



**PROMOTING SOCIAL EQUALITY IN THE GOBI-AREAS OF  
SOUTH MONGOLIA BY FOSTERING HUMAN SECURITY WITH  
INTEGRATED AND PREVENTION APPROACHES**

**FULL PROPOSAL**

**For the UN Trust Fund for Human Security (UNTFHS )**

**UN Country Team in Mongolia**

## Acronyms

ADB	Asian Development Bank
BCC	Behavior Change Communication
CBSS	Convergent Basic Social Services
CFS	Child-friendly schools
CP	Country Programme
CSO	Civil Society Organization
GDP	Gross Domestic Product
GoM	Government of Mongolia
GTZ	German Technical Cooperation Agency
HDI	Human Development Index
HDR	Human Development Report
IFAD	International Fund for Agricultural Development
JICA	Japan International Cooperation Agency
JP	Joint Programme
MDG	Millennium Development Goal
MECS	Ministry of Education, Culture and Science
MFALI	Ministry of Food, Agriculture and Light Industry
MFI	Microfinance institutions
MNCCI	Mongolian National Chamber of Commerce and Industry
MOH	Ministry of Health
MRTCUD	Ministry of Roads, Transportation, Construction and Urban Development
MTI	Ministry of Trade and Industry
NGO	Non-Government Organization
NSO	National Statistical Office
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PPP	Public Private Partnership
SDC	Swiss Agency for Development and Cooperation
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population's Fund
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

## Table of Contents

I. Basic data .....	4
Executive summary .....	5
Map of Mongolia with indication of target areas .....	6
II. Introduction – Country Profile and Specific Sector Analysis .....	7
II.1 General Background on Mongolia .....	7
II.2 Human Security Analysis for Proposed Project: Multi-sectoral Problems in South Mongolia .....	7
(1) General Analysis for Target Area of South Mongolia .....	7
(2) Economic Insecurity in Rural Areas .....	8
(3) Problem of Water Scarcity .....	9
(4) Lack of Qualitative Health Services .....	9
(5) Mongolia’s ‘New’ and ‘Pervasive’ Threats - Challenges from Climate Change .....	10
II.3 Rational for Funding from the UNTFHS .....	10
III. Joint Programme Context .....	11
III.1 Past and Current/Complementary Initiatives .....	11
(1) Mongolia and Human Security: .....	11
(2) Initiatives for Rural Development: .....	11
(3) Initiatives for Basic Social Services and Child-friendly Schools.....	12
(4) Initiatives for Primary Healthcare.....	12
(5) Initiatives to Combat Economic Insecurities .....	13
III.2 National and Local Government Commitments.....	13
(1) Proposed Project and MDGs.....	13
(2) Proposed Project and UNDAF.....	14
(3) Proposed Project and UNSG’s Commitment to Combat Climate Change .....	14
III.3 Project identification and formulation.....	14
(1) Participation of the stakeholders and beneficiaries in project development .....	14
(2) Value-added of the Joint Programme.....	15
III.4 Target beneficiaries:.....	15
IV. Project Details .....	16
(1) Human Security Goal and Objectives .....	16
(2) Objectives, Expected Outputs and Detailed Activities: .....	17
(3) Performance Indicators and Risk Analysis .....	23
V. Sustainability .....	24
VI. Implementation and Partnership Strategy of Joint Programme .....	24
VII. Public Affairs and Communication .....	26
VIII. Monitoring and Evaluation Plan .....	26
IX. Joint programme administration and financial management .....	26
(1) Overall Management.....	26
(2) Fund Management Modality.....	27
(3) Substantive Reporting .....	27
(4) Workplans .....	27
X. Budget.....	28
XI. Appendices .....	29
Appendix 1: Logical Framework for Proposed Project .....	29
Appendix 2: List of Equipment Provided to Primary Health Centres (Objective 3: Activity 3.2.4) .....	30
Appendix 3: News headlines for UNSG’s commitment to combat Climate Change in Mongolia.....	31
Appendix 4: Terms of References for Joint Programme Management Officers .....	33

## I. Basic data

<b>Date of submission</b>	<b>18 February, 2010</b>
<b>Benefiting country and Locations</b>	<b>Mongolia, 3 Provinces of South Mongolia near the Gobi Desert: Govi-Altai, Bayanhongor, and UmnoGovi (2 most vulnerable soums selected from each Province)</b>
<b>Title of the project</b>	<b>“Promoting social equality in the Gobi-areas of south Mongolia by fostering human security with integrated and prevention approaches”</b>
<b>Duration of project</b>	<b>36 months (3 years) from March 2010 to February 2012</b>
<b>UN organization responsible for management of the project:</b>	<b><u>United Nations Development Programme</u> UNDP Country Office Mongolia UN-House, 12 United Nations Street 210646 Ulaanbaatar, Mongolia</b>
<b>Executing UN organization(s)</b>	<p><b><u>Participating UN agencies:</u></b></p> <p><b>(1) United Nations Development Programme</b> UNDP Country Office Mongolia UN-House, 12 United Nations Street 210646 Ulaanbaatar, Mongolia</p> <p><b>(2) United Nations Children’s Fund</b> UNICEF Mongolia UN House 2, 12 United Nations Street 210646 Ulaanbaatar, Mongolia</p> <p><b>(3) World Health Organization</b> WHO Mongolia Room 301, 3<sup>rd</sup> Floor Bldg of Ministry of Health Olympic Street – 2 Ulaanbaatar, Mongolia</p> <p><b>(4) United Nations Populations Fund</b> UNFPA Mongolia UN House 1, 12 United Nations Street 210646 Ulaanbaatar, Mongolia</p>
<b>Non-UN implementing &amp; collaborating partners</b>	<b>The Cabinet Office, Ministry of Education, Culture and Science Ministry of Food, Agriculture and Light Industry Ministry of Health, Ministry of Nature, Environment and Tourism (Water Authority), Ministry of Roads, Transportation, Construction and Urban Development, Public Utilities Service Organizations (PUSOs), Mongolian National Chamber of Commerce and Industry, Local NGOs and Community-based Organizations in the Gobi Areas</b>
<b>Total project budget</b>	<b>USD 2,703,679 (for three years)</b>

## **Executive summary**

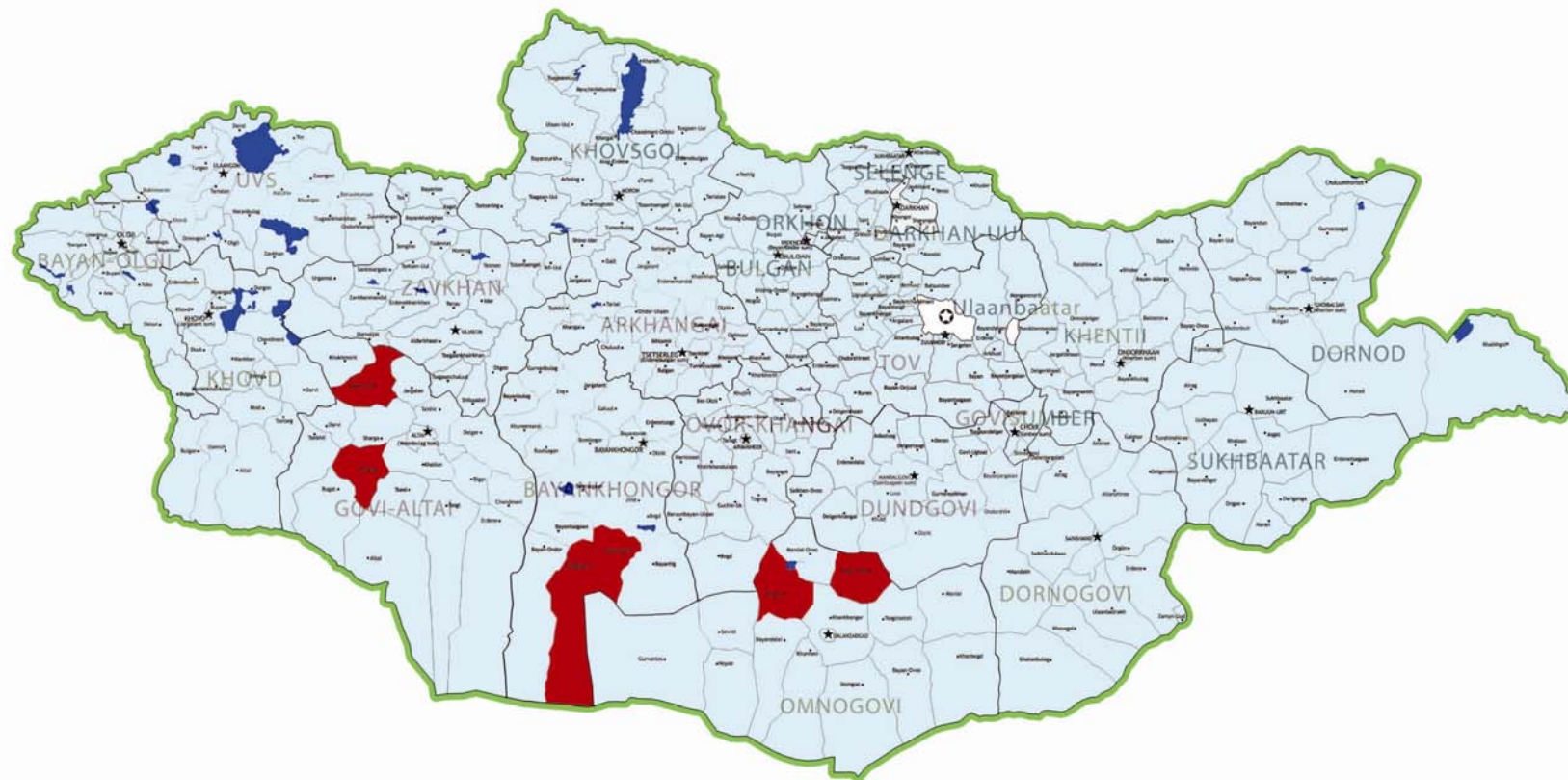
Mongolia is a sparsely populated country with a vast land area of 1.6 million square kilometers which is larger than the combined area of France, Germany, Italy, and the UK. It is land-locked between Russia and China. Poverty remains widespread in the country despite efforts to reduce it. Official figures suggest that around one third of the total population live under poverty line, defined as the inability to afford a basket of basic food and non-food items. In fact, increasing the poverty line by only 10.0 per cent leaves well over half of the population mired in poverty. Whatever figure is chosen, the poverty reduction challenge facing the country is significant.

In addition to the serious poverty, Mongolia has another distinctive feature: its climate is extremely harsh with very long and cold winters and dust storms in the spring. Its geography is dominated by grassy steppes, mountains, and vast desert and semi-desert regions with less than one percent of its land classified as arable. However, due to the rapid change caused by climate change, drought has significantly increased, causing a vicious cycle so trees can not generate in the Gobi Desert which thus reinforces desertification. This phenomenon of climate change has given rise to a number of socio-economic related problems which can have adverse effect on human security, and the causal chain from climate change to significant impacts on human security is likely to be long, complex, and full of uncertainties. Mr. Ban Ki-moon of the UN Secretary General, during his recent visit to the country, has expressed his high expectation that Mongolia shall not only join the efforts of what the UNSG has committed to combat climate change, but also become a model country for global efforts on the issue.

Taking into account the future impact of climate change on socio-economic situation, the UN Country Team of UNDP, UNICEF, WHO and UNFPA, formulated a joint proposal that targets south Mongolia, where people are very vulnerable to a range of stresses, depending on factors such as access to resources and other socio-environmental circumstances shaped by political and economic processes. Upgrading social services and providing adaptation approach to climate change effects, is recognized as the best way to enhance the people's overall security not only in the short and medium, but also longer terms. The project will therefore support specifically a five-prong intervention with interrelated components as follows: (1) increasing the access to safe drinking water among the vulnerable community members severely affected by climate change (by UNDP), (2) improving the quality of formal education through providing rights-based child- friendly schools (by UNICEF), (3)enhancement of the access and quality of people-centered primary health care (PHC) with gender-sensitive consideration (by WHO and UNFPA), (4)provision of income generation opportunities through community-based organizations (by UNDP), and (5) Promoting the mainstreaming and advocating of the Human Security Concept (all Agencies led by UNDP).

