There were promoted freedom of association and the rights to collective bargaining among assistant herders through local unions of [Confederation of Mongolian Trade Union](#) (CMTU), which was elevated to a nation-wide campaign⁴. At the same time, the UNJP is working with the [Mongolian Employers Federation](#) (MONEF) to carry out capacity building programmes for employer-herders, and to provide support to the strengthening of herders' association⁵. Altogether, the two-years' activities have contributed directly and indirectly to increase in social and health insurance coverage of herders by 10% in the 5 target soums in Zavkhan province. During this period, the national coverage rate increased by 5%⁶. The COVID-19 pandemic has made the Government and public understand better the importance of social protection programme. The Government partially subsidized both mandatory and voluntary contribution to social insurance from April 2020 until the end of 2021 and also, implemented Law on Reimbursement of pension insurance premiums of herders and own-account workers in 2020-2021.⁷

The UNJP launched activities aimed at improving the livelihood of herders through strengthening herder communities, cooperatives introducing new knowledge on social entrepreneurship, business skills, technology, and equipment. Within this

¹ [Mongolia's Herder Programme | Joint SDG Fund](#)

² <https://www.jointsdgfund.org/article/herders-peer-peer-approach-extend-social-protection-herders>

³ [Cooperatives Use Incentive Mechanisms to Extend Social Protection to Herders \(ilo.org\)](#) and A report submitted by National Association of Mongolian Agricultural Cooperatives, December 2020

⁴ [UN Joint Programme: Training on Freedom of Association and Collective Bargaining and Benefits of Social Insurance was held in Dornogobi aimag \(ilo.org\)](#)

⁵ <https://www.greenmongolia.mn/>

⁶ General Agency for Social Insurance of Mongolia, <https://www.ndaatgal.mn/v1/1st>.

⁷ Law on Reimbursement of pension insurance premiums of herders and own-account workers was enacted with effect from 1 January 2020. This law provides for a single opportunity to reimburse pension contributions which were not paid in 1995-2020.

framework, the UNJP has supported 14 startup businesses to improve livelihood of herders: the business incubation support includes financing and marketing training to sustain the entrepreneurs. The grant was provided, and it impacted the utilization efficiency of seed funds for the businesses mitigating the risk of improper use of funds. The MLSP considered that this method can ensure more sustainability of small entrepreneurs in the country.

The UNJP has also supported the development of training modules on life skills to herders. These are focused on communication skills to avoid substance abuse and managing stress, increasing awareness of sexual and reproductive health and reproductive rights (SRHR), and prevention of gender-based violence (GBV). The handouts in form of comic series were produced and 30 trainers of trainees have conducted interactive life skills trainings for 1,000 herders in the 5 selected soums. A major focus of the training was refining herders' health seeking behavior with improved knowledge on how to prevent gender-based violence. 52.6% of the training participants were women and 73% were young herders aged between 18-45. Bringing the modules into an online version by the National Center for Lifelong Education, it will give the opportunity for herders nationwide to equally access the modules nationwide. Estimated rate of completion as of 31 Dec 2021: 80%

Result 2: *Improved institutional capacity to identify vulnerability signals and mainstream shock-responsiveness (that operates at the intersection between poverty and double impact of climate change and overgrazing) into the national social protection system strengthened as result of streamlining shock responsive social protection measures into national social protection system. Strengthening resilience of livestock-based livelihoods to climate-related risks and shocks enhanced at national, local and herder community.*

The UNJP has promoted and piloted a Shock-Responsive Social Protection (SRSP) programme for rural children who were at risk of dzud, a climate related weather shock, by vertically expanding the Child Money Programme (CMP). It demonstrated the benefits of mainstreaming SRSP into the national social protection system. The pilot generated lessons on whether and how to scale up the pilot programme to support children and households to avoid negative coping strategies, such as reduced food consumption, reduced expenditure for health and education during shocks⁸.

The UNJP accelerated partnerships and collaboration with the development partners and other stakeholders in support to the Government in mainstreaming the shock-responsiveness into its existing social protection system. The study of Government's SRSP response to COVID-19 has been completed jointly with the Asian Development Bank (ADB) resulting in solid evidence, validating the anticipated impact of the vertically expanded cash transfer on poverty and inequality reduction, and informing the Government's decision. Based on the findings of this research, the UN RC and his office led advocacy continuation of child money top-up as one of the Government's flagship programme to protect children in the times of shock. A number of advocacy materials and products were developed and broadcasted through social media platforms to advocate and raise awareness of the value of the universal child benefit, its return on the local economy and human and social development of the country.

The UNJP has started introducing the Resilience Index Measurement and Analysis (RIMA-II) in Mongolia to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment (drought and dzud). The RIMA tool aims to assist the Government's effort to define the targeted population in need to receive shock responsive assistance. In addition, the UNJP piloted and supported herder cooperatives' Contingency fund as a shock responsive and income generation tool. Estimated rate of completion as of 31 Dec 2021: 80%

Result 3: *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 through technical studies and social dialogues.*

The UNJP is conducting two studies on social protection and policy change: "Study on Herders' Behavior towards Social and Health Insurance" and "Social Protection Diagnostic Review and Financing Strategy (SPDR & FS)"⁹. The findings and recommendations of the studies intend to assist social dialogue by building evidence and engaging with constituents, in order to support the Government to improve effectiveness (coverage and adequacy), efficiency and sustainability of the social protection system, including options to extend coverage to the most vulnerable (including herders and those affected by climate change) and support the government developing a social protection financing strategy. Additionally, the findings of the Herders behavior study intend to contribute to decision makers and social partners' improved understanding about behaviors and behavioral patterns of herders, so as to come up with better solutions to increase health and social insurance coverage of herders by promoting new ideas and innovative solutions with support of technologies where necessary. After validation and finalization of the study reports, multi-stakeholder national dialogues planned to be organized in April and June 2022.

⁸ [UNICEF Mongolia is working on strengthening the shock responsive social protection upon a successful pilot project in Zavkhan province | Joint SDG Fund](#)

⁹ [UN Joint Programme in Mongolia: Social Protection Diagnostic Review and Financing Strategy Study for Mongolia \(ilo.org\)](#)

I. Overall progress and priority, cross-cutting issues

I.1 Context and the overall approach

Ensuring an adaptive and strategic JP

- Vision-2050 of Mongolia as long-term policy, approved in May 2020, stipulates 'to increase coverage of social insurance' up to 90 percent by 2025 and 99 percent by 2030. This indicates that the UNJP is strategic and catalytic in the context of Mongolia. Moreover, the Child Money Programme (CMP) vertical expansion pilot has been expanded nationwide by the Government, due to COVID19 pandemic.
- In line with its Action Plan for 2020-2024, the Government has decided to start implementing the programme called "Children with Savings" starting from 2022, by changing the design of the Child Money Programme (CMP) significantly. With this change, the CMP will be funded from the "Future Heritage Fund" managed the Ministry of Finance (MOF) and some of the benefits will be provided as "virtual savings" rather than as a monthly cash transfer. SRSP scale-ups are generally intended as temporary measures to help whether a crisis; scale-downs are a normal part of this process.
- The UNJP is part of UN Mongolia SERP, Pillar 2. Protecting people. One of the gaps highlighted in the SERP report is that the Government has poor M&E capacity to assess and evaluate its social protection response to the pandemic; lack of accurate targeting mechanism on delivering social welfare benefits to the most vulnerable during shocks and crises; and the existing Management Information System (MIS) does not allow accurate identification of eligible households/individuals for rapid payment, leaving no one behind. The UNJP continued to promote policy and legal changes to institutionalize SRSP measures for children, including Management Information System improvement, as well as technical support in capacity strengthening for M&E Framework for regular and SRSP social welfare programmes.
- The Parliament is discussing the revision of Social Insurance Package Law, where the UNJP supported the organization of discussions and dialogues among social partners.

