

SAVING
LIVES
CHANGING
LIVES



Mongolia Annual Country Report 2018

Country Strategic Plan

2018 - 2018

ACR Reading Guidance



World Food
Programme

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Summary

Mongolia is prone to recurring extreme weather events, such as droughts and dzuds — harsh winter conditions which can lead to large-scale livestock deaths. Droughts severely affect the production of staples such as wheat, barley, oats, potatoes, vegetables and crops for animal feed, while dzuds can lead to widespread death of livestock, negatively impacting on livelihoods of large numbers of the population.

Early warning systems in Mongolia are nascent, and while the development of drought and dzud conditions is monitored regularly, response activities rely on rapid assessments for identifying needs and assessing impact once the disaster has hit, which is often too late for a response to be effective. Further strengthening and linking of early warning systems and available information are important to enable a more effective response, but above all to enable timely and targeted preparedness and early action, thereby reducing the level of disaster damage and loss experienced by herders and the national economy.

Since October 2017, the Government of Mongolia, WFP and development actors organized a series of early warning and early action workshops held under the leadership of the Deputy Prime Minister and the National Emergency Management Agency and in cooperation with the United Nations Resident Coordinator's Office (UNRCO), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), United Nations Development Programme (UNDP), and the Food and Agriculture Organization of the United Nations (FAO). All workshop participants concluded that sustained investments in early warning systems in Mongolia would be valuable and would help enhance early action and emergency responses. Next, they jointly developed a draft 'Protocol for resilience-building measures for vulnerable herder households in dzud-risk areas' to support the strengthening of a dzud monitoring and early warning system.

Against this background, WFP's Immediate Response Emergency Preparedness Operation (IR-PREP) started in August 2018 with a scoping mission conducted jointly with FAO and OCHA. Based on the recommendations, the project explored and identified options for the piloting and deployment of information systems, in support of existing government infrastructure, which can further facilitate the collection and availability of information crucial for herders, the Government and partners to make more informed decisions when preparing for difficult winter conditions, mitigating the effects of a dzud and enhancing resilience. Further, the project aimed to make linkages with early warning and early action mechanisms through existing social protection systems.

Two proposals were developed to enable WFP to provide technical support in 2019. This will primarily involve the deployment of WFP's mobile Vulnerability Analysis and Mapping capacity and the Platform for Real-time Impact Situation

Monitoring (PRISM). WFP commissioned research on existing social protection programmes in Mongolia which may be scaled prior or in response to a shock. This resulted in identifying and recommending options to the Government during the ongoing revision of the Social Welfare Law to make social protection platforms more flexible and shock-responsive.

The Immediate Response Emergency Preparedness Operation (IR-PREP) was closely coordinated with the UNRCO, FAO and Mercy Corps. Regular exchanges also took place with the Mongolian Red Cross Society to ensure cooperation and identify opportunities for collaboration in 2019.

Context and Operations



Mongolia is highly vulnerable to climate change, which is threatening the traditional way of life of Mongolia's herders, resulting in increased poverty and rapid urbanization. As temperatures rise and rainfall decreases, the availability of grasslands and crop production is expected to decrease. At the same time, livestock represents the economic mainstay of nearly 20 percent of households in Mongolia and over 56 percent of households in rural areas. [1] The number of livestock in the country has increased significantly over the past decade, reaching 66.5 million heads in 2018, with increasing pressure on pasture land and available fodder crops due to overgrazing.

Coupled with an incentive among herders to maximize herd sizes to absorb cumulative losses, pasturelands are under increased pressure. As a result, the availability and quality of natural feed for animals decreases, which in turn leads to reduced weight gain among animals in the summer and fall, making them highly vulnerable during a dzud in the winter or spring season, when pasture access is lower due to deep snow and ice coverage.

In 2010, approximately 10 million animals — 23 percent of the total national livestock — perished during the dzud, causing an economic loss of USD 345 million. [2] An estimated 75,000 households lost half or more of their herd, while 12,000 households lost their entire herd. The common response of traditional herders is to abandon the countryside and migrate to urban areas, in particular, Ulaanbaatar, often further exacerbating their precarious living conditions. It is estimated that 30,000 households migrated to the capital following the 2010 dzud.