Implementing this project with combination of 'top-down' protection and 'bottom-up' empowerment components, the project shall alleviate social inequality of most vulnerable populations affected by both serious poverty and climate change in South Mongolia (the Gobi-areas), enhancing their human security with these integrated, multisectoral and prevention measures.

## Map of Mongolia with indication of target areas



*The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.*

## **II. Introduction – Country Profile and Specific Sector Analysis**

### **II.1 General Background on Mongolia**

Mongolia is a landlocked country with a harsh continental climate, located in Northeast Asia with a territory of over 1.56 million square kilometers. It is the 17<sup>th</sup> largest country and the least densely populated in the world with 2 persons per sq.km. It has a population of 2.6 million and children under the age of 18 accounts for 39 percent of the total population. Among them, 47 percent of the population lives in rural areas.

The country has been still in its economic and political transition that is similar to many post-socialist countries. Mongolia's Human Development Index (HDI) indicates 0.700, ranking the country in 112<sup>th</sup> position (GHDR, 2008). Poverty estimates based at the rate of USD 1 dollar (PPP) put 11 percent of the Mongolians below this rate and 45 percent of the population if the rate was fixed at USD 2 dollar. As per the last Living Standards Measurement Survey (LSMS), the official poverty index of the country Mongolia had a poverty level of 35.6 percent (World Bank, 2007).

However, it is widely recognized that poverty in Mongolia is more than income-based: it is a compound result stemming from a combination of a lack of income opportunities, education, poor or intermittent access to water and health services, food insecurity, and social vulnerability (disability, old age, single/women headed households).

The lack of adequate water and sanitation provision in rural and peri-urban areas of Mongolia poses serious and direct threats to the human security of vulnerable populations and inequity. National level of access to safe water and adequate sanitation is far behind of the MDG7 Target. The consequences of this lack of access include increasing contagious disease, reduced livelihoods and prevailing inequalities within communities and the overall population. The infant mortality rate has been calculated at a high of 39 per 1000 live births (in comparison to 26 per 1000 for East Asia). Around 2,000 children under the age of five suffer from episodic diarrhea every year in Mongolia. Unsafe water and unsafe hygiene practices are the main causes of diarrhea, which is closely linked to child malnutrition, morbidity, and mortality.

In addition to the serious situation of poverty and other social problems, the country has been affected by climate change. Mongolia already has severe climatic conditions with long, cold winters and short, hot summer.<sup>1</sup> During the last 70 years, the average annual temperature has increased by 2.14°C. In addition, intensive warming would result in accelerated desertification. While people recognize that such changes in natural and ecological zones, permafrost, grassland yields, vegetation species, soil fertilization caused by climate change are worsened in future, there is no systematic adaptation strategy to deal with climate change related problems and to meet the country's sustainable development goals.

Taking into account the future impact of climate change on socio-economic situation, a holistic and multi-sectoral intervention, including both upgrading social services and providing adaptation approach to climate change effects, is recognized as the best way to enhance the people's overall security not only in the short and medium, but also longer terms. In order to respond to the needs of men and women on the ground, the proposed programme will therefore address the causes of deteriorating social services for most neglected populations who also face the acute impact of climate change in Mongolia, emphasizing the importance on the access to safe drinking water sources, child-friendly education, adequate and prevention-oriented healthcare facilities, and economic opportunities.

### **II.2 Human Security Analysis for Proposed Project: Multi-sectoral Problems in South Mongolia**

#### **(1) General Analysis for Target Area of South Mongolia**

In south Mongolia, people are very vulnerable to a range of stresses, depending on factors such as access to resources and other socio-environmental circumstances shaped by political and economic processes.

Geographically speaking, the area has a very distinctive feature compared to other places in the country. Much of the southern part of Mongolia is covered by the Gobi desert, one of the world's great deserts. Unlike the Sahara there are few sand dunes in the Gobi; rather there are large barren expanses of gravel plains and rocky

---

<sup>1</sup> The average temperature is between -7.8°C and + 8.5°C, the average minimum in the Great Lake valley and mountain ranges Altai, Khangai, Khentii and Khuvsgul during the month of January could go down to -40°C and the maximum in the Gobi desert during July can go up to +38°C.

outcrops, which makes it difficult to cultivate more lands for crops. In addition, the climate here has been extreme with temperatures reaching +40° C. in summers and -40° C in winters.

Due to climate change, drought has significantly increased at the level of 95% for the last 60 years and some summers there has been no rain at all. During the past four years, about 3,000 water sources including 680 rivers and 760 lakes have dried up throughout the country, and south Mongolia is one of the most affected regions. This change means that vascular plants (bushes, shrubs, herbs and grasses) have not been generating or growing well. As the bushes and trees are also crucial for holding the sand and soil in place, retaining water, and moderating the microclimate, drought causes a vicious cycle so trees can not generate in the Gobi Desert which thus reinforces desertification.

Furthermore, climate change can give rise to a number of socio-economic related problems which can have adverse effect on human security, and *the causal chain from climate change to significant impacts on human security is likely to be long, complex, and full of uncertainties*. While unemployment issue is widely recognized throughout the country, the Gobi Desert areas among all other regions are suffering the most from severe water scarcity. Due to inadequate water supply systems, people have to travel for a long distance to obtain clean and safe water from public wells. In addition, rapid development of mining industries in the areas also put pressure on water contamination problems. The lack of adequate water is also closely linked with lack of qualitative sanitation systems. Only up to 30% of the populations in south Mongolia have access to adequate sanitation (which is far behind of the MDG7 - Target 16: 63.3 % level of access to sanitation by 2015). The consequences of this lack of access include increasing contagious disease, reduced livelihoods and prevailing inequalities within communities and the overall population.

As the Commission Report 'Human Security Now' asserts that water scarcity cannot be permitted to lock people in a fierce and competitive struggle<sup>2</sup>, the situation in south Mongolia needs urgent and holistic approach to tackle with effective access to water supply, as well as with socio-economic issues. The following sections shall elaborate more on each sectoral issue to explain how the region is disadvantaged in the context of 'human insecurity'.

## **(2) Economic Insecurity in Rural Areas**

Despite a substantial growth in macro economy in recent years, a large part of Mongolia's population remains vulnerable and insecure. The Second National Report on the MDG Implementation<sup>3</sup> indicates that poverty reduction (MDG 1) is one of the areas where Mongolia has had the most difficulty to achieve the target by 2015. At the disaggregated levels, new forms of poverty are appearing, such as a growing number of the urban poor, the homeless people, working children and female-headed households.

The disparities between regions, between rural and urban areas between men and women and within urban areas have become wider. The Natikosoavonal Statistic Office (NSO) announced that 35.2 % of the population still lives below the income poverty line as of July 2008<sup>4</sup>. In rural areas, 46.6% of the population lives in poverty, whereas the rate is 26.9% in urban areas. The largest portion of the GDP in rural area is produced from the livestock husbandry and service sectors and a smallest portion from the industrial sector.

Although Mongolia has officially kept low unemployment rates, the country has suffered from a high underemployment associated with low productivity and low returns. The labor market has experienced imbalances between demand and supply. It is estimated that 100,000 persons of working age under 35 live and work abroad. One of the main challenges is a lack of business skills and convertibility of people. Income generating activities have been in serious need to create employment opportunities, particularly, in rural areas. The official figures also indicate that approximately 60% of unemployed are women.

Microfinance institutions (MFIs) have expanded their outreach and already started providing financial services to the poor and vulnerable people. The main financial services of the major MFI in Mongolia are loans and savings. However, it should be noted that vulnerability of the poor is not eliminated by access to loans and savings only. The poor and vulnerable people have limited risk management options in cases of emergencies and/or unexpected incidents with their lives such as death, illness, disability, theft, natural disasters and even in a macroeconomic instability. The NHDR 2007 noted that the costs of the welfare services provided by the private sector are often expensive and thus not affordable for poor people.

---

<sup>2</sup> UN, 2003. Human Security Now (p15)

<sup>3</sup> UNDP, 2007.

<sup>4</sup> NSO, 2008.



Needless to mention, South Mongolia is one of the main source of the country's unemployment. In addition, unemployment as well as limited opportunities for income generation and low level of living standards in most of the small rural towns tend to become the main reasons for migrating into large urban settlements, including the capital city. Promoting basic economic security, by reducing poverty and raising living standards, is therefore urgently needed in rural areas, in order to mitigate further inflow of excessive population to already-crowded cities with limited work opportunities, but also for economic security and the development of social capabilities for rural people to reinforce each other.<sup>5</sup>

### **(3) Problem of Water Scarcity**

In spite of ongoing efforts, water and sanitation provision still remains a volatile problem in Mongolia. From the overall analysis on the sector in Mongolia, it is estimated that population with access to safe water source and improved sanitation facilities are at 39.2 percent and 26.6 percent respectively in 2006, each of which are 20 percent lower than the global average. As per MDG7 and Target 16, the coverage of improved water sources is expected to increase up to 60% and improved sanitation services to 40% respectively by 2015. A limited access to and lack of adequate water supply and sanitation facilities, heating system, inappropriate solid waste and waste water management, result in a poor living and hygienic conditions in rural settlements – soum centres, their boarding schools and health facilities in many parts of the country, particularly in the remote provinces including South Mongolia.

A huge disparity and inequity exists in water and sanitation provision between urban and rural population, as well as apartment and gher<sup>6</sup> dwellers. Latest survey indicates that the differences in access to safe water and adequate sanitation of the urban and rural population are 24% and 12% respectively. Average apartment dwellers in Ulaanbaatar city use 203 litres of water per day, while gher dwellers use only 5 litres. While apartment dwellers use safe and readily available tap water for their domestic needs, ger dwellers often use unsafe water from rivers, springs and hand-dug wells, which have not been properly inspected. Gher dwellers pay 5-10 times more for water compared to those living in apartment houses. Gher dwellers fetch water from an average distance of 350 meters. Longer the distance to water source, lower the amount of water they can fetch. The time spent for fetching water reduces the duration of learning and time for other self-development activities of women and children. Water is stored in unsuitable containers for a long time, resulting in a poor quality.

In southern Mongolia in particular, where the density of surface water bodies is very low, the groundwater is the main source. According to the latest studies, the territory of southern Mongolia is classified mainly as severely affected by desertification. The average precipitation in gobi areas can be as low as 50 mm. To the recent survey, the gobi area communities have responded that the main risks for their livelihood are simultaneous summer droughts continued with harsh winters. An average of three wells exists in gobi areas for every 1,000 ha. Approximately 90.1% of the precipitation evaporates and the rest forms surface runoff, partially recharging the ground water aquifers. As per the last surface water inventory, the southern Aimags have the highest percentage of dried-up rivers, lakes and springs.

### **(4) Lack of Qualitative Health Services**

National health indicators (MOH, 2008) showed that a mortality of children under one year old was higher than the national averages in gobi Aimags. The mortality rate of under one year old children per 1000 birth was 26.9 in Bayankhongor, 25.7 in Gobi-Altai and 23.7 in Umnugobi provinces compared to the provincial average of 17.5. The level of water hardness in Gobi region was estimated within the range of 3-34 mg-eqi/liter, indicating a high level of hardness in drinking water which increases the risk of chronic diseases of the kidney and urinary tract.

At present, the diarrheal diseases caused by a poor quality of drinking water, sanitation and hygiene practices still remain the main concern of the public health sector in Mongolia. The burden of disease and growth retardation associated with unsafe water and poor hygiene in the rural areas is significant. National health statistics data (2008) shows that gastrointestinal infectious diseases (such as viral hepatitis A, typhoid fever, dysentery and infectious diarrhea etc.) account for 34% of the total cases of infectious diseases registered within the country. In 2008, the national average of total hepatitis cases increased by 375 compared to the previous year. In 2006, the percentage of hepatitis A in the total hepatitis cases was 71.6% and increased to 89.9% in 2008. Also in 2008, the

---

<sup>5</sup> This is well-supported by the Commission Report of 'Human Security Now' (2003, p75), as priorities for policy action to promote human security.

<sup>6</sup> Traditional round felt tents in Mongolia

prevalence of newly registered hepatitis per 10 000 population was the highest in Umnugobi (73.3 cases) and Govi-Altai (62.5 cases) provinces that are 1-5-1.8 times higher compared to the national average (39.1).