Link with UNDAF/ UNSD Cooperation Framework

- The UNJP contributes to UNDAF Mongolia Outcome 2 "By 2021 the poor and marginalized population benefit from better social protection including increased utilization of quality and equitable basic social services", with particular focus on Output 2.4. An efficient and effective social protection system and floor for all and substantial coverage of the poor and the vulnerable. The UNJP results are reported against UNDAF Indicator 2.4.1 Percentage of economically active population contributing to the social insurance system.
- UNDAF 2017-2021 for Mongolia report emphasized the UNJP's a pilot programme as it is contributed to increase child cash transfer to support their nutrition and build shock resilience. The UN supported establishment of child protection cluster during disaster and emergency situations headed by the Deputy Minister of the Ministry of Labour and Social Protection to coordinate child protection measures across the country during the pandemic¹⁰.
- The UNJP supported herder cooperatives and young herder households to increase their income generation and thus livelihood and being prepared for shocks. The advanced skills and capacity for livestock production has led herders to mobilize the additional income and resource for establishing and maintaining the shock responsive Community Contingency fund.

COVID-19 impact

- The COVID-19 pandemic has shown importance of social protection system. The UNJP was designed to increase social protection coverage of herders and strengthen shock responsiveness, thus, as a whole, considered as a response to pandemics. Thus, the UNJP demonstrated the importance of policy interventions on shock-responsive social protection (SRSP) through its pilot CMP during both climate and non-climate related shocks.
- The UNJP has piloted the CMP top-up in February, March and April 2020, in April 2020 the Government has made a decision to increase child money benefit up to MNT 100,000, five times more than the original amount, in response to the global pandemic using the SRSP pilot model. This has significantly accelerated the pace of SRSP rollout in Mongolia in response to the economic shock resulting from COVID-19.
- The UNJP's technical support in generation of solid evidence and high-level policy advocacy has resulted in continued vertical expansion of Government's flagship social protection programme for children throughout 2021 helping the families in overcoming the COVID-19 pandemic challenges related to income and livelihood loss. The impact of UNICEF supported vertical expansion of the CMP has been validated through various studies and studies of development partners. According to analysis conducted by development partners, including ESCAP, ADB and World Bank, this measure is having the most positive impact on poverty and inequality reduction. For instance, the ESCAP micro-simulation of the CMP shows that a universal monthly benefit of MNT 100,000 per child and month has a significant impact on poverty rates. For households with children aged 0-17, the poverty rate is more than halved, leaving around 14 per cent of households in poverty, reducing from 33 per cent, in the case of no benefit at all.

¹⁰ Government of Mongolia and United Nations Development Assistance Framework (2017-2022), p. 24, <https://mongolia.un.org/en/12511-united-nations-development-assistance-framework-2017-2021>

allocation of MNT 576 billion required to maintain the current top-up of the child benefit in the first half of 2021 to help households with children to avoid negative consequences caused by the pandemic.

- Contribution to SDG target 1.5: the UNJP's SRSP pilot programme for children and the related technical support to the Government have illustrated the feasibility of the system to respond to shocks, as well as generated some lessons and evidences to inform the next steps in strengthening the shock-responsiveness of the social protection system, which is essential in building resilience of the poor reducing their vulnerabilities to shocks. Moreover, the pilot entrepreneurship projects support young herders to start their own business to subsidize their already vulnerable livelihood caused by extreme climate conditions. The target aims at building 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.
- Herder households' resilience to shocks increased through strengthened institutional capacity to mainstream shock-responsiveness into the national social protection system. Mongolia sees 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.
- Contribution to SDG target 8.3: The pilot entrepreneurship projects are aiming at increasing economic productivity through diversification, technological upgrade and innovation with a focus on value-added products. These initiatives support herders in 5 soums in Zavkhan by providing them with seed equipment, marketing items, and training to start own businesses to subsidize their livelihoods. They also aim at building the resilience of herders and reducing the vulnerability to climate-related extreme events and other economic, social, health and environmental shocks.

Policy integration and systems change

- The Joint SDG Fund programme set the bar and provides a blueprint for how we can leverage the diversity and immense capacities of the UN development system and better engage with the national partners and a wider set of development partners, to accelerate SDG implementation during the Decade of Action. The United Nations and the Government of Mongolia are in the process of formulation of its first Cooperation Framework for the period of 2023-2027.
- At the operational level, the UNJP facilitated the partnership of government and non-government organizations for a shared objective. For example, the MLSP and General Agency for Social Insurance (GASInsurance) have started coordinating its work with National Association of Mongolia Agricultural Cooperatives (NAMAC) to promote social insurance, yet this also results in extension and strengthening of agricultural cooperatives.

Contribution to improvement of the situation of vulnerable groups

- Resulted by UNJP's policy advocacy based on the solid evidence generated under the UNJP, the Government of Mongolia continued the vertical expansion of the CMP throughout the reporting years in response to the COVID-19 pandemic. It has reached over 1.2 million children every month spending 3.5 per cent of GDP in 2021. Both the evidence through surveys and simulation analysis, as well as the filed visits and human faced stories demonstrate how children families, especially the vulnerable households with many children benefit from the shock-responsive top-up of the CMP in meeting their basic food needs and overcoming the impact of the livelihood loss caused by the pandemic.

Total number 1,218,445 children received the CMP top-up in November 2021

Percentage of women and girls: 49%

- Social and health insurance coverage of herders, who are defined in CCA as one of the vulnerable, and left-behind group, has increased by 10% in target 5 soums, Zavkhan and by 2% in western 5 provinces (total 3,600 herders newly contributed) in 2020-2021¹². One hundred twenty-four herders, lifelong training centre teachers, social insurance and trade union volunteers were trained as local trainers for herders' training programme and became local advocates to promote social insurance benefits. They reached out 12,000 herders in 84 soums of western five provinces distributing 16,000 brochures to 6400 households.

A total of 3,600 herders in Western five provinces, began contributing to social insurance schemes.

Women herders 47%¹³.

- The UNJP interventions focused on young herder households who were at risk of climate driven shocks, namely dzud. Fourteen startup initiatives at soums were selected for the investment, which includes a proposal of a herder family with children with disability, and a proposal developed by older herders.

Total number 1,150, consisting of herders who received life skills education and benefitted from startups.

Percentage of women and girls: 54%

¹² General Agency for Social Insurance of Mongolia, semi-annual data on voluntary social insurance coverage, 2021, <https://www.ndaatgal.mn/v1/1st>; [Social Insurance Officers Discuss Their Effort to Extend Social Protection to Herders \(ilo.org\)](https://www.ndaatgal.mn/v1/1st)

¹³ Ibid.

- The UNJP project supported 9 vulnerable young households (under age of 35) and 6 women-headed households to improve their livelihood and productivity. The UNJP has provided each household with 2 pedigree sires (1 ram and 1 goat) of a local breed to improve the productivity of their herds of small ruminants in 2020 and provided trainings on production of green fodder in 2021 giving each household 100 kg seeds. As a result, each household harvested an average of 1 ton of forage (hay), which is an important meant to mitigate risk of losing livelihood due to climate induced disaster. In total, 465 herder households in pilot 3 herder cooperative, 212 people attended local training on planning of DRR, pasture management of soum. Herders, in most of the cases, are in lack of regular income, thus are not covered by social insurance schemes and are highly vulnerable to adverse livelihood risks due to climate and non-climate shocks. The UNJP has trained 34 people from 5 pilot soums of Zavkhan province as local trainers on social and health insurance programmes and their benefits, who, in their turn reached out 2,000 herders in 2020-2021.