Malnutrition and food insecurity remain a concern in Mongolia. Two-thirds of the overall population experience some form of food insecurity. Nearly one in four Mongolians and one in three of the poor or rural households experience severe food insecurity. At the same time, the prevalence of overweight and obesity among adults and increasingly among children in all regions of Mongolia is becoming a major public health concern. Nearly half of the adult population is overweight (Body Mass Index ≥ 25), and approximately 16 percent are obese (Body Mass Index ≥ 30). [3]

There is a robust social protection system and social registry database in Mongolia, which is currently under review. Until recently, universal coverage existed for all children. The only programme specifically targeting the poor is the Food Stamp Programme that supports the extremely vulnerable using a Proxy Means Test to determine eligibility. Almost all Mongolians have a bank account, and banks are accessible throughout the country.

The frequency, intensity and impact of both dzud and drought are increasing in Mongolia, prompting the Government to establish a more robust legal and policy framework as well as to strengthen their capacity and engagement in early

warning and disaster preparedness. In February 2017, the Government passed a law on disaster protection, which resulted in a restructuring of the National Emergency Management Agency (NEMA) and the creation of the Disaster Risk Management Department and Spatial Information Technology Division in May 2018.

Between October 2017 and August 2018, the Government organized a series of early warning and early action workshops under the leadership of the Deputy Prime Minister and NEMA and in cooperation with United Nations agencies and other partners. These workshops concluded that sustained investments in early warning and early action would be highly valuable for effective disaster risk management. The workshops also resulted in the joint elaboration of a draft matrix identifying vulnerabilities, indicators, and triggers for 'early actions' in Mongolia to which WFP contributed. This matrix is the emerging approach to address the increased frequency of dzud by building resilience. It emphasizes a need for strengthening the early warning system to consider the socioeconomic vulnerabilities of herders alongside specific 'early actions' to be taken during June-December, as well as year-round actions for long term dzud risk management. It was presented in the Asian Ministerial Conference on Disaster Risk Reduction in July 2018 as a way forward to address vulnerability to dzud events in Mongolia.

In December 2018, as a direct outcome of the project, the Government established a technical working group on early warning and early action, which will be headed by NEMA's Deputy Director and comprised of experts from the various government ministries and agencies. The group's terms of reference are currently under development, including scope of work and specific actions for 2019.

WFP does not currently have an operational presence in Mongolia but builds on accomplishments in the Asia-Pacific region in pioneering the establishment of real-time monitoring information databases, early warning systems and implementing projects. A close relationship was forged with partners including the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Resident Coordinator's Office (UNRCO), and Mercy Corps to coordinate efforts and effectively achieve positive outcomes.

The objective of WFP's activities was to explore options for technical support to the Government of Mongolia on the generation of early warning and real-time information on dzud risk and other climatic events for enhanced social protection programmes and improved resilience among vulnerable herders.

Programme Performance - Resources for Results

Funding for the Immediate Response Emergency Preparedness Operation (IR-PREP) was secured from WFP's immediate response account to support emergency preparedness for the 2018 dzud risk season in Mongolia. Funding levels were sufficient to meet operational and programme needs and were fully utilized.

The project, aimed at providing early warning and real-time information on the food security and livelihood impacts of dzud and other climatic events for enhanced social protection, was implemented in three components:

Component 1: Enhancement of the short message service (SMS) on-demand system for weather forecasting

Mercy Corps, the National Emergency Management Agency (NEMA), the National Agency for Meteorology and Environmental Monitoring (NAMEM), and mobile network operators implemented a national SMS service that allows herders with mobile phones to receive weather forecasts by sending a request with a code for their desired location. Through its expertise in mobile Vulnerability Analysis and Mapping, and in partnership with Mercy Corps, WFP has explored options to provide technical assistance to expand the system by adding more relevant information to herders, in particular market price information for agriculture and animal products, to improve their resilience and ability to trade during key moments during the year.

Results: A technical proposal was developed jointly by WFP, Mercy Corps, the National Statistics Office (NSO) and NEMA, for the expansion of the existing SMS system, including a pilot project on the dissemination of hay prices to herders through on-demand SMS. This component was included in the updated cooperation agreement of NEMA and NSO on disaster statistics. A user satisfaction survey will be completed to evaluate the effectiveness of the SMS system and collect information related to protection and accountability to affected populations.

Component 2: Integration of dzud risk maps into open geographic information systems (GIS) and advocacy for deeper integration with early warning information systems

WFP has expertise in interactive data management and mapping platforms, in particular, the Platform for Real-time Impact Situation Monitoring (PRISM). This platform allows for the integration of remote sensing and spatial data with vulnerability and hazard mapping and other socioeconomic indicators, as well as data sharing with inter-operable systems.

WFP has explored options for the provision of technical assistance to NAMEM, NEMA, NSO and other partners to help enhance the use and reliability of the

dzud risk map and other hazard- and disaster-related information through the deployment of PRISM and its integration with existing information management systems.