WHO/MoH survey of 2005 on water, sanitation and hygiene conditions in 220 soum hospitals and schools indicated that more than 75% of soum hospitals and schools did not have safe and adequate water and sanitation facilities. This adversely affects quality of health services in soums and inter-soum hospitals and attached maternity waiting homes (MWH), where health of pregnant and postpartum women and newborn are at risk.

The national assessment on health care waste management carried out in 2007 with support of WHO revealed the fundamental problems with respect to waste management, such as a lack of a comprehensive action plan and financing plan, inadequate infrastructure for collection, transport and disposal of medical wastes, insufficient knowledge and skills of health sector personnel, and poor occupational and environmental health practices, which may lead to further increase of health risks in Mongolia, if not addressed adequately. This also applies to solid domestic wastes of the small rural towns.

Mongolia has also experienced a sudden onset and extremely rapid increase of pandemic influenza H1N1 cases since the middle of October, 2009. There is a strong evidence of a "community level transmission" of the Pandemic influenza virus in the country. As of January 8, 2010, MoH had reported 1258 laboratory confirmed cases and 29 deaths associated with Pandemic (H1N1) 2009. Influenza transmission remains active, and during week 49-52 (28 November-December 26, 2009), 7 provinces including all Gobi provinces such as Umnugobi, Dornogobi, Dundgobi reported substantial increases in influenza activity, which proves it is necessary to start prevention measures, as early as possible, at provincial levels.

#### **(5) Mongolia's 'New' and 'Pervasive' Threats - Challenges from Climate Change**

Climate change is at every country's doorsteps and is the defining human development challenge of the 21st century. Failure to respond to this challenge will stall and reverse the international efforts to reduce poverty, hunger, diseases and increase access to basic services. The least developed countries are being hit hardest by the climate change impacts and there is a danger that it would further increase already existing disparities between the rich and poor nations.

In southern Mongolia, characterized by Gobi desert, the impacts of climate change is expected to be extremely challenging; it will be in a form of extreme events, sand and dust storms, flash floods or heavy snowfalls, droughts, desertification, land cover changes and water stress. These will be resulted by increase in air temperature, changes in precipitation pattern, glacier retreat, permafrost shrinking and increased evaporation. In September 2009, a heavy rainfall of few hours causing a sudden flash flood took lives of 18 persons in Gobi-Altai Aimag. The future climate scenarios by different models projected an average temperature increase of up to 5°C in Mongolia by end of the 21st Century. The projections also indicate that the summer temperature would increase up to 3.5°C and the winter temperature up to 2.4°C within the first half of the 21<sup>st</sup> Century. The Global HDR 2007 indicates that a threshold of 2°C of global air temperature increase would broadly define the point at which a rapid reversal of human development and a drift towards irreversible ecological damage.

As already mentioned above, Mongolia's surface water inventory of 2007 reveals that 852 rivers and streams out of a total of 5,128 have dried up; 2,277 springs out of a total of 9,306 have dried up; 1,181 lakes and ponds out of a total of 3,747 have dried up; and 60 springs out of a total of 429 have dried up. Even though the country's overall water consumption is relatively low (0.5-0.7 cubic kilometers), changes in the river basin areas and its vegetative layer, as well as business activities affect the water resources and quality.

The latest research suggests that the areas affected by desertification are already 87.9% of the country's territory, causing low productivity of pastureland, upon which a livelihood of significant portion of the rural population directly depends. With the decreased pastureland biomass, the productivity of the livestock sector will certainly be reduced, the consequences of which may change the lifestyle of significant part of population practicing nomadic livestock husbandry in a longer term.

### **II.3 Rational for Funding from the UNTFHS**

The proposed project is a pilot initiative with people-centered, gender-responsive, comprehensive, context-specific and area-based emphasis. It is perfectly aligned with the target situations V.1.(d) and (e), as well as all the parameters V.2 (a) – (e) set forth in the UNTFHS Guidelines. In particular, the project provides concrete and sustainable benefits to specific target communities threatened by scarcity of water, lack of basic social services, and economic opportunities. Those who are prone to adverse climate change impacts, shall be supported through multisectoral measures as described in the project details (V.2.(a), (b) and (d)). The project, where

possible, utilizes local NGOs and civil society groups especially for empowering local communities and target populations in public awareness and campaigns both at schools and health centers (V.2. (c)). In addition, the Handbook of Application of the Human Security Concept and UNTFHS” was extensively used by the participating organizations to map out the holistic needs of human security that are currently neglected: in particular, the sector of adaptation approach to climate change from multisectoral dimensions in one of the most affected areas in south Mongolia (V.2. (e)). As this comprehensive project is therefore formulated using human security framework of ‘protection’ and ‘empowerment’ measures in this specific context of insecurities, there is no other funding mechanism available to support such a holistic and integrated approach.

### **III. Joint Programme Context**

#### **III.1 Past and Current/Complementary Initiatives**

##### **(1) Mongolia and Human Security:**

The Government of Mongolia has been a strong advocate for human security. The National Security Concept of Mongolia (1994) identifies *advancement of human security as one of fundamental pillars for strengthening its national security*. Furthermore, national development strategies, including a national programme on ‘Good Governance for Human Security’ (2001-2004), aim at ensuring human security of the Mongols. In addition, Mongolia also hosted a number of regional and international conferences over the recent years. The 5<sup>th</sup> International Conference of New and Restored Democracies in 2003, with more than 100 countries participating, committed to human security and human development within the framework of promoting democracy through adoption of and follow up to the Ulaanbaatar Declaration and Plan of Action. Substantive discussions on human security issues were also held at the OSCE/Mongolia conference hosted in Ulaanbaatar in 2007.

During the Secretary General’s (SG) recent visit to Mongolia (July 2009), Mr. Ban Ki-moon asserted the importance of a people-centered approach, stating that Mongolia should serve as a leading state among 30 landlocked countries around the world to showcase effective solutions coming from the people who deal with poverty and climate changes. The proposed pilot initiative is thus to respond to the SG’s commitment to climate change in order to enhance overall human security for those who are severely affected in Mongolia. In addition, the UNCT shall aim at promoting this proposed project as a *real human security model initiative* in close collaboration with all the stakeholders, including central and local governments, communities and civil society groups (as specifically targeted under Objective 5 of the proposed project).

##### **(2) Initiatives for Rural Development:**

There have been projects targeting rural areas by other external donors, which includes, for example, “Integrated Development of Basic Urban Services in Provincial Towns” of the Asian Development Bank (ADB) and “Health Sector Development Project”, “Improvement of Drinking Water Quality in Soum Centres and other Rural Settlements” of the Government of Czech Republic (2006-2008) and “Grassroots” programme of the Government of Japan. Ongoing donor-funded projects focus on poverty reduction and livelihood improvement on a wider scale, including Sustainable Livelihood Programme II of the World Bank and those of SDC, IFAD, GTZ and World Vision. However, thematic and geographical coverage of these initiatives has been rather limited, and while climate change has been long discussed for urgent needs to take effective measures, there have been no comprehensive multisectoral approaches developed, both at national and local levels.

Past and ongoing interventions of UN agencies in this area include a series of projects targeting rural poverty reduction, development of rural businesses, capacity building of rural communities, disaster risk reduction, developing small-scale income generation, community-based natural resources management, improving conditions in schools and primary healthcare services. In addition, Mongolia has been supported through a number of projects funded by the UNTFHS in the past. However, most of the funded projects focused on single-sector and single-agency operations, thus limiting the impact and effectiveness of the interventions.

While the on-going joint project led by UNESCO is an only exception, however, the said project focuses mainly on improving information access and basic services for minority groups living in western Mongolia. On the other hand, the proposed project by UNDP, UNICEF, UNFPA and WHO, is a context-specific (mitigating adverse effects of climate change on poverty) and area-specific (south Mongolia) project managed by all resident UN organizations in Mongolia, which do not duplicate any on-going efforts and thematic and geographic coverage by the UNESCO-led project. On the other hand it will complement the initiative by sharing information and

lessons learned. The following subsections provide brief descriptions of the recent and current interventions of the participating UN agencies.

### **(3) Initiatives for Basic Social Services and Child-friendly Schools**

The activities are currently undertaken within the Convergent Basic Social Services (CBSS) areas of the UNICEF Country Programme (CP), where the Family Empowerment Strategy (FES) is applied to assess, analyze and take action on child health and nutrition, water and environmental sanitation and educational needs of the families and communities. FES promotes community participation, bottom-up planning and an integrated approach in the delivery of WASH component to improve access to safe drinking water and adequate sanitation facilities to schools, kindergartens and vulnerable communities in remote rural and peri-urban areas. Behavior change communication (BCC) activities are also conducted among primary school children and households in the CP Focus Area.

UNICEF's Child-Friendly Schools (CFS) initiative supports the establishment of child-friendly learning environments by developing policies, strategies, and teaching methodologies that are appropriate to Mongolia. More specifically, it advances participation of children, teachers and parents on issues such as school management, violence prevention, abuse and corporal punishment. Following the adoption of the CFS policy by the Ministry for Education, Culture and Science (MECS) in 2004, the development of CFS training modules, indicators, and capacity building trainings on child rights and CFS have been implemented. The CFS concept is now incrementally being reflected in the curriculum, learning materials and learning environments of primary and secondary schools.

In 2006-2007, as a result of evidence-based policy advocacy, UNICEF was successful in integrating its program priorities into major policy changes and education initiatives. Child-friendly measures such as standards development for the school premises and early learning standards development including facilities for children with disabilities, facilities that cater to the needs for six year olds, and appropriate WASH facilities in rural schools, none of which were addressed in previous standards.

WASH is one of the flagship components of CFS and UNICEF CP and reaching children at early age is essential to promote a good hygiene. In addition, families, communities and peers are targeted. Safe and adequate WASH facilities in model schools and dormitories combined with hygiene education to promote hygiene and sanitation is undertaken to achieve MDG 4 by reducing child mortality.

UNICEF intensifies mobilization effort to assist community members and local *Khurals* (parliament) leaders in CP focus areas (8 soums of 4 aimags and 12 khoros in Ulaanbatar) to find local solutions to improved sanitation/water treatments technologies as well as create demand for WASH facilities through trainings, workshops, BCC campaign and Public Private Partnership (PPP). However, lack of prioritization on sanitation by policy makers and community members remains a major impediment to inclusion of WASH in national and local level budgets. Therefore, the current proposal will continue raising awareness at all levels, where possible at national level.

### **(4) Initiatives for Primary Healthcare**

Interventions in the health sector include those of WHO and UNFPA, which have provided support to several rural hospitals in recent years. The current CPs focus on the most remote western provinces and UNFPA and WHO are working towards strengthening of primary health care services, improving healthcare waste management, drinking water quality monitoring and household water quality.

WHO supports the Government's policies to facilitate sustainable health system development through its interventions to reduce the burden of disease and to promote a healthy lifestyle. Strengthening of primary health care services and improvement of water supply and sanitation conditions in rural health facilities are in the priority areas of the WHO support. WHO is currently supporting the local fellowship programme on integrated primary health care and environmental health. Water, sanitation and hygiene conditions were upgraded in 15 health facilities in the framework of rural hospital project.

Through the projects implemented jointly with the Ministry of Health (MoH) and 5 aimag Governor's offices, UNFPA has been supporting 11 soum hospitals in these five aimags (Khovd, Khuvsgul, Gobi-Altai, Bayan-Ulgii and Uvs) to provide model Rural Health services. During 2006-2008, UNFPA Mongolia implemented a UNTFHS funded project "Reducing Socio-Economic Vulnerabilities of Selected Peri-Urban and Informal Mining Communities in Mongolia" to improve access of underserved, unregistered peri-urban migrant and informal mining communities in rural areas to basic social services, including reproductive health care. The project has

successfully piloted several approaches reflected in the current proposal, such as mobile health services for remote populations, and community-based health education trainings. The initiative included procurement of medical equipments, improvement of water and sanitation facilities, training of service providers and interventions to enhance community participation and ownership of health services at the soum centers. Based on the above project experience, the mobile service model was also applied in these 5 aimags. As there is a great need to improve water and sanitation facilities of soum hospitals, ongoing interventions in this area could be expanded.