Mainstreaming Gender equality and women empowerment

- The project interventions to extend social and health insurance coverage target both men and women. The UNJP has supported introduction of a herder programme for National Lifelong Education Centre, as part of its official curriculum. The training programme has 9 modules, where one of the modules is specifically on the prevention of Gender-based Violence (GBV) and it has a great potential to further spreading the understanding of the causes and the ways of prevention of GBV. The life skills training of GBV which contributes to the understanding of gender equality and challenges the patriarchal gender norms that are widespread among herders.
- The lack of market-oriented genetic improvements incentives has led to a decrease of livestock productivity and a deterioration in the quality of products and raw materials. The UNJP supported the female-headed herder households with pedigree young rams and bucks to improve their herd quality and productivity. Estimated % of overall disbursed funds spent on Gender equality and Women empowerment by the end of 2021:6%

Human rights

- The UN is one of the more consistent voices on human rights, and encourages Mongolia to implement human rights conventions. The human rights issues have been mainstreamed throughout Social protection is a fundamental human right. This is the core concept of this UNJP, which focused on having the left-behind groups, such as herding men and women, and children, to pace up with the development and are protected from and become resilient to climate and non-climate shocks through an income guarantee provided by the social protection system and improved income generation.
- The UNJP collaborated with Confederation of Mongolian Trade Union (CMTU) and promoted freedom of association, the rights to collective bargaining and new Labour Law provisions among herders and assistant herders in Zavkhan and Dornogobi and it is designed to scale up at nation-wide through local unions. Over 400 herders (48% of them women herders) received awareness raising on freedom of association, rights to collective bargaining and benefits of social insurance. Herders and assistant herders appreciated to learn on new labour provisions, freedom of association and rights to collective bargaining as they are fundamental human rights¹⁴.
- Human rights and climate change are inextricably linked. The effects of global warming - natural disasters, shocks, the spread of infectious diseases, COVID-19, climate change, drought and dzud - are affecting many rights to basic necessities of life including rights to food, housing, natural resources, mobility, health, employment and livelihoods. The adoption of RIMA tool aims to bring herder household's resilience capacity factor to national shock and disaster assessment and management system.

Partnerships

- The UNJP made effort to demonstrate how partnership can work and how we can make changes together through innovative solutions collaborating with not only UN sister agencies, but also with the government, CSOs, private sector, as well as traditional and non-traditional partners of ours.
- Each PUNO brings its unique expertise to build a partnership to multiply the impact of, otherwise, an individual intervention. The UNJP is finding the right mix of experience and expertise in improving social protection of left-behind population. ILO, FAO and UNFPA had made blended technical solution on conducting livelihood training. ILO focused on herder cooperatives' capacity building and social protection, UNFPA conducted entrepreneurship skills for young herders while FAO took actions on providing solid livestock production solutions to herder communities.
- The COVID-19 pandemic was a major test for the implementation of UNJP and there was required rapid response with integrated technical expertise across the PUNOs. The UNJP pilot child money top-up initiative within the shock-

¹⁴ *Trade Union Delegates Prepared as Advocates for Social Protection (ilo.org)*

responsive social protection joint programme led to significant nation-wide increase by the Government of Mongolia of universal child allowances. As studies of different organizations show, Child Money Programme was essential in protecting the most vulnerable households and ensuring food security during the COVID-19 crisis.

- The UNJP has also established a new partnership with non-traditional partners, such as national lifelong education centers, cooperatives, and pastureland user groups. Also, we enabled cooperation among partners for instance, MLSP collaborated with National Center for Lifelong Education to develop social protection content for the Herder programme, Mongolian Employers’ Federation began working with Federation of Pasture User groups to reach out employer herders through the network of herders’ organizations in soums¹⁵. The startups were supported by a national NGO - Development Solutions, which has procured the needed equipment and provided training on marketing and financial management. At the operational level, the UNJP facilitated the partnership of government and non-government organizations for a shared objective. For example, the General Agency for Social Insurance (GASInsurance) have started coordinating its work with National Association of Mongolia Agricultural Cooperatives (NAMAC) to promote social insurance, yet this also results in extension and strengthening of agricultural cooperatives.
- In promoting the strengthened shock- responsive social protection system in the country under the UNJP, UNICEF Mongolia prioritized the partnership with key players in the area, including ADB and World Bank, by convening them at a joint workshop which discussed the way forward in building the SRSP system. In addition, UNICEF partnered with ADB in evidence generation and with other UN agencies, FAO, UNFPA and ILO under the JP, which enabled broader analysis, exchange of knowledge and expertise, and the most importantly a better reach to decision makers.

Mobilizing additional funding and/or financing

- Evidences and lessons from the pilot of the shock responsive cash transfers through the child money programme that was conducted in 2020 served as basis for the Government to provide additional cash to families with children in response to the COVID-19 pandemic. As a result, around MNT 850 billion (≈ USD 300 million) was leveraged for children in 2020, reaching more than two-third of all the households.
- UN Mongolia SERP has identified priority areas and gaps in response to pandemic, where social protection is also highlighted. The PUNOs worked to mobilize funds to leverage current activities as opportunities available. The UNJP presentation and information sharing with development partners may also start further discussion for coordination and collaboration.

Strategic meetings

Type of event	Yes	No	Description/Comments
Annual JP development partners’/donors’ event*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The UNJP was presented at the Development Partners’ Meeting organized on 26 November 2020.
Other strategic events	<input checked="" type="checkbox"/>	<input type="checkbox"/>	In June 2021, the UNJP jointly with the Government and development partners, organized a workshop to enable the discussion around the evidence and lessons generated in the past 2 years to inform the joint country roadmap to mainstream shock-responsiveness into the national social protection system.

Innovation, learning and sharing

- The UNJP is applying a range of activities to capture the learning points. The UNJP was presented at the Development Partners’ Meeting organized on 26 November 2020. In June 2021, the UNJP jointly with the Government and development partners, organized a workshop to enable the discussion around the evidence and lessons generated in the past 2 years to inform the joint country roadmap to mainstream shock-responsiveness into the national social protection system. The UNJP’s Steering committee convened annually (2 times) and Technical committee meetings held quarterly (8 times) in 2020-2021 having detailed discussion on the workplan, joint actions, and policy interventions sharing pilot findings and results with partners and constituents.
- Furthermore, the UNJP enabled local herders to be prepared as trainers for advocating benefits of social and health insurance. Total 124 local herders, cooperative leaders and Trade Union volunteers learned on social protection content and reached over 12,000 herders. According to the UNJP’s activities herders attended to a discussion on a draft revision of Cooperative Law of Mongolia bringing their voice to improve cooperative governance and financial capacities¹⁶.

¹⁵ [Validation Workshop of the Herder Programme Held in Khentii province \(ilo.org\)](#)

¹⁶ [Herder’s peer-to-peer approach to extend social protection to herders | Joint SDG Fund](#)

- Using the innovative data visualization platform called “tableau”, the UNJP has made available the findings of the monitoring survey results of the Government’s SRSP response to the pandemic in an interactive and user friendly way and linked it to the UNICEF webpage. Available at: <https://www.unicef.org/mongolia/mn/child-focused-shock-response?fbclid=IwAR3Yk8BSrpNm9TIUyip29z-TDdX3WsLfoXO7IfIU55NUnEmFtIq2livipoE>

II. Annual Results

Overall progress

The UNJP achieved its targets successfully in 2020-2021 with 96% commitment and 78% expenditure of funding. Number of long-term collaboration agreements were established with the Government and partners to ensure the ownership of the UNJP support. The UNJP, directly and indirectly contributed to herders’ health and social insurance coverage by 10% in target provinces, developed innovative solutions, piloted shock responsive social protection measures focusing on children in herder families with improved resilience capacity and entrepreneurial skills to diversify their income.