Such integration would support NEMA's decision-making and coordination processes by helping identify the location and number of most vulnerable people within potentially affected areas, prioritize assistance, and trigger cash-based responses through early action and forecast-based financing programmes.

Results: A technical proposal for the deployment of PRISM has been developed through consultations with stakeholders and donors. It lists options for working arrangements and the division of roles between stakeholders. A process to develop a tripartite agreement between NEMA, NAMEM and NSO is also underway. Meanwhile, discussions with a donor have confirmed interest to secure funding for WFP for the further deployment of PRISM.

Component 3: Explore the potential for shock-responsive social protection in Mongolia

WFP engaged with Oxford Policy Management to explore options on how existing social protection programmes in Mongolia could be enhanced to respond to shocks by providing essential assistance to disaster-impacted poor and vulnerable households.

Results: A report on options for shock-responsive social protection has been completed, and recommendations were submitted to the Ministry of Labour and Social Protection on the inclusion of emergency response elements as part of the consultation process for the revision of the Social Welfare Law.

Components implemented under the IR-PREP have established a foundation for WFP's continued support to strengthen the capacity of the Government of Mongolia in areas of early warning and emergency preparedness. The IR-PREP benefited from seed money to initiate longer-term WFP support, and the components and plans have been recognized by the Government as critical to the Mongolian context. WFP is in the process of negotiating follow-up funding which would enable further deployment and expansion of components 1 and 2 in 2019. Recognizing the importance of strategic partnerships for the progression of shock-responsive social protection efforts in Mongolia, WFP is consulting with partners such as the World Bank, Asian Development Bank, the United Nations Children's Fund (UNICEF) and the Food and Agriculture Organization of the United Nations (FAO) to identify next steps.

Figures and Indicators

Data Notes

Summary

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A mother poses with her daughter after discussing the challenges of maintaining her family's livestock during Mongolia's tough winters.

Context and operations

[1] 2017 NSO Statistical yearbook.

[2] Cold-season disasters on the Eurasian steppes: Climate-driven or man-made (Banzragch Nandintsetseg et. al, October 2018).

[3] Fifth National Nutrition Survey (2016-2017); food security estimates based on the Household Food Insecurity Access Scale (HFIAS)

World Food Programme

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Cover page photo © WFP/Darko Petrovic

A mother poses with her daughter after discussing the challenges of maintaining her family's livestock during Mongolia's tough winters.

Annual Country Report - Donor Version

Mongolia Country Portfolio Budget 2018 (2018-2018)

Cumulative Financial Overview as at 31 December 2018 (Amount in USD)

Strategic Result	Strategic Outcome	Activity	Needs Based Plan	Allocated Contributions	Advance and Allocation	Allocated Resources	Expenditures	Balance of Resources
5	Enhanced preparedness of public-sector institutions and systems to identify, target and assist vulnerable populations	Provide early warning and real-time information on the food security and livelihood impacts of dzud and other climatic events for enhanced social protection	186,854	186,854	0	186,854	73,723	113,131
Subtotal Strategic Result 5. Countries have strengthened capacity to implement the SDGs (SDG Target 17.9)			186,854	186,854	0	186,854	73,723	113,131
Total Direct Operational Cost			186,854	186,854	0	186,854	73,723	113,131
Direct Support Cost (DSC)								
Total Direct Costs			186,854	186,854	0	186,854	73,723	113,131
Indirect Support Cost (ISC)			12,146	0		0	0	0
Grand Total			199,000	186,854	0	186,854	73,723	113,131

Columns Definition

Needs Based Plan

Latest Approved Version of Needs Based Plan in USD

Allocated Contributions

Allocated contributions include confirmed contributions with exchange rate variations, multilateral allocations, miscellaneous income, resource transferred, cost recovery and other financial adjustments (e.g. refinancing); excludes: internal advances.

Advance and allocation:

Internal advanced/allocated resources but not repaid in USD.

This includes different types of internal advance (IPL or MAF) and allocation (IRA).

Allocated Resources

Sum of Allocated Contributions, Advance and Allocation

Expenditures

Cumulative monetary value of goods and services received up to the reporting period.

Balance of Resources

Allocated Resources minus Expenditures

Annual Country Report - Donor Version
Mongolia Country Portfolio Budget 2018 (2018-2018)
Annual Financial Overview for the period 1 January to 31 December 2018 (Amount in USD)

	Needs Based Plan	Implementation Plan*	Expenditures
Mongolia	199,000	-	73,723
<i>*Original Implementation Plan as per the Management Plan 2018</i>			