In terms of the local partnerships, WHO and UNFPA has been working very closely with the Aimag Health Departments. In order to enhance the participation and multisectoral support to the health initiatives supported by UNFPA, in its current CP, UNFPA has signed project documents at aimag governor's level, which has shown to be more effective in ensuring commitment from the local government.

Lessons-learned included a lack of capacity at the provincial levels on maintenance and repair of medical equipments. Therefore, in the present proposal, provision of on-site training of hospital staff to operate and provide maintenance services for the equipment was included, as well as small funds for translation of operating manuals etc. Water and sanitation issues pose major challenges especially during winter when sewage in pipes freezes.

### **(5) Initiatives to Combat Economic Insecurities**

During the transition to market economy, UNDP implemented the MicroStart Project from 1997-2003, which led to the establishment of the first commercial bank, XacBank, which is specialized in microfinance. UNDP has also supported several livelihood/business development projects such as the Enterprise Restructuring Project (ERP), and cluster development components targeting micro and small enterprise development.

UNDP alongside with SIDA supported the GoM's second poverty alleviation programme, 'National Household Livelihood Capacity Support Programme' (NHLCSPP) through the Poverty Research and Employment Facilitation (PREF) project. This project focused on capacity strengthening of local governments, government agencies and civil society to gather, analyze and monitor social indicators and to review public policies, budgets and programmes that impact on people's well-being. The NHLCSPP emphasized support for poverty reductions at the soum level and thus to further deepen the degree of decentralization and community participation.

In light of increasing importance of SME development to reduce poverty (MDG 1), particularly in rural and remote areas in Mongolia, the GoM formulated the National Programme for SME promotion. UNDP together with the MTI launched the Enterprise Mongolia Project Phase 1 (EMP-1) with the support from the Government of Japan since 2006. The EMP-1 was composed of two main components; the Local Cluster Development Initiative (LCDI) and the One-Village One-Product Initiative (OVOPI), and has provided micro entrepreneurs and SMEs vocational and business skill trainings, microfinance facilitation and business-related information in order to reduce poverty, particularly in rural areas. The EMP-1 has supported more than 1,300 individuals/entrepreneurs, many of whom are women, and supported creation of more than 400 jobs over the 3-year project period. Based on the achievements of and lessons learnt from the EMP-1, the GoM is implementing the second phase of the EMP in partnership with UNDP since 2009. The EMP-2 will enhance, up-scale and complement on-going poverty reduction and employment generation activities in Mongolia.

Without a quality support provided in a sustainable and accessible manner, sustainability of income-generating and business activities would be quite difficult in rural areas. Therefore, in December 2009, UNDP signed a Project Cooperation Agreement with the Mongolian National Chamber of Commerce and Industry (MNCCI) on the livelihood/business development component of the UNESCO lead Joint Project. In order to ensure the sustainability of business support mechanism on the ground, the project will aim at enhancing institutional capacity of local branches of the MNCCI. The same approach will also be adopted by the proposed project.

## **III.2 National and Local Government Commitments**

### **(1) Proposed Project and MDGs**

The Country's strong commitment reflects that Mongolia is having several policy documents developed and adopted, including MDG-based Comprehensive National Development Strategy, Rural Development Strategy and Regional Development Strategy. In addition, MDG needs assessment and costing exercise was completed determining the financial needs in achieving MDGs in Mongolia. The progress on MDG targets are being monitored by the GoM with the UNDP support. Proposed project is fully inline with the above policies and

strategies. In addition, the action plan of the current Government for the period of 2008-2012 includes the targets that are relevant to the proposed project: specifically as follows:

- Halving poverty level down to 16% from 35.6%;
- Increasing percentage of population with access to safe drinking water up to 70%;
- Reducing:
  - post partum mortality down to 65 from current level of 67.2 in 100,000 births;
  - Infant mortality 17,8 from 19.1
  - Communicable deceases (TBC) 83 from 84.8;

## **(2) Proposed Project and UNDAF**

In addition to the MDGs, the Joint Programme responds to the United National Development Assistance Framework (UNDAF 2007-2011) in close collaboration with the Government of Mongolia and other donors:

- Outcome 1 on pro poor good quality socio-economic services available to vulnerable population in disadvantaged regions and areas;
- Outcome 2 on democratic processes strengthened through institution building, civil society empowerment, and enhanced accountability and transparency; and
- Outcome 3 on a holistic approach to environmentally sustainable development promoted and practiced for improving the well-being of rural and urban poor.

## **(3) Proposed Project and UNSG's Commitment to Combat Climate Change**

The proposed joint programme builds on the UN reform principles, especially simplification and harmonization, by operating in-line with the harmonized common country programming instruments, such as the UNDAF results matrix, monitoring and evaluation, and programme resources frameworks in the Mongolian Country Programme Document (CPD), Country Programme Action Plan (CPAP) and Annual Workplans (AWPs) for 2007-2011.

In addition, the GoM has identified urgent needs for improved coordination in addressing climate change challenges and opportunities at regional and national levels as one of its priorities. To comply with the UN Framework Convention on Climate Change (UNFCCC), Mongolia approved its National Action Programme on Climate Change, submitted reports to the UNFCCC, established a Designated National Authority on Clean Development Mechanism. In 2009, Mongolia has taken initiative to organize the North-East Asia High Level Meeting on Climate Change, the outcomes of which were fed into the Copenhagen Conference of Parties (COP-15). Mongolia has also published Mongolia Assessment Report on Climate Change. A large delegation was sent to the Copenhagen COP-15 from Mongolia, including representation of several ministries, NGO, donor organizations and media.

Moreover, during his visit to Mongolia, Mr. Ban Ki-moon, the UNSG has given a public lecture on climate change and associated challenges, requesting concrete and direct prevention measures<sup>7</sup>. The lecture was attended by approximately 800 persons representing a wide range of stakeholders, including UN representatives, community leaders who will be importantly engaged in this Joint Programme. Therefore, this programme is not only perfectly in line with the Government's priorities, but also, as "*One United Nations*", shall respond to what the UNSG has committed to combat climate change.

### **III.3 Project identification and formulation**

#### **(1) Participation of the stakeholders and beneficiaries in project development**

Identification of the JP dates back to 2006, started with undertaking a large scale study (UNDP, WHO and UNICEF, 2004) involving 1500 mainly rural households. The study has revealed significant disparities in urban and rural areas in terms of access to basic social services. The proposed joint programme is an integral part of the follow-up efforts to the results and recommendations of the above mentioned study towards achieving the MDGs.

Based on the recommendations, the participating agencies have defined their areas of interventions by consulting with their Government counterparts and stakeholders, each of which were supported by an international comparative expertise. The whole process led to a conclusion that the agencies should integrate their efforts,

---

<sup>7</sup> See Attachment 3 for the newspaper articles of SG's visit to Mongolia and his commitment to combat climate change.

followed by a workshop to formulate a JP in 2006. The main stakeholders engaged in the formulation process will be partners in the implementation of the JP, as listed in Table 2.

In addition, while carefully studying the concept of human security, the UNCT realized that the planned activities would meet all of requirements set forth by the UNTFHS' Guidelines. Throughout 2006-2009, while the climate change issue has also become very critical for Mongolia's human security agenda, the joint programme and its activities have been developed and planned accordingly in close consultation with the government counterparts, climate change specialists, in order to clearly analyze the issues in Mongolia and also to increase effectiveness and reduce duplication of efforts with other funded activities.

Throughout the process, the local Governor offices were consulted on selection of target sites and proposed activities. The central and local governments expressed their commitment in collaboration on the proposed project and provided socio-economic data and statistics of their localities. In addition to the statistics and data provided by the central and local government, the findings of the recent studies conducted by the participating UN agencies have formed a strong basis in developing the proposal. These include national human development report, the second MDG report, studies on internal migration dynamics, decentralization framework and local service delivery, needs assessment on institutional, regulatory framework and human resources on water governance etc.

## **(2) Value-added of the Joint Programme**

As a part of the reforms to improve the UN coordination, effectiveness and efficiency in supporting national goals and to reduce the transaction costs for the Government, the UN procedures for operational activities are being simplified and harmonized, while maintaining and building on the effectiveness and value-added principles which the diversity which each agency brings to the UN.

Each of the participating UN agencies has their own specific area of specialization within the rural development context, where the main Government counterparts tend to be different. Since the issue to address is multi-sectoral, the fact that the participating agencies collaborate with different counterparts, will make significant advantage of the JP, which shall assure the quality of this integrated approach. In other words, a collaboration of different agencies through the JP will enable a better coverage of problems that are strongly interrelated, thus contributing to the enhancement of human security for the target groups, as well as to the achievement of MDGs.

## **III.4 Target beneficiaries:**

The number of direct beneficiaries will be approximately 36,000 soum populations, 2,700 lower secondary school children (grades 1-9), 450 health care workers in 6 selected soums (districts) in the Provinces of Gobi-Altai, Bayanhongor, and Omnogobi of around 192,000 districts populations.<sup>8</sup> In each Province, the project will target 2 soums, as a pilot initiative for strengthening their human security with multisectoral measures.

The target areas are characterized by worsening living condition due to climate change around the Gobi Desert (envisaging even more negative effects in future if not prepared now), inadequate social services including poor quality of education, water and sanitation provision and poor hygienic conditions, a number of infant mortality, communicable disease cases and most importantly, severe low-income situation facing job insecurity. The selected target soums in consultation with the local Government are:

- Gobi-Altai Aimag: Bayan-Uul and Tugrug Soums.
- Bayankhongor Aimag: Bayangobi and Shinejinst Soums.
- Umnugobi Aimag: Bulgan and Tsogt-Ovoo Soums.

The project has also indirect beneficiaries, including populations both in and around the target Provinces who will receive multiplier effect from empowering local actors, businesses and improved local services through this project. They include (1) government officials and decision-makers, (2) NGOs and associations, (3) vulnerable persons, particularly women and the youth, and (4) those employed through some of the envisaged activities.

A diversified approach will be applied for providing the project support, depending on the local peculiarities. Gender balance of project beneficiaries will be ensured and inclusion of vulnerable and low-income groups encouraged. Women and children will particularly benefit from the joint project. Availability of indoor toilets and hand wash facilities in the schools, kindergartens and hospitals will improve school attendance and reduce health risks posed in the cold season, during which the temperature can easily get down to -30°C. In particular, dark

---

<sup>8</sup> The target soums are chosen on the basis of several criteria, such as the access to and quality of drinking water and sanitation facilities, Human Development Index, Gross Domestic Product per capita, mortality rate of children under five, maternal mortality rate, the number of children from single parent household and the provincial average of registered Hepatitis A cases.

outdoor pit latrines can pose risks of injury for the children of school dormitories as young as 6 years old and hospital patients including pregnant women. Several attempts of sexual assaults were reported of high-school/dormitory girls while visiting the outdoor toilets in the evening.

Table 1: Situation of Target Aimags/Soums

Aimags/Soums	HDI	Infant mortality per 1000 births 2008 (2007 soum)	Low GDP per capita (2008) (National Average. \$946)	Poverty rate (%) 2007	Communicable disease cases (2008) per 10000 pop	School capacity surpass (No. of children)	School drop-out (No. of children)	Existence of central water and sewage system
<b>Govi-Altai</b>	<b>0.702</b>	<b>28.3</b>	<b>845</b>		<b>1,029</b>		<b>53</b>	
Bayan-Uul Soum		26.3		36.3	156.2	380	-	No
Tugrug Soum		-		47.69	24.47	230	-	No
<b>Bayankhongor</b>	<b>0.676</b>	<b>27.8</b>	<b>677</b>		<b>1,157</b>		<b>186</b>	
Bayangobi Soum		-		51.2	-	194		No
Shinejinst Soum		-		39.6	-	197		No
<b>Umnogovi</b>	<b>0.738</b>	<b>22.7</b>	<b>1,532</b>		<b>512</b>		<b>107</b>	
Bulgan Soum		83.3		45.5	166.2	93		No
Tsogt-Ovoo Soum		<b>84.0</b>		<b>57.9</b>	<b>294.8</b>	<b>31</b>		No

With the improved life qualities, income generation opportunities, water supply and sanitation service provision at the soum level, the migration to urban areas will decrease, especially to the capital city, where the capacity of social services are strained.