- On track (expected annual results achieved)
 - Satisfactory (majority of expected annual results achieved)
 - Not-satisfactory (majority of expected annual results not yet achieved)
- Please, explain briefly:

Contribution to Fund’s global results

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

1.1: Integrated multi-sectoral policies have accelerated SDG progress in terms of scope

Target for 2021: 1 scheme piloted and demonstrated: achieved.

Shock responsive social protection programme to top up CMP to prevent and mitigate negative impacts of dzud was piloted and has made direct and indirect influence on the Government making decision to top up CMP at national level during pandemic.

The data collection of Resilience Index Measurement and Analysis Tool (RIMA) is expanded in close collaboration with the National Emergency Management Agency (NEMA) and interviewed with 10,024 herder households. Satisfactory data from 10,000 households is under analysis, and the results will support the development of a shock responsive social protection system and will be used for assistance in the time of shocks.

1.2: Integrated multi-sectoral policies have accelerated SDG progress in terms of scale

Target for 2021: Piloted and tested one scheme: achieved

Social protection interventions such as increasing herders’ social insurance coverage through establishing Herder programme at National Lifelong Education Centre and capacity building for herder cooperatives are achieved and results are institutionalized.

- Integrated policy solutions for accelerating SDG progress implemented

Output 3: Integrated policy solutions for accelerating SDG progress implemented

3.1: Five of innovative solutions that were tested (100% successful)

Target for 2021: 2 innovative solutions that were tested: achieved – Pilots have been tested, and results are achieved. Namely, (i) development of an official Herder programme to National Lifelong Education Centre setting up a sustainable knowledge infrastructure for improving herders’ life skills and updating their knowledge on livestock production. This intervention enabled herders to access social-protection-related information with the ultimate goal of extending their social insurance coverage (ii), introduction of social insurance incentive mechanisms through strengthening of herders’ cooperatives and pastureland users’ groups¹⁷.

¹⁷ [Mongolia's Herder Programme | Joint SDG Fund; https://www.jointsdgfund.org/article/herders-peer-peer-approach-extend-social-protection-herders; Cooperatives Use Incentive Mechanisms to Extend Social Protection to Herders \(ilo.org\) and A report submitted by National Association of Mongolian Agricultural Cooperatives, December 2020; UN Joint Programme: Training on Freedom of Association and Collective Bargaining and Benefits of Social Insurance was held in Dornogobi aimaq \(ilo.org\)](https://www.jointsdgfund.org/article/herders-peer-peer-approach-extend-social-protection-herders; Cooperatives Use Incentive Mechanisms to Extend Social Protection to Herders (ilo.org) and A report submitted by National Association of Mongolian Agricultural Cooperatives, December 2020; UN Joint Programme: Training on Freedom of Association and Collective Bargaining and Benefits of Social Insurance was held in Dornogobi aimaq (ilo.org))

3.2: Two of integrated policy solutions that have been implemented with the national partners in lead (shock)

Target for 2021: Herders' behavior study is conducted, and a draft Final Report produced; Social Protection Diagnostic Review and Financing Strategy¹⁸ study is ongoing and Inception report is introduced. **2 reports – in progress.**

Both studies are ongoing, and the validation workshop and research report launch are planned in April and June 2022. Findings and recommendations of the studies will be submitted and discussed through social dialogues with Government and social partners.

3.3: One and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened

Target for 2021: 1 – achieved.

National capacity to implement integrated, cross-sectoral SDG accelerators has increased. Two officials have attended the Executive Training on Social Protection Policy which is the UNJP's contribution to social protection legal reform that is currently ongoing in the country. Moreover, social insurance trainings have been organized by non-traditional partners such herders or beneficiaries through their cooperatives, pastureland users' groups and life-long education centers.

JP Outputs and Outcomes

Achievement of expected JP outputs

Achievement of expected contributions to outcomes

The UNJP has three outcomes: (1) effective coverage of social and health insurance is extended to herding men and women (2) institutional capacity to mainstream shock-responsiveness into the national social protection system strengthened and (3) 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.

- One of the main outcomes is to increase herders' health and social insurance coverage by 5% in 2 years. As of today, the UN Joint Programme achieved this output, by implementing different innovative approaches of establishing national Herder programme and capacity building of herder cooperatives.
- The UNJP contributed to strengthening institutional capacity to mainstream shock-responsiveness into the national social protection system have resulted in notable achievements in 2020-21. Prior to the onset of the global pandemic in 2019, the UNJP conducted a feasibility assessment of shock-responsive social protection measures for children. The assessment concluded that the existing governments' mechanism for child benefit is the most suitable system to reach the children in most effective way during shocks. The system was tested through a pilot, which was implemented in the winter of 2019-2020 generating some evidences and lessons to inform the government's response to shocks, including the COVID-19 pandemic, where around 850 billion MNT (~300 mln USD) was leveraged for the child benefit top-up in 2020. The UNJP continued its support to the government in monitoring of its social protection response to the pandemic by significantly topping up the child benefit, with an aim to generate further evidence to inform the government's policies and programmes for institutionalization of shock-responsive social protection. In addition, the UNJP continued its policy advocacy to maintain the universality and the size of child benefit in 2021, which contributed in state budget allocation of 576 billion MNT (~200 mln USD) required to maintain the current top-up of the child benefit in the first half of 2021 to help households with children in avoiding negative coping strategies caused by the pandemic.
- Further, the UNJP supported the Ministry of Labour and Social Protection (MLSP) in monitoring its pandemic response focusing on CMP and Food Stamp Programme (FSP) generating further evidences and lessons useful for the Governments' future decision about CMP size, coverage and measures to improve implementation, as well as institutionalization SRSP for children in the future. In this, the UNJP partnered with ADB where the latter has conducted a simulation analysis of the impact of CMP top-up on poverty and inequality, concluding that it has the potential of reducing the current level of poverty (28.4%) to 24.7 percent. The UNJP has complemented the ADB's simulation analysis by undertaking a national level study to investigate the implementation issues, beneficiary satisfaction and use of the top-up in overcoming the socio-economic challenges faced by the households with children during the pandemic. The study methodologies and tools were greatly informed by the findings and lessons of the pilot on SRSP for children and at the same time, the UNJP is building the local research capacity to design and undertake studies aimed at

¹⁸ [UN Joint Programme in Mongolia: Social Protection Diagnostic Review and Financing Strategy Study for Mongolia \(ilo.org\)](https://ilo.org)

understanding shocks, impact of shocks, coping strategies and implications of government responses to shocks. Implementation of the UNJP in 2020 focused more on the pilot interventions in selected province/soums for testing the shock-responsiveness methods to demonstrate and strengthen the national social protection system.

Achievement of expected outputs

Output 1.1 Innovative solutions responding to situations and social insurance needs of herders applied to 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.

2020 target: Discussions and dialogues organized to come up with innovative solutions and creativeness.

2021 target: Social and health insurance coverage is increased from 15 to 20 per cent and from 40 to 50 per cent, respectively.

- The UNJP is developing non-traditional, innovative approaches to increase herders' social and health insurance coverage. Following the discussion with the ministry, social insurance agency, cooperatives' association, life-long learning centers, pasture user groups, Trade Unions and Federation of Employers, piloted and implemented the following. These are (i) development of an official Herder programme to National Lifelong Education Centre setting up a sustainable knowledge infrastructure for improving herders' life skills, updating their knowledge on livestock production and enabling herders to access social-protection-related information with the ultimate goal of extending their social insurance coverage (ii), introduction of social insurance incentive mechanisms through strengthening of herders' cooperatives and pastureland users' groups, (iii) identifying, encouraging, and distributing social insurance officers' best practices nation-wide through MLSP, (iv) created local peer-to-peer learning network to raise awareness of benefits of social and health insurance towards herders involving local branches of Trade Union, Federation of Employers and Pasture User Groups, and (v) IT based solutions to support current initiatives. The tools are designed with 'quick-win' approach built on existing system, structure and nation-wide established institutions. For example, expanded social insurance knowledge sources/advocates by involving lifelong centre teachers, delegates of trade unions and pasture user groups, addition to local social insurance officers; provided much needed funding to Soum social insurance officers to reach out herders; brought the knowledge and information to herders' homes through local trainers.
- Important milestones achieved, notably, herders' social and health insurance coverage is increased by 10% in target 5 soums, Zavkhan and by 2% in western 5 provinces (total 3,600 herders newly contributed) in 2020-2021¹⁹. One hundred twenty-four herders, lifelong training centre teachers, social insurance and trade union volunteers were trained as local trainers for herders' training programme and became local advocates to promote social insurance benefits. They reached out 12,000 herders in 84 soums of western five provinces distributing 16,000 brochures to 6,400 households.
- MLSP developed and delivered advocacy content, TV and radio programmes; 12,000 copies of awareness raising brochure, poster and calendars to promote the benefits of social insurance and support assistant herders.
- Additionally, the UNJP collaborated with herder cooperatives and pastureland user groups conducting social insurance incentive mechanisms to improve herders' social insurance coverage and income. Ten incentive mechanisms were identified to increase herders' social and health insurance coverage through better governance and performance of cooperatives. Examples include: 1) herders paying their insurance contributions in non-monetary items such as livestock and raw material; 2) cooperative member's insurance premiums can be paid or deducted from their incentives of raw material supplied to national processing factories; 3) provide genetically improved animal breeding services to insured herders in priority; 4) negotiate with relevant organizations the possibility of providing discounts on veterinary services to herders who are covered by social insurance. 5) Herder cooperatives started to implement comprehensive small projects to improve cooperatives governance and performance and increase member herders' social insurance coverage. The six herder cooperatives in 5 target soums, Zavkhan implemented each 3-6 incentive mechanisms and increased their members' social insurance coverage up to 40-80% involving over 2,700 herder members and over 30 cooperative leaders²⁰.
- The results of awareness raising exercise showed that a sustainable, accessible, and nation-wide knowledge system for herders is highly important and it can play crucial role to increase the coverage. Therefore, the UNJP teamed up

¹⁹ General Agency for Social Insurance of Mongolia, semi-annual data on voluntary social insurance coverage, 2021, <https://www.ndaatgal.mn/v1/lst>.

²⁰ [Cooperatives Use Incentive Mechanisms to Extend Social Protection to Herders \(ilo.org\)](https://www.ilo.org/publications/newspaper/2021/01/01/cooperatives-use-incentive-mechanisms-to-extend-social-protection-to-herders)

with the Mongolian National Lifelong Education Center, a national leading institution, who provides lifelong education and up-to-date life skills to Mongolian citizens, including herders. The Herder programme became the first nationwide social protection programme developed for herders in Mongolia. It has the main objectives of improving herders' life skills and updating their knowledge on livestock production. The programme aims to set up a knowledge infrastructure to enable herders to access social-protection-related information with the ultimate goal of extending their social insurance coverage²¹.

- The Ministry of Education and Science and Lifelong Education Center ensured sustainability of the Herder programme and made it as a part of its formal and national programmes. The lifelong education teachers in all 21 provinces and 330 soums become key advocates along with local social insurance officers that can reach out herders, even in their pastural camping grounds. They team up with social insurance officers, Trade Union delegates, and pastureland group leaders in 330 soums and reach out herders effectively.
- The UNJP SP-Herders collaborated with Confederation of Mongolian Trade Union (CMTU) to promote freedom of association and the rights to collective bargaining among assistant herders through local unions at nation-wide. CMTU has 36 union members, 22 territorial unions in provinces and Ulaanbaatar capital and 14 professional unions, with approximately 230,000 members. Herders received awareness raising on freedom of association, rights to collective bargaining and benefits of social insurance and support to networking assistant herders. The pilot activities held in Zavkhan and Dornogobi provinces and herders appreciated to learn on freedom of association and rights to collective bargaining and join to assistant herders' networking. At the same time, the UNJP is working with Mongolian Employers Federation to establish capacity building programme to Employer herders and provide support to herders' professional association.

Output 1.2 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 by youth development centers including life skill and income generating training.

2020 target: At least 100 herding men and women are trained on life skills and livelihood skills; **2021 target:** 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; **achieved**

- The UNJP conducted entrepreneurship trainings for young herders in 5 target soums. Participation was high in all 5 soums and young herders showed a great interest in starting businesses as a mean to diversify their income. Thirty six project proposals have been submitted to the call for proposals. Fourteen herders' start-up project proposals were selected through in person interviews and were awarded the seed equipment. However, due to the COVID-19 restrictions and seasonal nature of the initiatives, the results shall be obtained in the quarter 2 of 2022.
- A total of 157 young herders from the 5 soums in Zavkhan province attended the course given by the contracted NGO and SME specialists and have acquired knowledge on starting small businesses. The life skills education of herders was supported by the Herder Programme at the National Lifelong Education Centre. The cascade training by 30 trained trainers in Zavkhan province involved more than one thousand participants.

Output 2.1 Shock responsive social protection measures focusing on children in herder families piloted and documented

Output indicator 2.1: Empirical-based recommendations on the design and administration of shock-responsiveness measures in child money programme

2020 target: 0; 2021 target: 1: achieved

- The notable achievement in 2020-2021, contributing to strengthening institutional capacity to mainstream shock-responsiveness into the national social protection system was the evidence, knowledge and lessons generated through the pilot on Shock-Responsive Social Protection (SRSP) for children. The UNJP jointly with the Ministry of Labour and Social Protection (MSLP) and Zavkhan Provincial Government piloted a SRSP programme for rural children who were at risk of dzud as is a climate related weather shock, by vertically expanding the Child Money Program (CMP). The goal of the pilot was to demonstrate the value of mainstreaming SRSP into the national social protection system and to generate lessons on whether and how to scale up the pilot programme in order to support children and households to avoid

²¹ *Mongolia's Herder Programme | Joint SDG Fund*; <https://www.jointsdgfund.org/article/herders-peer-peer-approach-extend-social-protection-herders>

negative coping strategies, such as reduced food consumption, reduced expenditure for health need and education during shocks²².