#### IV. Project Details

##### (1) Human Security Goal and Objectives

The human security goal of this project is *to alleviate social inequality of most neglected and vulnerable populations affected by both serious poverty and climate change in South Mongolia (the Gobi-areas), in order to enhance their human security with integrated, multisectoral and prevention measures.*

The proposed project has five specific objectives, with each having 'top-down' protection and 'bottom-up' empowerment components (except Objective 5 of public outreach activities).

	<i>Individual Objectives</i>	<i>Responsible Agencies</i>
<b>Objective 1 (water and sanitation)</b>	<i>To increase the access to safe drinking water among the vulnerable community members severely affected by climate change, and build qualitative capacity of both local government and service providers in 6 pilot soums of the target Provinces (UNDP)</i>	<b>UNDP</b>
<b>Objective 2 (education)</b>	<i>To improve the quality of formal education through providing rights-based child- friendly schools that are inclusive, gender-sensitive, healthy, safe for and protective of children, involving their families and communities (UNICEF)</i>	<b>UNICEF</b>
<b>Objective 3 (primary health care)</b>	<i>To enhance the access and quality of people-centered primary health care (PHC) with gender-sensitive consideration, by reducing exclusion and integrating health into other multisectoral perspectives including climate change, gender and human rights (WHO and UNFPA)</i>	<b>WHO and UNFPA</b>
<b>Objective 4 (job security)</b>	<i>To provide the target communities with income generation opportunities through community-based organizations, in order to empower their economic security and sustain their livelihood (UNDP)</i>	<b>UNDP</b>
<b>Objective 5 (public outreach and dissemination)</b>	<i>To share the lessons-learnt from this pilot initiative using the human security approach to wider audience of both national and regional stakeholders in Mongolia (UNCT Joint Initiative: UNDP (lead), UNICEF, WHO, and UNFPA)</i>	<b>Joint UNCT (Lead-UNDP)</b>



## (2) Objectives, Expected Outputs and Detailed Activities:

The following is description of the expected outputs and activities under each objective in the framework of ‘protection’ and ‘empowerment’ measures. The JP will make sure that each objective does not stand alone, but that the inter-linkages between objectives are strongly ensured through close collaboration and coordination with the participating organizations. This is because interventions in each sector has cross-cutting issues and the overall success is closely linked to the progress in activities under each objective (e.g. health care intervention without safe water, or living condition improvement without job security, would not lead to enhancement of overall human security in the target soums). **Full detailed information with more measurable, achievable, and tangible outputs and activities is provided within the attached logframe and budget.** Therefore, the description of activities below is summary only.

### **Objective 1:**

***To increase the access to safe drinking water among the vulnerable community members severely affected by climate change, and build qualitative capacity of both local government and service providers in 6 pilot soums of the target Provinces (UNDP)***

### **Expected Outputs:**

- 1.1 Up to 80 percent of households in the target area have access to improved water sources and sanitation facilities.
- 1.2 At least one CBO in each soum established and its operation become sustainable to manage drinking water source, public bathhouse and solid waste collection.
- 1.3 A policy and regulatory framework developed and piloted with a specific focus on rural Water Supply and Sanitation (WSS) as climate change adaptation measures.

### **Activities:**

#### **‘top-down’ protection components**

- Conduct needs assessment for institutional capacity on water and sanitation governance, including reviewing current structure, division of roles and responsibilities of relevant institutions and technical capacity requirements.

In order to determine the potentials for improving the coordination of the sector and improved synergy, a study will be conducted and follow-up measures will be taken accordingly. On the basis of the findings, overall capacity building plan will be developed for differentiated target groups (school children, community members, healthcare workers, service providers, government officials, etc.) for the overall JP duration, discussed with the Government counterparts and implemented.

- Manage and operate drinking water source, public bathhouse and solid waste collection and processing at soum centers.

Currently no Public Utility Service Organization (PUSO) is active and present at soum centers for operation and management of the facilities that are planned for establishment. The most suitable and replicable option for operation and maintenance of the established facilities will be piloted at soum centers and the findings will be disseminated to decision makers.

- Provide technical assistance, training opportunities to national level policy makers, implementing and regulatory agency officers and service providers on WSS requirements and technology.

Based on the findings of the study, capacity building plan for various target groups will be developed and implemented. The capacity building interventions will include provision of short-term and refresher trainings, training of trainers, study tours and provision of necessary equipments and portable rapid test kits.

#### **‘bottom-up’ empowerment components**

- Rehabilitate or establish water sources, public bathhouses and waste water treatment facilities covering the main public buildings in 6 soum centers.

Local level interventions will include feasibility study for selection of suitable water and sanitation technology option, development of detailed design drawings and establishing/ constructing tangible physical structures. Soum center water and sanitation facilities will include establishment of internal plumbing and

fixtures, installment of indoor toilets and handwash stands, external pipeline networks for drinking water supply and waste collection and where necessary, water distribution kiosks for gher area residents. The system will consider a potential of additional/new users to be connected to the system in soum centers. The activity may entail establishing new water sources or rehabilitating existing ones in specific soum centers. In view of water scarcity associated with long term impacts of climate change, application of water saving technologies will be considered. While establishing the system, rational use of water will be promoted among the user groups, along with installment of water meters.

- Conduct Participatory Rural Appraisal exercise and follow-up workshops to initiate establishing CBOs and self-help groups in target soums.

Some of the established facilities are expected to be operated and maintained by the local community groups with a formal status for income generation. It is proven by the previous initiatives, that a formation of sustainable community groups is a process which requires long time and effort. A participatory facilitation, continuous support and capacity building efforts in forming and sustainability of community groups' will be necessary.

### **Objective 2:**

*To improve the quality of formal education through providing rights-based, child- friendly schools that are inclusive, environmental friendly, gender-sensitive, healthy, safe for and protective of the target children, involving their families and communities (UNICEF)*

### **Expected Outputs:**

- 2.1 All the six target schools will be developed as model child-friendly schools in their soums that promote child-friendly schools features especially health and safety.
- 2.2 80 percent of school children in the target areas will have access to improved water and sanitation facilities
- 2.3 90 percent of school children in the target areas will practice proper behaviors focusing on environment protection and hygiene.
- 2.4 Water and sanitation data will be integrated in the education M&E system and cost-analysis managed by the MECS and Water Agency.

### **Activities:**

#### **'top-down' protection components**

- Build capacity for school Parent-Teacher Associations (PTAs) in collaboration with local governments for contribution to improve school environment for school children as well as hygiene promotion in 6 target schools.

The knowledge obtained at the school should be realized at home, in order to achieve impacts on children's hygiene education among others. Therefore, collaboration of the parents and teachers is essential. Workshops will be organized for family members and local community, linking and sharing children's school experiences. The differing needs of boys and girls will be reviewed.

- Analyze, with central/local governments, pilot project outcomes and develop policies with tangible recommendations and strategy paper to replicate in other Provinces in future.

In collaboration with the government and other participating agencies, a policy brief will be prepared for the decision makers, based on the best practices and lessons learned of the agency-specific interventions.

#### **'bottom-up' empowerment components**

- Conduct training for school staff on promotion of child-friendly/health promoting schools with emphasis on proper hygiene practices among school children and communities.

A short-term refresher training opportunities will be provided to the school staff, aiming at the responsibility to provide children with an effective and healthy learning environment. The training curricula will be developed on the basis of needs assessment conducted jointly with the other participating agencies and developed capacity building plans.

- Conduct training of children and caregivers on knowledge of environment and proper behavior such as recycling, planting trees, garbage and waste collection in the target schools of 6 soums.

Environmentally friendly lifestyle should be taught from very early childhood. Therefore, through this activity, training curricula and materials will be developed and trainings opportunities provided to the soum schools on a repetitive basis. One of the main focuses of the training programmes will be on provision of knowledge, skills and behavior change towards rational and proper use of water.

- Empower active school clubs to promote children’s right to achieve children’s full potential and their right, to survival, development and protection.

Every soum schools will receive supports in establishing children’s empowerment clubs which will be sustained after the completion of project implementation. The active clubs will support the above activity on environmental conservation measures.

- Renovate water and sanitation facilities for 6 rural schools and dormitories.

Within the target soums, the water and sanitation facilities will have improved water supply and sanitation facilities renovated/established as per current national standards. The activity will be coordinated with Objective 1 and potentials will be sought to link the school and dormitory water and sanitation facilities and the internal plumbing to the engineering pipeline networks, the design of which will be developed under the Objective 1.

- Conduct public awareness campaign and develop IEC materials to promote CFS concept and strategy for service providers, school teachers and caregivers.

With the support of public media various awareness raising campaigns will be conducted reaching out to general public, in addition to booklets, guidelines, manuals and brochures and other materials developed, published and disseminated to various target groups, including communities, school children, lecturers and healthcare workers.

**Objective 3:** *To enhance the access and quality of people-centered primary health care (PHC) with gender-sensitive consideration, by reducing exclusion and integrating health into other multisectoral perspectives including climate change, gender and human rights (WHO and UNFPA)*

#### **Expected Outputs:**

- 3.1 At least 6 workshops organized for PHC needs for the population living in all 6 selected soums to be clearly defined with full participation of the local governments, PHC teams and communities and utilized in planning, implementing and evaluating the people-centered services.
- 3.2 6 pilot soum health facilities improved with equal access to safe water, sanitation and health care waste disposal facilities in place as models for communities.
- 3.3 80 percent of all populations in 3 Provinces, including infants, women of childbearing age, adolescents, elderly and minority groups, covered in a newly developed integrated essential package of key health interventions for PHC.
- 3.4 Stakeholders (at least 120 health workers in 6 PHC teams, 12 women’s groups, 30 soums community leaders, government officials, other donors) participated in the workshops and training programmes on PHC planning & evaluation, gender mainstreaming & human rights issues, and information sharing to strengthen coordination and integrate all efforts.
- 3.5 6 workshops organized in 6 target soums to increase knowledge, awareness and preparedness on the effects of climate change on health among communities;

#### **Activities:**

##### ‘top-down’ protection components

- Provide training opportunities to government officials, PHC teams and community leaders for comprehensive PHC intervention and effective monitoring and evaluation (M&E) systems.

Based on the outcomes of the needs assessment for capacity building and resulted plan, training opportunities will be provided to differentiated target groups on PHC interventions.

- Conduct trainings of community leaders, civil society groups, police, and health workers on a gender-sensitive rights-based approach and establish a support mechanism for victims of gender-based violence and discrimination.

Although empowerment of women is not an issue in Mongolia, gender-based violence still is existent, mainly at a household level. In addition to the targeted training opportunities, the activity will address the need for establishing an adequate mechanism, to which the victims of violence, particularly women and children, can approach and get certain support and counseling.

- Establish database of partner programmes on activities and funding in the target soums.

A population data base will be created and maintained to record migration, social and economic statuses, and other specific data, including the list of reproductive age women and children, their health records, use of contraceptives by women, vaccination by children etc. The database will assist in forecasting the needs for contraceptives and vaccines, and assist in their procurement. The computerized system will also assist in making appointments for vaccination and pregnancy check-outs, and regular examinations for patients with chronic disorders. Database will also assist in facilitating address transfer in case of migration for continuity of basic social services including pensions and other allowances. The soum governments will also improve sectoral policy development and implementation based on a reliable population data.

- Develop early prevention-oriented tools and mechanism, including database, monitoring measures, and action plan on health aspects of adapting to climate change.

Long-term impacts of climate change on human health are understudied, whereas the vulnerabilities of various socio-economic sectors are well studied. WHO is initiating the study along with other partners, in order to define health risks of climate change. Through the study, actual threats to human health will be analyzed in detail, in collaboration with national counterparts and prevention measures will be defined that can be easily adapted by individuals.

#### **'bottom-up' empowerment components**

- Establish 6 health committees in 6 target soums with full participation of communities, and identify effective community volunteers on PHC through providing workshops.

Through this activity, the project aims to develop community ownership and participation in determining the types of services based on given community need rather than just following the blueprint provided by the vertical health system. As a result, in pilot soums, the health services shall become truly community-centered and client-friendly. This will also determine the types and frequency of outreach services from the Aimag center as well as from the soum hospital to the herding communities.