- The pilot programme was implemented in Zavkhan province in 2 phases in the winter of 2019-2020. Under the first phase of the pilot programme, a total of 2730 children aged 0-5 years old from Bayantes, Ikh-Uul, Tosontsengel and Tes soums of Zavkhan province, which are known to have severe winters and the most snowfall historically, received a cash assistance of MNT 40,000, which was transferred into their CMP account in December, 2019. This cash assistance aimed at supporting the households with young children to prepare for winter as an early action by purchasing warm clothes and nutritious food for them, as well as using it for insulation and fuel for their homes etc.
- Under the second phase of the pilot, over 6800 children aged 0-5 years old from 23 soums excluding the provincial center soum, were provided with a cash assistance of MNT 60,000 in 3 installments by MNT 20,000 in mid-February, March and April, 2020. This early response action aimed to support the households with young children in their continued smooth consumption, when they start to experience income constraints due to harsh winter conditions that lead the households to increase their spending for fodder to save their livestock.
- The specific feature of this pilot programme for children was that it used the existing Government system of social assistance for children, which includes targeting mechanisms, beneficiary databases, payment systems, human resources and monitoring mechanisms, and therefore, it allows for their rapid, temporary scale-up as a means of preparedness or early response nationwide during shocks and emergency situations.
- The post distribution monitoring of the pilot confirmed that supporting children during shock through the existing system such as the CMP system did not cause any additional burden in the national and local social welfare system. As the cash assistance was not subject to any bank fees and was not used to pay for any household loan or interest payments, the cash assistance pilot through the existing system was at the least administrative cost directly reaching the beneficiaries and meeting their needs.
- The UNJP continued vertical expansion of Government's flagship social protection programme for children throughout 2021 helping the families in overcoming the COVID-19 pandemic challenges related to income and livelihood loss. A wealth of solid evidence was generated and made available in a user-friendly way linked to the UNICEF Mongolia's web page compiling the reports, studies and finding of the SRSP related pilots and surveys of the Governments' social protection response to COVID-19 pandemic.
- Supported the MLSP in monitoring its pandemic response focusing on Child Money Programme (CMP) and Food Stamp Programme generated solid evidence and lessons, that informed the Governments' decision about CMP size, coverage and measures to improve implementation, as well as institutionalization SRSP for children in the future.
- Based on the evidence generated, the UNJP continuously advocated for sustaining the increased benefit level of the CMP during this unprecedented time of pandemic, resulting in Government's decision to continue the shock-responsive top-up until mid-2022. With the RCO has issued recommendations to the highest-level government officials and influential politicians concerning the importance of universal child benefit in overcoming the crisis with less loss in future human capital development and ensuring inclusive post-pandemic recovery.

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

Output indicator 2.2 Number of vulnerable (young and female-headed) herder households improved their coping strategies for dzud at national, local and community level

2020 target: 5; 2021 target: 15-achieved

- In Mongolia, climate change is accelerating, causing more frequent natural disasters with increased scale and damages. Due to global warming, the level of aridity, land degradation and desertification are increasing. According to the "Atlas of Desertification in Mongolia, 2020" released and published by the National Agency of Meteorology and Environment, it shows that 76.8% of the country's total territory has been affected by desertification to a certain degree of which 23.3% is severely degraded. Therefore, it is important to increase the resilience of vulnerable households to climate-related shocks with climate smart approaches, especially for herder households who are most vulnerable to natural disasters and whose livelihoods depend on natural resources inextricably linked to climatic conditions.
- To introduce and mainstream the notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment (drought and dzud), a tool called Resilience Index Measurement and Analysis (RIMA) was planned under the UNJP project. The RIMA allows explaining why and how some households cope with shocks and stressors better than others do through capturing both social protection indicators and shocks. Also it assesses the resilience capacity, changes over time, the role of social

²² [UNICEF Mongolia is working on strengthening the shock responsive social protection upon a successful pilot project in Zavkhan province | Joint SDG Fund](#)

protection intervention in smoothing/facing negative consequences of shocks with a respect to different sub-samples of the population. This methodology provides better support for more effectively designing, delivering, monitoring and evaluating assistance to populations in need, based on what they need most. RIMA analysis is based on household-level data, using a Short RIMA Questionnaire which collects the minimum information needed to assess the resilience capacity of households through short interviews.

- The short RIMA questionnaire was adapted to the specifics of the livelihoods of Mongolian herder communities and tested to limited extent in 2020. In 2021, a total of 10,024 herder households in 330 districts of 21 provinces and 6 peri-Ulaanbaatar districts were surveyed. The UNJP, with the direction of the head of the State Emergency Commission and having received the direct support of the National Emergency Management Agency and provincial local governments, in March and April trained 1,072 local civil servants (bagh governors, officers for animal production and social welfare workers) in three online trainings on how to conduct a herder household survey by using the Kobo Toolbox. Validation and dissemination of the results of the RIMA will be carried out within the project timeline in close cooperation with national partners.
- Disaster preparedness and response mechanisms also need to be embedded in resilience-building strategies, to contribute to bridging the humanitarian–development nexus and setting the basis for more resilient and sustainable livelihoods. Within the framework of enhancing the capacity of local and community structures to respond to shocks and disasters, 52 civil servants in 24 soums of Zavkhan province attended 4 series of virtual training on disaster management consistent with international guidelines and standards for livestock interventions by providing rapid assistance, protecting livestock assets, and to rebuild livestock assets of affected communities. In collaboration with the Zavkhan aimag Emergency Management Department and the provincial Pasture User Association, a three-day training course on integrated improvement of district (soum) pasture management and disaster preparedness plans was organized in the target 3 project districts (Ikh Uul, Tes, Otgon). In total, 150 people took part in the training, including representatives of the district emergency commission, district administration and herder cooperatives.
- The lack of market-oriented genetic improvements incentives has led to a decrease in livestock productivity and deterioration in quality of products and raw materials. The UNJP addressed this circumstance and in to increase resilient capacity of herds and local livestock breeds, it organized provincial level fair pedigree animal trade fair among 23 soums of targeted Zavkhan province. A sustainable marketplace for livestock products was established, collaborating with the Zavkhan province Governor’s office. The UNJP’s efforts to organize a trade fair among producers and processors showed that herders’ access to the market can be improved through this type of event, after the autumn festival of herders organized in Zavkhan province in September 2020. Three beneficiary herder cooperatives, through an inter-cooperative association, concluded a contract with five national wool, cashmere and leather processing companies for the supply of raw materials, and in 2020-2021, in accordance with the contract they supplied 541.2 tons of wool and 9.2 tons of cashmere and 5560 skin and hides.
- The UNJP has supported four cooperatives, as a result, herders have gotten well repaired warehouse for hay, fodder and wool, cashmere and other livestock raw materials and as well as fenced fodder cultivation fields for community emergency feed reserves, which can be interpreted into a better income generation, thus livelihood is getting resilient to shocks. This tangible support has led herders to mobilize the additional income and resource for establishing and maintaining the shock responsive Community Contingency fund. The project provided 18 tons of fodder seeds with the proper agro-technical consultancy that were provided to three cooperatives, and the cultivation on 120 hectares of land belonging to the cooperatives (Otgon soum 100 ha, 10 ha in each of Tes and Ikh-Uul soums) was carried out by members of the cooperatives using part of the Community Contingency fund that was initiated by the UNJP project. As a result, 110 tons of green fodder were procured, and thus an emergency feed reserves were created for cooperatives.
- Considering the crucial role of climate smart agriculture (CSA) in improving the resilience of rural livelihoods, it is necessary to fully understand how improved coherence between social protection and CSA practices can take place. In 2020, 19 local extension practitioners (13 women and 6 men) were trained for 3-day ToT for better implementation of climate-smart livestock production practices for building herders’ resilience to climate change.
Estimated rate of completion as of 31 Dec 2021: **73%**

Achievement of expected JP outcomes

Output 3.1 Multi-stakeholder national level dialogue on Social protection conference will be hosted by UNRC

Output indicator 3.1.1: Number of reports and dialogues including the recommendation of financing strategy to the Government with focus on age and gender.

2020 target: 1 dialogue and 1 national conference is hosted by UNRC; **2021 target:** Report with focus on herders; 1 dialogue and 1 national conference hosted by UNRC

- The UNJP is conducting two studies on social protection and policy change, Study on Herders’ Behavior towards Social and Health insurance and Social protection diagnostic review and Financing Strategy (SPDR & FS). Due to COVID-19 impact, data collection was delayed, however, a draft Final Report of Behavior study and Inception Report of SPDR & FS are produced. After validation and finalization of the study reports and the multi-stakeholder national dialogues will be taken place in April and June 2022 on the findings and recommendations.
- Provided technical support to MLSP on pension policy development by enabling 2 specialists to attend at Executive E-Learning on Pension Policy and Management online course, ITCILO.

Monitoring and data collection:

Through the UNJP Technical Committee and PUNO Working Group meetings on quarterly and monthly basis, presented and updated activities and data on results. Especially for the Technical Committee meeting presentations, there were collected updates and data from PUNOs and presented to the Government, partners and stakeholders.

Lessons learned and sustainability of results

- The UNJP commissioned a national research institute to conduct a survey of Governments' SRSP response to COVID-19. Although UNICEF's international and national consultants were supporting the team in conceptualization, methodology development, training of enumerators, data analysis and report writing, the national research institute lacked the capacity to conduct the research on a relatively new topic and struggled to develop study tools and the reports in 2 languages. Hence, if UNICEF contracts a national institute for studies, it is recommended to have an international researcher/s to be in the team.
- Since the Shock-Responsive Social Protection is a relatively new concept, there is a limited understanding and capacity at all levels and it requires a lot of time and efforts to meaningfully engage various partners. Hence, the lessons learnt is that when UN starts a work that involves new concepts, the relevant capacity building should precede the work or at least to go in parallel.
- From the early stage of the UNJP implementation, ensuring sustainability of the results was, one of the main discussions and consideration. Thus, the UNJP collaborated with nation-wide and well-established institutions such as National Life-long Education Centre, Trade Union, National Association of Agricultural Cooperatives and Federation of Pasture User Groups by ensuring their ownership of awareness raising, capacity building programmes for herders.
- Additionally, close collaboration with MLSP brought important ownership of promoting and distributing best practices of local social insurance officers among themselves and making it sustainable activity for the future²³.

III. Plan for the final phase of implementation

Towards the end of JP implementation

The UNJP is achieving its overall objective of demonstrating how traditional and non-traditional partners can work together to implement and accelerate sustainable development agenda in the country, with particular focus for increased social protection for herder men and women. The social insurance coverage rate increased by 5% which stood at 15 per cent in 2018²⁴. Health insurance coverage increased by 10% in target provinces for the same period²⁵. In addition, herder households' resilience to shocks improved through strengthened institutional capacity to mainstream shock-responsiveness into the national social protection system.

Plan for 2022:

Output 1.1 Innovative solutions responding to situations and social insurance needs of herders applied to administration of social insurance schemes, both men and women

- Organize regional consultations to improve partnerships of local branches life-long education centers, pasture user groups, local social insurance officers and trade union delegates in Mar-June 2022. Also, 21 province and 334 local soum lifelong education trainers will reach out herders by teaming up with other local advocates and herders and Trade Union delegates.
- Promote the best practices of incentive mechanism implementation and ensure sustainability of the results through organizing best practice sharing and advocacy workshops in Mar-Apr 2022.
- Additionally, CMTU and MONEF continue intervention towards assistant and employer herders providing awareness raising and capacity building on promoting freedom of association and rights to collective bargaining, benefits of social insurance and new Labour Law provisions.
- MLSP continues developing IT based innovative solution of creating a sub-menu dedicated specifically for herders that combine 6 categories of information like social insurance, livestock production market rate, bank notifications and weather. As part of IT based solution towards herders, MLSP will conduct digitization of local social insurance data to simplify and ease registration and documentation process for herders and local citizen.

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

- Social entrepreneurship initiatives are consolidated, and the sustainability is ensured by leveraging local funding and approved policies; complete the distribution of seed funds to businesses; complete all 3 planned entrepreneurship trainings for the young herders including a master class on felt design and production as well as dairy products packaging based on the needs of the young herders as expressed during our site visits

²³ [Social insurance officers are mobilizing local capacity to educate herders on social protection with the support of UNJP | Joint SDG Fund](#)

²⁴ <https://www.ndaatgal.mn/v1/lst>.

²⁵ *Health Insurance Fund, data, 2021*, <https://emd.gov.mn/>

- Administer the development of the financing strategy for the social protection with the support from a research Institution, which followed by a stakeholder consultative meeting.
- Contribute to a joint consultative meeting on the UNJP outcomes and maintaining their sustainability
- Organize an entrepreneurship fair in target province to showcase the project interventions and share good practices
- Introduce the online version of LSE modules that will be used nationwide

Output 2.1 Shock responsive social protection measures focusing on children in herder families piloted and documented

- SRSP programme impact evaluation will be completed with clear recommendations for policy changes
- Technical assistance for policy and legal changes, development of a SOP for cash transfer and M&E framework to institutionalize Shock-Responsive Social Protection Measures for children.
- Capacity building and South-South Exchange on Shock-Responsive Social Protection Measures for children
- Support in evidence generation and documentation of lessons learnt related to Government's response to COVID-19 pandemic

Output 2.2 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 is adopted and conducted Training for strengthening the national capacity for assessing impact of social protection interventions on resilience of livestock-based livelihoods

Output 3.1 Multi-stakeholder national level dialogues on Social protection will be held with a host by UNRC

- Final Report of Herders' behavior study finalized, validated and launched
- Completed the Social Protection Diagnostic Review and Financing Strategy²⁶
- Multi-stakeholder national level dialogue on Social protection conference will be organized 2 times to be hosted by UNRC in April and June 2022.

Risks and mitigation measures

- The UNJP conducted a rigorous impact evaluation to provide evidence on the impact of Child Money Programme to areas including education, malnutrition, and public perception. CMP is implemented with strong promotion activities to public introducing research findings. The overall public perception was very positive.
- 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.
- Public perception to increase herders' social insurance coverage was low. However, the UNJP applied different innovative solutions and tools that are appreciated by local social insurance officers and local community leaders.
- In terms of risk that PUNOs tend to operate as individual agencies rather than one. However, regular PUNO meetings with consultative, consensus-based decisions and joint missions helped PUNOs work as one team. PUNOs regular meeting enabled to the UNJP to provide evidence of the expected results to progress reports.
- Lack of coordination and unified understanding among the players in SRSP was one of the risks faced the UNJP. However, coordination between social protection and disaster management/humanitarian actors played important role to mitigate this risk.
- The fundamental change in the CMP design, including its database, delivery mechanism and source of funding creates some delay in planned support to the Government in mainstreaming the shock-responsiveness into the existing systems, because UNICEF's work on SRSP strengthening was conceptualized and piloted using the CMP programme. Hence the change in CMP programme generates uncertainties. UNICEF is working to strategize the approach building on the past support to the government and considering the new development in relation to the CMP.

²⁶ [UN Joint Programme in Mongolia: Social Protection Diagnostic Review and Financing Strategy Study for Mongolia \(ilo.org\)](https://ilo.org)

Annex 1: Consolidated Annual Results

1. JP contribution to global Fund’s programmatic results

Global Impact: Progress towards SDGs

Select up to 3 SDG *indicators* that your Joint Programme primarily contributed to (in relation to SDG targets listed in your JP ProDoc)

SDG: **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

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

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

Outcome indicators	Expected 2021 target	2021 result	Reasons for variance from planned target (if any)	Expected final target
1.1: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scope ²⁷	1	1		1
<i>List the policies:</i> 1 scheme piloted and demonstrated. Shock responsive social protection programme to top up CMP was piloted in Zavkhan province to prevent and mitigate negative impacts of dzud and has made direct and/or indirect influence on the Government to make a decision to top up CMP at national level during pandemic. Child benefit was increased vertically.				
1.2: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scale ²⁸				
<i>List the policies:</i> 1 scheme piloted and demonstrated. Shock responsive social protection programme to top up CMP was piloted in Zavkhan province to prevent and mitigate negative impacts of dzud and has made direct and/or indirect influence on the Government to make a decision to top up CMP at national level during pandemic. Child benefit was increased vertically.				