- Develop integrated essential package of PHC interventions for the pilot soums (including Mother-Baby Friendly, RH, PCPNC, Child health, Adolescent health, Healthy aging, and Emergency health interventions), and provide essential equipments associated to the package.<sup>9</sup>

Effective models with shown success in various parts of the country will be proposed, tested and adopted for the pilot soums.

- Initiate community-based PHC projects such as on nutrition, referral of at-risk mothers through providing small grants.

Small-scale input provision will target low-income and vulnerable groups of the target area population, especially those who are at risk of malnutrition. The activities will also support the functioning of the maternity waiting homes, which can be also used as health education centers and for the improving nutritional status of poor women.

<sup>9</sup> The WHO/UNFPA component requires a list of essential equipment, supplies, emergency communication and transport for referral of patients including pregnant women and children in order to implement the most effective interventions to save their lives. The Ministry of Health, and aimag and soum departments of health will ensure running and maintenance costs are available through their annual budget plan as part of their PHC implementation plan. Over the project period, the health managers and decision makers such as aimag and soum governors will see the importance and necessity of such essential and life-saving equipment which are mandatory for PHC delivery. This will also be reinforced by WHO/UNFPA country programmes and through ongoing resource mobilization efforts of other partners in health.

- Conduct at least 6 community workshops on climate changes and its effect on health issues with at least 300 participants in each, in order to discuss and prepare for early prevention tools and intervention in 6 target soums.

Training workshops will be organized for local communities on the basis of the developed prevention-oriented tools and mechanisms and response measures in view of climate change.

**Objective 4:** *To provide the target communities with income generation opportunities through community-based organizations, in order to empower their economic security and sustain their livelihood (UNDP)*

**Expected Outputs:**

- 4.1 Specific technical and organizational needs of up to 18 selected existing business groups, such as cooperatives, producers' groups and/or community enterprises and organizations, are identified.
- 4.2 All of 18 selected existing business groups sustain their businesses in active operation with technical and organizational support from the project.
- 4.3 At least 12 new business groups/community enterprises with approx 100 new job opportunities are established through vocational and entrepreneurship training for youth and unemployed community members in the target sites.
- 4.4 At least 50% of the business groups receive microfinance from formal financial institutions with the support/facilitation from the project.

**Activities:**

**'top-down' protection components**

- Capacity Development in institutional strengthening of the MNCCI, particularly its local implementation through aimag branches.

The activities in the 'top-down' component provide complimentary activities to strengthen the local implementation of the counterpart (MNCCI) for that purpose. Training and advisory services will be provided to the MNCCI aimag branches in order to strengthen their capacity in supporting small and micro entrepreneurs as well as ability to support formalization of the rural informal business sectors. It is expected that the trainings, workshops and technical assistance for the project beneficiaries in the 'bottom-up' component will be eventually designed and implemented in partnership with the national counterpart (MNCCI).

- Facilitation of public-private dialogues between the counterpart from the private sector (MNCCI) and local government in each soums/aimags

This aims to coordinate the project intervention with other on-going/new business development programmes and activities and maximize the overall impact to the communities.

**'bottom-up' empowerment components**

- A need assessment with a participatory and gender responsive approach.

A common baseline survey and need assessment will be conducted to identify up to 18 existing business groups with the support from the local government in 6 target soums and the MNCCI aimag branches in respective aimags. Based on the result of the survey and assessment, the project will identify detailed technical and organizational needs of the target groups, disaggregated by sex. In addition, the possible areas of the MNCCI's supports will be prioritized.

- Business development/management training, technical training in product development, and consultancy with follow-up support.

The subjects of the training and technical assistance cover a range of business management issues as well, such as business plan development, book keeping/accounting, good manufacturing practice (GMP), cleaner production, etc, so that the project beneficiaries built their capacity in sustainable business management. Consultancy/advisory services are also provided to the selected project beneficiaries to provide more customized support, such as assessment of the current business status and the technical capacity, analyses of the potential market, and identification of the areas of improvement.

➤ Support and facilitation of marketing and sales promotion.

The Government of Mongolia, local governments and the private sector organizations, such as the MNCCI, organize a various sales promotion events throughout a year. With the support from the counterpart (MNCCI), the project supports the selected beneficiaries' participation in trade fairs and sales promotion events.

➤ Referral services on the locally available business support resources and information.

The project will facilitate referral services in partnership with existing local and national business development service providers. The project will collect, advocate and disseminate the information on the local business environment, existing business development service resources as well as microfinance programs accessible in the target aimags/soums.

➤ Vocational and entrepreneurship training including business group management, and technical and advisory services for business start-up with follow-up support.

A series of entrepreneurship training will be provided to the project beneficiaries for the purpose of increasing the number of small and micro businesses including the self-employed individuals in the target aimags/soums. The training will provide the selected beneficiary groups skills and knowledge on business start-up and business development including the business cluster approach. The business cluster approach allow small and microenterprises, by forming business groups/community enterprises (business clusters), to take advantage of economy of scale which enables them to enhance their power in the market, access to the information, access to financial resources and their efficiency in production. Equal access for men and women will be ensured.

➤ Support and facilitate loan applications of the project supported business groups for the locally available microfinance programmes and other formal financial services.

While the project mainly focuses on provision of business development services to the target beneficiaries, accesses to the formal financial services can leverage the impact of the project intervention on the intended outputs; sustainable income-generating small businesses. Therefore, the project will support the beneficiaries' applications to the locally available formal financial services without direct involvement in microfinance activities. With the support from the MNCCI, the project will identify the range of the formal microfinance services available in the target aimags/soums and match the beneficiaries in needs to the most appropriate and accessible programmes and resources by information provision and referral services. The project will also provide technical supports in preparation of the required documents including business plans and follow up with financial institutions on the status of the applications.

In principle, all the supports and services will be eventually provided for a fee. The required level of service fees and an installment plan will be set after the local needs and market prices of the similar business development services are assessed in the early stage of the project.

<b>Objective 5:</b> <i>To share the lessons-learnt from this pilot initiative using the human security approach to wider audience of both national and regional stakeholders in Mongolia (Joint UN Initiative: UNDP(lead), UNICEF, WHO and UNFPA)</i>
---

**Expected Outputs:**

- 5.1 The concept of human security is widely understood to both central/local governments and community populations while implementing the pilot initiative
- 5.2 Discussion over the importance of concept and its successful implementation in the fields is widely recognized through public forum and other events<sup>10</sup>

**Activities:**

<sup>10</sup> The Joint Programme will make sure that all public events to show-case this pilot initiative under 'human security' will refer to and closely collaborate with past and on-going projects in Mongolia funded by the UNTFHS.

- Identifying a focal point within the participating organizations to be responsible for dissemination of human security concept throughout the implementation of this integrated project.

It is suggested that as a lead agency, UNDP will be responsible for in promoting human security concept.

- Publishing promotion materials about the Joint Programme in Mongolian language, including 3,000 brochures to be distributed throughout the implementation and at public events etc.

Within the first half of the project year one, the project brochures will be developed with a strong emphasis on human security concept and disseminated to general public at various events organized by the participating agencies.

- Organization of at least 4 public forum at both provincial and central levels,

The joint programme will invite government officials and local community leaders whose capacity is built under the objective 1-4, as well as other donor governments and agencies in order to showcase the project as a model initiative under human security and provide them with findings and lessons learnt from this pilot initiative.

### (3) Performance Indicators and Risk Analysis

Planned activities under specific objectives and the performance indicators both qualitative and quantitative are provided in the Annex 1 (Logical Framework), along with the baselines, targets, and means of verification. The following table analyses the potential risks and mitigation measures.

Table2. Risk analysis

<i>Major risks</i>	<i>Risk Mitigation Measures</i>	<i>Risk Rating</i>
<b>Political</b>		
Low political commitment from the Government to invest and cost share for the JP.	Early commitment to be obtained officially from the current Government at the central and local levels.	<b>Low</b>
<b>Institutional</b>		
Ineffective coordination leading to duplicating efforts reducing the actual impacts.	Attempts will be made to strengthen coordination mechanism through organizing regular meetings of the project stakeholders as described in Table 2. Regular meetings with the central and local Government counterparts, other external partner projects with similar objectives and participating UN agencies to ensure collaborative effort to avoid duplication and increase synergies.	<b>Moderate</b>
Limited capacity of government officials and service providers at the local areas, which may influence success of the joint project implementation.	Systematic capacity building approach will be adopted, through conducting needs assessment on capacity building, on the basis of which capacity building plans will be developed and implemented targeting various groups such as central and local government, communities and service providers.	<b>Low</b>
Limited access to market at the local areas in order to sustain SMEs established through the project support.	The whole value-chain models will be piloted, in addition to the sales promotion to be organized in collaboration with the Government agencies. Through the JP, potentials of accessing international markets will be investigated.	<b>Moderate</b>
<b>Environmental</b>		
Extreme climate with harsh winters may influence flawless operation of suggested technologies and established water and sanitation facilities.	The project will ensure providing technologies that are well proven in similar climate and well understood by the service providers.	<b>Low</b>

The risk analysis as above shows that the overall risk of the project not meeting its key objectives is low as there is no reliance on medium or high risk elements.

## V. Sustainability

The Joint Programme will intensify mobilization effort to assist community members and local *Khurals* (parliament) leaders to find local solutions to improve living conditions under severe environment of the Gobi Desert.

Throughout the project implementation, the participating agencies will apply a gender-responsive community-empowerment and community-based approach for future sustainability and establish community groups with responsibility to manage the facilities and services established in target areas. Community involvement will be ensured in identification of priorities and construction of physical infrastructure and services provision. Financial sustainability of the community groups will be ensured through effective *cost-sharing* and *cost-recovery mechanisms* created for both providers and owners. The groups and their members will be trained to obtain required skills to operate the project-created assets in a self-sustaining manner.

Most importantly the uniqueness of this pilot initiative is to provide carefully designed multisectoral interventions with strong ownership to local communities, making it most cost-effective in a very integrated manner, and to implement as a real model of human security project in Mongolia. The joint project team will make sure the ownership of the project attached to communities as well as governmental officials, to have their buy-ins and proactive participation and commitment from the onset of the project implementation. Throughout the implementation of the JP, the participating agencies will ensure that it maintains effective networking for information exchange and experience sharing with other donor-funded initiatives that are successful.

## VI. Implementation and Partnership Strategy of Joint Programme

The UN Joint Programme will be implemented, under the Joint Programme Committee, over the period of three years from 2010 to 2012. Participating Agencies are all resident in Mongolia, and has a strong capacity and trustful presence among both central and local governments and communities.

While human security has a distinctive feature of protection and empowerment framework, it also allows both central and local government organizations as critical partners to work jointly and holistically on its implementation. At the national level, this pilot initiative will regularly hold coordination meetings called ‘Project with central ministries (as mentioned in the front page) as well as the relevant agencies under these ministries. At local levels, more importantly, in order to ensure sustainability, the Joint Programme will also put more emphasis on partnerships with local entities, including NGOs, CBOs, and local governments.

In order to facilitate the coordination and monitoring of the project, there are plans to create a Committee made up of representatives of the relevant ministries, representatives of community and civil society organizations, and participating United Nations Country Team (UNDP, UNICEF, WHO and UNFPA) and to discuss outcomes and encountered problems, address requests, and disseminate the project’s results, among others. Other partners, such as donors and other stakeholders would be involved in the programme with an observer status.

Table 3. Stakeholder engagement

<i>Stakeholder</i>	<i>Relevant activities and anticipated engagement</i>
<b>Government of Mongolia and implementing agencies</b>	
Ministry of Road, Transportation, Construction and Urban Development (MRTCUD)	Responsible for construction, housing, overall water and sanitation service provision and public utilities operation. It will be represented in the JP Committee and provide a policy and methodological guidance in establishing engineering water supply and sanitation facilities in rural centers (Outputs 1.1, 1.2, 1.3, 2.2 and 3.2).
Ministry of Health (MoH)	Provision of health sector services, drinking water quality and related issues. It will be represented in the JP Committee and provide a policy guidance in improving primary healthcare services at the local areas (Outputs 3.1, 3.2 3.3, 3.4 and 3.5).
Ministry of Education, Culture and Science (MECS)	It will be represented in the JP Committee and provide a policy guidance in integration of water and sanitation data into education sector M&E system, in creating child-friendly school environment and building capacity of school teachers and workers (Outputs 2.1, 2.2, 2.3 and 2.4).
Ministry of Nature, Environment and Tourism (MNET) Water	It will be represented in the JP Committee and provide a policy guidance in water resources use and allocation (Outputs 1.1, 1.3, and 2.4).