Global Output 3: Integrated policy solutions for accelerating SDG progress implemented

Output indicators	Expected 2021 target	2021 result	Reasons for variance from planned target (if any)	Expected final target
3.1 Number of innovative solutions that were tested (disaggregated by % successful-unsuccessful)	2	4	Developed additional innovative solutions	5. IT solution will be completed in 2022
3.2: Number of integrated policy solutions that have been implemented with the national partners in lead	1	1		1

²⁷Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

²⁸Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

Did your Joint Programme contribute to strengthening of national capacities to implement integrated, cross-sectoral SDG accelerators in 2020-2021?

Yes

No

Explain briefly: National capacity to implement integrated, cross-sectoral SDG accelerators has increased. Two officials have attended the Executive Training on Social Protection Policy which is the UNJP's contribution to social protection legal reform that is currently ongoing in the country. Moreover, social insurance trainings have been organized by non-traditional partners such herders or beneficiaries through their cooperatives and pastureland users' groups and life-long education centers.

2. Results as per JP Programmatic Results Framework

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target (if different from 2021)
Outcome 1: More herding men and women access social and health insurance effectively					
Outcome 1 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) ²⁹ 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 ³⁰ .	Gradual increase leading to 2021 Target	and national average increased by 5%	Social and health insurance coverage is increased from 15 to 20 per cent and from 40 to 50 per cent, respectively.	
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 1.1 indicator: 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	Complete pilots of 5 innovative solutions	Implemented 5 innovative solutions and upscaled and ensured sustainability of the Herder programme.	3 more innovative solutions are implemented	

²⁹ Data received from GASInsurance, September 23, 2019;

³⁰ www.1212.mn

	developed under the Food Stamp Program from the proxy means test survey response and protocols. ³¹				
Output 1.2 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.	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.	At least 100 herding men and women are trained on life skills and livelihood skills	150 herders attended two-round trainings organized by the UNJP on starting business and gained basic skills around the topic. 10 businesses were selected to be further invested and trained.	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.	
Number of herders trained on LSE and income generation	90	100	1150	The locally trained trainees were advantage to reach out more herders in the selected 5 soums without requiring much efforts.	1000
Number of herders started a business	0	60	75	The herders' high interest for income generation impacted for overachievement.	75
Outcome 2: Institutional capacity to mainstream shock-responsiveness into the national social protection system strengthened					
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	N/A	MLSP prepares and submits a proposal on shock-responsiveness measures for herders for parliament discussion.	
Output 2.1 Shock responsive social protection measures focusing on children in herder families piloted and documented.					

³¹ <https://www.adb.org/publications/improving-delivery-social-protection-ict-mongolia-nepal-vietnam>

Output indicator 2.1: Empirical-based recommendations on the design and administration of shock-responsiveness measures in child money programme	UNICEF has conducted a study on shock responsive social protection, with particular focus on Child Money Programme, in 2018.	0	The UNJP partnered with ADB where the latter has conducted a simulation analysis of the impact of CMP top-up on poverty and inequality. The UNJP report will be finalized in 2021.	1	
Output 2.2 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 - the UNJP procured pedigree young rams and bucks to 15 poor herder households – 9 young families and 6 female headed households – in 3 soums, each has less than 200 sheep and goats, to improve quality of their livestock for better resilience and survival during harsh winter, and better quality of raw materials such as cashmere and wool.	15	
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					
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	N/A	1	
Output 3.1: 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 Social Protection Diagnostic Review and Financing Strategy will be produced and Mongolian Social Protection Floor evaluation was re-defined.	1 dialogue and 1 national conference is hosted by UNRC.	Basing on the findings and recommendation from Herders' Behaviour and SPDR & FS studies, 2 policy dialogues will be held in Apr and June 2022.	Due to COVID-19 restrictions data collection delayed. A draft Final report on Herders' Behavior study is produced.	

Annex 2: Strategic documents

2.1. Contribution to social protection strategies, policies and legal frameworks

Strategic documents developed or adapted by JP

Title of the document	Date when finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	If published, provide the hyperlink
Herders Behavioral Study towards Health and Social Insurance	Jan 2021	Yes	Yes	Yes	Yes	Yes	
Inception Report on Social Protection Diagnostic Review and Financing Strategy	Jan 2021	Yes	Yes	Yes	Yes	Yes	
Study of Child Money Programme and Food Stamp Programme top-ups implemented in response to COVID-19	Dec 2020	No	No	Yes	Yes	Yes	
Post-Distribution Monitoring Report of our SRSP pilot for rural children	Dec 2020	Yes	Yes	Yes	Yes	Yes	https://www.unicef.org/mongolia/mn/child-focused-shock-response?fbclid=IwAR3Yk8BSrpNm9TIUyip29z-TDdX3WsLfoXO7IfIU55NUnEmFtIq2livipoE

Strategic documents for which the UNJP provided contribution

Title of the document	Date when finalized (MM/YY)	Brief description of the document and the role of the UNJP in finalizing it
N/A		

Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Title of the document	Date when finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	<i>If published, provide the hyperlink</i>
N/A							

2.2. Focus on vulnerable populations

Strategic documents developed or adapted by JP

Title of the document	Date when finalized (MM/YY)	Focus on gender equality and women empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwDs (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)
N/A								

Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Title of the document	Date when finalized (MM/YY)	Focus on gender equality and women empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwDs (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)
N/A								

Annex 3: Updated JP Risk Management Matrix

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
Overall negative perception about cash transfer based on assumption that it leads to welfare dependency.	High (9)	3	3	A rigorous impact evaluation is 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	Mitigating measures are limited. The UN communicates and promotes the importance and social protection (social insurance and assistance) including creating fiscal space to cover all.	UNRCO
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	Due to the pandemic, the importance of social protection systems including social and health insurance systems has increased, therefore, there is more support for increased social protection spending for herders.	ILO
Programmatic risks					
PUNOs operate as individual agencies rather than one.	High (15)	3	5	Regular meeting PUNO working group and Technical Working Group meetings helped UN agencies to work as one.	UNRCO
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 contributed to the design of the behavioral outputs and draw on the findings in their respective work.	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 enabled to achieve 2021 targets effectively.	UNRC and PUNOs
Institutional risks					

Lack of coordination and unified understanding among the players in the area of SRSP. Coordination between social protection and disaster management/humanitarian actors has been identified as a key challenge by several development partners examining SRSP in Mongolia.	High (12)	3	4	The pilot was success and the Government scaled up the design nationally.	UNICEF/Chief of Social Policy
Government's waning interest in participate in the UNJP and implement the recommendations	High (10)	2	5	Project partners have established an active network under the leadership of UNRC and the MLSP. Minister for Labour and Social Protection has made strong commitment to the project implementation.	UNRC
Fiduciary risks					
PUNOs are not able to provide evidence of the expected results	Low (6)	1	5	A regular monitoring of programme progress helped PUNOs to discuss implementation process and potential collaboration under UNRCO leadership.	UNRC

Annex 4: Results questionnaire

<https://forms.office.com/r/H4eZAKyx9H-Completed by 11 Feb 2022.>