<b>Agency</b>	
National Statistical Office (NSO)	Partner in monitoring the MDG progress and establishing national database on water and sanitation provision and access (Outputs .
Mongolia National Chamber of Commerce and Industry (MNCCI)	Provision of professional and methodology advice in provision of income generation, capacity building support to SMEs and the local communities (Outputs 4.2, 4.3 and 4.4).
Administration for Land Affairs, Construction, Geodesy and Cartography (ALACGC)	Government agency in charge of Public Service Utility Organizations. It will provide professional advice in establishing and maintenance of engineering water supply and sanitation facilities in rural centers (Output 1.2)
<b>UN Agencies</b>	
UNDP	Strengthening institutional and legal framework and capacity building based on the conducted assessments at the national level and grass roots projects for income generation for a local community and empowering their participation in managing water and sanitation facilities and waste management, in addition to promotion of a gender-responsive human security approach (All outputs under the Objectives 1, 4 and 5).
UNICEF	Improved Health curriculum in secondary schools, an access of water supply and sanitation facilities (including latrines and hand-wash stands), promoting low-cost and sustainable household technologies, improved knowledge, behavior towards water use and hygiene practice in schools and communities, ensure preparedness strategy for WASH in emergency (All outputs under the Objectives 2 and 5).
WHO	Strengthening primary health care, improving capacity at the local level, upgrading soum hospital water, sanitation facilities, health care waste management and determining prevention oriented measures on human health threats of climate change (All Outputs under Objectives 3 and 5).
UNFPA	Providing support to assessment and renovations of selected soum and inter soum hospitals of target soums and conduct infection prevention and good hygiene trainings for soum hospital staff in addition to advocacy and awareness raising activities (All outputs under Objective 3 and 5).
UN-Habitat	Currently implementing a Gher area services improvement project in the capital city. Coordination of gher area improvement activities, particularly those relating to the provision of basic social services and community BCC (Outputs 2.1 and 2.3).
<b>Academia</b>	
Public Health Institute (PHI)	Conducts research and development activities of the MoH. Will be a partner in specific research works and surveys, relating to the Climate change and health, development of a rapid test kits, their distribution and instruction on the usage of the test kits (Outputs 3.2).
<b>Donor organizations</b>	
World Bank (WB)	A multi-lateral development bank, implements the Sustainable Livelihood Programme Phase II, a large-scale loan programme, covering every soum of Mongolia. Coordination of local level activities, particularly at the soum center and surroundings (Outputs 1.1, 4.1 and 4.3).
Asian Development Bank (ADB)	Implements a Rural town development project and Hospital improvement projects. Coordination of activities in small rural towns/soum centers, including adequate water and sanitation service provision to the rural healthcare facilities (Outputs 1.1 and 3.2).
International Fund for Agricultural Development (IFAD)	Implements a loan programme on Poverty Reduction Programme in rural areas. The next phase of the current programme is expected to be on adaptation to climate change. Focused poverty reduction activities will be coordinated (Outputs 1.1, 4.1 and 4.3).
World Vision International (WVI)	Has a strong grassroots presence and provides various humanitarian aid, including improvement of water and sanitation services and awareness raising on water, sanitation and hygiene. Overall coordination of activities, in particular on awareness raising among population (Outputs 2.1 and 2.3).
<b>Local community groups</b>	
Local NGOs, community groups	Local community groups, NGOs and private entities, including those managing water sources (wells), will be the main partners in managing water sources and especially for the income generation component.

## **VII. Public Affairs and Communication**

The Joint Project Committee, the UN Thematic Working Group (TWG) represented by the participating agencies and Project Implementation Unit (PIU) will be jointly responsible for the visibility of the joint project and donors, in view of the donor visibility requirement. National implementing partners and each UN organization participating in the JP should be duly recognized in all external communication methods used to publicize the initiative. The role of each participating UN organization should be acknowledged in all communications, reports and publications with partners, donors, beneficiaries and the media. Communication strategies of the participating UN agencies will be adhered as well. Participating agencies with comparative advantage in this area will play leading roles in order to maximize the effectiveness of the information dissemination campaign and the related activities will be closely coordinated with the UNESCO-led initiative on comprehensive social services, where the access to information is one of the main focus areas.

The project will produce information materials, IEC and BCC materials in a form of brochures and CD-ROMs introducing the UN's multi-sectoral approach to human security in rural Mongolia, as planned under the specific Objective 5 of the JP. At least 4 public forums/workshops will be organized at both provincial and central levels, in order to showcase the project as a model initiative under human security and provide them with findings and lessons learnt from pilot initiatives.

In addition to regular information dissemination and experience sharing through various means of media, project inception and closing workshops will be organized with a strong media presence and joint project terminal report will be produced and disseminated to various stakeholders. The potentials will be explored to publicize the successes of the JP through the newsletters of the participating agencies at the regional scale.

## **VIII. Monitoring and Evaluation Plan**

The Joint Programme will be monitored, under the Joint Programme Committee, throughout its duration, and evaluated in accordance with the UNDAF Monitoring and Evaluation plan. It will be closely coordinated and integrated with the monitoring of the Mongolian MDGs and major development frameworks, such as the UNDAF, the MDG-based National Development Strategy 2007-2021 and the Regional Development Strategy.

The monitoring and evaluation framework is intended in achieving the *results-orientation* for effective management, *quality assurance* to ensure best possible benefit to the beneficiaries, *accountability* in the use of resources, *transparency* in project activities, finances, and results to all stakeholders and *learning* for improving ongoing and guiding new initiatives, and to identify key lessons-learned and successes from the joint project implementation.

Mid-term and terminal evaluations of the Joint Programme will be conducted in 2011 and 2012 respectively by the teams of independent consultants. By the mid-term evaluation, the progresses will be assessed against the set indicators, constraints and weaknesses in the project identified, how these can be addressed and who takes the lead and responsibility to address them. Methods of assessing Joint Programme outcomes and impacts should involve open and semi-structured interviews with key stakeholders, a comprehensive review of documents (both from the government on national policies and strategies, as well as from the UN agencies), a synthesis and analysis of data from regular programme monitoring, as well as field visits, participatory evaluation and self-administrative questionnaires.

The use of participatory approaches to evaluation, involving the grassroots beneficiaries and local partners, is strongly encouraged in programme evaluations. Reviews or evaluations of agency supported programme will feed into the UNDAF evaluation as well. In addition, the lessons learned from the mid-term evaluation shall serve as a vital opportunity for reflection, which would allow the project stakeholders to make course corrections and refine objectives, indicators and time framework for actions, wherever necessary.

## **IX. Joint programme administration and financial management**

### **(1) Overall Management**

The Implementing Partners of the JP will be several Ministries, including MRTAUD, MoH, MNET and MECS and their local level representatives. The JP will receive a high-level guidance and oversight from a JP Committee, which will comprise of designated senior-level representatives of implementing partner Ministries, Governors of Pilot Provinces (Aimags) and the Programming Directors of the Participating Agencies. The JP Committee will be the highest decision making body of the JP; it will monitor the project implementation in terms

of effectiveness and timeliness of inputs and in terms of the success of project activities, ensure the activities address national priorities and approve JP workplans.

UNDP will be the lead organization for the JP, which will facilitate and coordinate the implementation. UNDP will also be responsible for the annual substantive and financial reporting to the donor, by consolidating the inputs of the participating agencies.

Regular meetings of the UN Thematic Working Group (TWG), comprising of technical staff of the participating agencies will ensure the JP activities are jointly planned, implemented, monitored and coordinated with the other donor-funded interventions and consulted with stakeholders, making use of existing thematic platforms for information exchange, hosted by the Government. The annual planning process will ensure application of participatory approach, especially of the local level representatives.

As a coordinating agency, UNDP will establish a Project Implementation Unit (PIU), which will play a key role in JP implementation. It will be attached to one of the Ministries and day-to-day activities will be managed by a Project Manager (PM). He/she will be a national professional hired by UNDP for the duration of the JP. The PM will be responsible for the application of programme and operational policies and procedures of the participating agencies and for the use of donor funds.

The PM will be supported by a several staff. A number of the permanent personnel of the project unit will not exceed five, including the PM, one professional officer, administrative and finance assistant, a secretary/interpreter and a driver. UNDP will also hire one local personnel in each of the target soums, in order to increase the efficiency and ownership by the local Government. At the Aimag level, the project coordinators will be appointed by the Governors Office for enhanced synergies between Aimag development policies with joint project interventions.

## **(2) Fund Management Modality**

*A parallel fund management option* is proposed. While the UNDP will act as the leading organization in implementing the joint project and manage the project management cost proposed in the budget, the parallel funding option is considered to be the most effective and efficient approach when the interventions of the participating UN organizations are aimed at common results, but with different national, sub-national and/or international partners. Under this option, each organization will manage its own activities within the common work plan and the related budget, whether from core or donor resources.

Accounting is managed by each UN organizations in accordance with its financial regulations and rules. Financial reports will be submitted to the UN Controller from the Headquarters of the each participating agency as required and in accordance with the agency's policies and procedures.

## **(3) Substantive Reporting**

*Annual planning and reporting scheme* will be adopted to account for adequate utilization of funds and fulfill the reporting requirements as set forth by the Guidelines for UNTFHS. Responsibility will be assigned to the coordination agency for the preparation of an aggregated or a consolidated narrative and financial report for submission to the donor.

An annual work plan will be sent to the Human Security Unit of OCHA within 3 months of the start of the project. *Within the annual cycle*, monitoring at the central and local levels will be made as reflected in the annual progress reports. Periodic monitoring visits will be made to project sites by the participating UN Agencies based on the agreed schedule in the project's Annual Work Plan to assess first-hand project progress. Members of the Joint Programme committee and donor representative may also join these visits.

## **(4) Workplans**

Overall tentative workplan with associated budgets can be seen from the Appendix to the proposal. A more comprehensive and detailed Annual Work Plan will be developed within two months after the JP is signed by the relevant parties. Annual workplans will be developed by the UN TWG ensuring consideration of local level demands and approved by the JP Committee. On a quarterly basis, the workplans will be approved by the programming directors of each participating agencies, as required.

## **X. Budget**

For detailed budget amounts, please refer to the project annual plan and budget tables attached to the proposal (in Excel Format). The estimated total budget for 3 year JP is USD 2,703,679. Multiple installments of funds are expected from the donor for the 3 year JP, based on the annual substantive and financial reports to the donor and annual workplans for the next reporting period.

## **XI. Appendices**

### **Appendix 1: Logical Framework for Proposed Project**

(please see the EXCEL document attached during the submission)

**Appendix 2: List of Equipment Provided to Primary Health Centres (Objective 3: Activity 3.2.4)**

Activities	Estimated Amount (\$)				Executing agency
	Y 1	Y2	Y3	Total	UNFPA
3.2.4 Provision of basic supplies and equipment to support PHC		\$120,000		\$120,000	\$120,000

List of Equipment and Estimated Cost for Purchase: (in US Dollars)

Item	Unit Cost	Quantity	Total
Automatic shaker/rotator for RPR test	1,036	6	6,215
Diathermy Coagulator General Surgery	1,036	6	6,215
Baby Warmer	1,105	6	6,630
Oxygen Concentrator	725	6	4,351
Height/weight measuring instrument	276	6	1,657
Weight Infant	52	6	311
Instrument trolley for surgery	173	6	1,036
Examination light	228	12	2,735
Quarts light for sterilization, portable	152	6	912
Abdominal Surgical Obgyn Kit	1,727	6	10,359
Obstetric Cervical set	214	6	1,285
Fetal Doppler, portable	97	36	3,481
Autoclave, steam or boiling type	2,072	6	12,431
Delivery bed	1,588	6	9,530
Stretcher, foldable	138	6	829
Table, operating	2,072	6	12,431
Examination table	138	12	1,657
Chair, training room	21	120	2,486
Chair, office	52	30	1,554
Chairs for waiting area (set of 3 seats)	159	18	2,859
Shelf glass doors, drugs	152	6	912
Table, desk for counseling	104	18	1,865
TV, 21'	173	6	1,036
VCD/DVD player for IEC	138	6	829
LCD projector for training	794	6	4,765
Desktop computer for database	691	6	4,144
Refrigerator, drugs and vaccine	311	6	1,865
Sub-total			104,710
Freight, handling and insurance 15%			15,706
<b>Total</b>			<b>120,085</b>



Watch ONE-MINUTE WORLD NEWS

Page last updated at 03:55 GMT, Monday, 27 July 2009 04:55 UK

E-mail this to a friend Printable version

News Front Page



- Africa
- Americas
- Asia-Pacific
- Europe
- Middle East
- South Asia
- UK
- Business
- Health
- Science & Environment
- Technology
- Entertainment
- Also in the news
- Video and Audio
- Programmes
- Have Your Say
- In Pictures
- Country Profiles
- Special Reports
- Related BBC sites
- Sport
- Weather
- On This Day
- Editors' Blog
- BBC World Service
- Languages

### Mongolian wilds inspire UN's Ban

By Michael Kohn  
BBC News, Ulan Bator

**United Nations Secretary General Ban Ki-moon has been in the wilds of Mongolia, travelling over rough roads to meet a nomad family.**

He has attended a traditional sports festival and visited a nature reserve.

Mr Ban's primary reason for visiting the north Asian country is to learn how climate change affects the far-flung corners of the globe.

Desertification and deforestation are major threats to Mongolia's nomads, despite recent flooding in the capital.

Child jockeys serenaded their horses before a 10km (six-mile) horse race across the vast plains of central Mongolia.

UN Secretary General Ban Ki-moon watched with delight as the horses galloped across the plains.

Traditional Mongolian wrestling followed and then Mr Ban tried his hand at archery, launching an arrow into the blue sky.

He finished off the day spotting wild horses at a nature reserve before bunking down in a traditional felt ger, the portable home of the nomads.

But the countryside tour was not all fun and games.

The visit is Mr Ban's latest effort in his goal to learn about how climate change affects remote countries like Mongolia.

Mr Ban discussed desertification and deforestation with local herders who breed sheep, cows and horses on diminishing pastures.

Democracy and privatisation were enshrined in a new constitution, but the collapse of the economy after the withdrawal of Soviet support triggered widespread poverty and unemployment in the sparsely-populated, landlocked country.

Mr Ban has previously visited environmental hotspots such as the melting icecaps of the Antarctic and the rainforests of Brazil, hoping to keep the spotlight focused on global warming.



Floods have hit Mongolia's Ulan Bator even as desertification affects nomads



SEE ALSO

- In Pictures: Floods in Mongolia 22 Jul 09 | In Pictures
- Why Mongolia wants more neighbours 10 Sep 08 | Asia-Pacific
- Mongolia lifts emergency rule 05 Jul 08 | Asia-Pacific
- Streets calm in riot-hit Mongolia 03 Jul 08 | Asia-Pacific
- Fatal clashes in Mongolia capital 02 Jul 08 | Asia-Pacific
- Mongolia calls state of emergency 01 Jul 08 | Asia-Pacific
- Eyewitness: Anger in Ulan Bator 02 Jul 08 | Asia-Pacific
- Country profile: Mongolia 03 Nov 09 | Country profiles

RELATED INTERNET LINKS

Mongolian government (in Mongolian)

The BBC is not responsible for the content of external internet sites

TOP ASIA-PACIFIC STORIES

- Burmese groups 'repression risk'
- China secure figure skating gold
- Journalist deaths at record high
- News feeds

MOST POPULAR STORIES NOW

- German railways shunt English into sidings
- US to build nuclear power plants
- Dubai suspects' passports 'faked'
- 'Malaria' killed King Tutankhamun
- Toyota asked for recall evidence
- Man's body pulled from US volcano
- Afghanistan missile 'hit target'
- Lady Gaga wins Brit Awards triple
- In pictures: Pakistan's indigenous African community
- My Name is Khan breaks UK record

Most popular now, in detail

Bookmark with: What are these?

Delicious Digg reddit Facebook StumbleUpon

hosted by Google Search News

# UN chief discusses climate change in Mongolia

By Michael Kohn (AFP) - Jul 26, 2009

ULAN BATOR — Expanding deserts "suffocate livelihoods and a way of life," UN Secretary General Ban Ki-moon said on Monday in Mongolia, on a visit to highlight the risks posed by desertification to one third of the world's population.

"You are part of the one third of the world's population -- two billion people -- who are potential victims of desertification," Ban told the landlocked country's parliament, in a speech on overcoming the challenge of climate change.

On Sunday, Ban met with herders to see first-hand how their lives were being affected by water shortages and the encroaching Gobi desert.

Earlier on Monday he had discussed with Mongolian leaders how to address climate change issues and secure food supplies in vulnerable areas.

The theme of Ban's visit to Mongolia is the importance of helping communities adapt to the effects of climate change so they can become more resilient in the face of extreme weather and other environmental problems.

He commended the Mongolian government on its efforts to better manage grasslands and pastures and for programmes such as improved weather forecasting and insurance funds aimed at protecting herders' livelihoods.

Growing livestock populations and deteriorating pastureland in Mongolia threatened to exacerbate severe weather conditions, the World Bank warned earlier this month.

Ban's visit to Mongolia comes less than a week after rain storms triggered the country's worst flooding since 1966, according to the Red Cross.

More than 20 people died and around 120 homes were destroyed -- a stark reminder of the extreme weather conditions that add to the woes of one of the poorest countries in Asia.

Mongolia's grassland is rapidly turning into desert, the environmental ministry warned last month.

Grassland is thinning in three quarters of the country, while seven percent of the steppe has already become desert.

Ban has said he will host a summit in September on the sidelines of the UN General Assembly to galvanise support for a global deal in Copenhagen in December on "a fair, effective and scientifically ambitious new climate framework".

Negotiations to seal a climate change treaty have been dogged by disagreements over targets for cuts in carbon emissions and a fund from rich nations to help developing countries tackle climate change.

The planned treaty, due to take effect from 2013 as the successor to the Kyoto Protocol, will shape worldwide action on the issue up to the middle of the century.

Ban travelled over Mongolia's open steppe on Sunday to meet a community of nomadic herders in a region called Bayansonginot.

"He wants to learn from the people who are dealing with climate change. The solutions are not going to come from the scientists," Ban's spokeswoman Michele Montas told AFP.

Inside a traditional ger, or yurt, Ban discussed the community's challenges with the head of the household, Mamo Batchuluun.

"We are involved in an environmental project to protect the nature of this area. We are trying to prevent desertification of the land," Batchuluun said.

The community is part of a Netherlands-funded programme that is helping find new sources of income, such as growing vegetables and making felt handicrafts, while preserving the grasslands.



Photo 1 of 3



Ban Ki-moon gets an arche lesson at a sports festival in Bayansonginot



Map





## **Appendix 4: Terms of References for Joint Programme Management Officers**

### **(1) NATIONAL PROJECT COORDINATOR**

Job Title: National Project Coordinator  
Duration: 36 months  
Location: Ulaanbaatar, Mongolia

#### **1. General**

The National Project Coordinator (NPC) will be responsible for the overall coordination, management and implementation of the Joint Programme on a day-to-day basis. A NPC will provide support to the Joint Programme Committee (JPC) to coordinate the project activities. The NPC will work under the guidance and direct supervision of the Chair of the JPC, and is responsible to provide strategic advice on the implementation of various activities as described in the joint project document.

#### **2. Roles and responsibilities**

##### **2.1 Coordinated implementation of the project**

- Maintain and develop communication among the project partner agencies and the Government of Mongolia at the national, national and local levels.
- Participate in JPC meetings to facilitate coordinated implementation of the planned activities
- Support the JPC to develop project promotion strategy and provide administrative assistance to implementation of the project promotion.
- Ensuring timely mobilization and utilization of project personnel, subcontracts, training and equipment inputs, including ones utilized by the Implementing Partners;
- Respond to queries from the Donor, statutory institutions and the public concerning the project activities.
- Guiding and supervising the Project Officers to implement project activities and Project Local Coordinators (if any) to facilitate project implementation;
- Assessing the impacts and lessons learned to be disseminated and integrated into future activities.

##### **2.2 Planning**

- Ensure joint planning of activities, annually and quarterly, including those for training, travel and procurement;
- Ensuring that the workplans contain a time-phased listing of project activities/tasks to be performed and the outputs that should result from these activities; and

##### **2.3 Mobilization of Inputs**

- Setting up and managing the project office, including staff facilities and services, in accordance with the project's workplan;
- Preparing terms of references for national and international, short-term and long-term technical personnel, identifying potential candidates (advertising, organizing a selection board, conducting examinations/interviews, arranging medical examinations, and obtaining approval of the appropriate authorities) and recruiting personnel in accordance with national execution (NEX) guidelines;
- Preparing technical specifications for equipment required under the project and procuring such equipment in accordance with NEX guidelines; maintaining an inventory and ensuring the proper operation, maintenance and appropriate distribution of such equipment;
- Preparing terms of references for subcontractors and short-term consultants, identifying potential contractors (advertising, organizing a contract committee, recommending a contractor, and obtaining approval of the appropriate authorities) and awarding the subcontract in accordance with NEX guidelines;

- Preparing training programs (in consultation with UNDP), with particular emphasis on developing an overall training plan, including types of training activities, individuals to be designated, priorities and venues and costs involved; and
- Monitoring work progress and certifying of satisfactory services delivery.

#### **2.4 Financial Management**

- Preparing financial forecasts, based on the quarterly workplans;
- Certifying that project expenditures are in accordance with the project document and workplans and that funds are available in the relevant lines of the project budget;
- Certifying payment requests, including for quarterly advances of funds (where applicable) on the basis of budget availability;
- Assuming direct responsibility to the implementing partner and UNDP for the funds provided under the project, consistent with the relevant financial and accounting rules and procedures; and

#### **2.5 Reporting**

- Collect assessment, monitoring and evaluation reports from the partner agencies regularly and prepare and edit reports and briefings on the implementation of the project activities..
- Ensuring timely preparation and submission of required reports;
- Monitoring the activity and financial performance of the project and updating the workplan at least quarterly;
- Support the JPC to plan and organize needs assessment, mid-term monitoring and final evaluation;

### **3. Selection Criteria**

- Post-graduate degree in sanitary engineering, hydraulic engineering, water resources management or other relevant areas with at least 5 years of professional experience;
- Proven extensive experience in a management position, including providing policy advice at the national or local level and ability to manage a development assistance projects;
- A high-level of technical knowledge in water and sanitation technologies;
- Demonstrated organizational and administrative capacities;
- Effective interpersonal and negotiation skills proven through successful interactions with all levels of project stakeholder groups, including senior government officials, business executives, farmers and communities;
- Ability to effectively coordinate a complex, multi-stakeholder project;
- Ability to lead, manage and motivate teams of international and local consultants to achieve results;
- Capacities for strategic thinking and planning.
- Experience of working with UN agencies is highly preferable.
- Fluency in Mongolian and English languages, both written and spoken, including technical writing skills; and
- High-level of computer literacy;

\*\*\*

## **(2) ADMIN AND FINANCE ASSISTANT**

Job Title: Administration and Finance Assistant  
Duration: 36 months  
Location: Ulaanbaatar, Mongolia

### **1. General**

The Administrative and Finance Assistant (AFA) will work under the direct supervision of the National Project Coordinator and provide assistance to project implementation in the mobilization of inputs, organization of training activities and financial management and reporting.

### **2. Summary of duties and responsibilities**

- Preparation of all payment requests, financial record-keeping and reports;
- Assistance to the recruitment and procurement processes;
- Assistance to the organization of training activities, ensuring logistical arrangements;
- Preparation of travel arrangements for project personnel;
- Maintenance of the project budget expenditure in the financial software system;
- Maintenance of project equipment ledgers and other database for the project;
- Routine translation/interpretation during projects meetings;
- Drafting of correspondence as required;
- Act as a Petty Cash custodian;
- Maintain project filing;
- Other duties which may be required.

### **REQUIRED QUALIFICATIONS:**

- University Degree, training in business and/or administration (finance or accounting desirable)
- At least 2 years administrative, finance and/or accounting experience
- Good organizational skills
- Good computer skills, including spread-sheets and database
- Fluent in Mongolian and intermediate level of English