



**STRATEGY for the INSTITUTIONALIZATION of the LIVESTOCK  
EMERGENCY GUIDELINES AND STANDARDS (LEGS)  
IN MONGOLIA – April 2023**



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## LIST OF ACRONYMS

ADRA	THE ADVENTIST DEVELOPMENT AND RELIEF AGENCY
BHA	BUREAU FOR HUMANITARIAN ASSISTANCE
DRR	DISASTER RISK REDUCTION
HCT	HUMANTARIAN COUNTRY TEAM
FAO	FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
GAVS	GENERAL AGENCY FOR VETERINARY SERVICES
GDP	GROSS DOMESTIC PRODUCT
LEGS	LIVESTOCK EMERGENCY GUIDELINES AND STANDARDS
MOFALI	MINISTRY OF FOOD, AGRICULTURE AND LIGHT INDUSTRY
MRCS	MONGOLIAN RED CROSS SOCIETY
MC	MERCY CORPS
MCM	MERCY CORPS MONGOLIA
NEMA	NATIONAL EMERGENCY MANAGEMENT AGENCY
NGO	NON-GOVERNMENTAL ORGANISATION
PRIM	PARTICIPATORY RESPONSE IDENTIFICATION MATRIX
WVM	WORLD VISION MONGOLIA
SEADS	STANDARDS FOR SUPPORTING CROP-RELATED LIVELIHOODS IN EMERGENCIES
RIAH	RESEARCH INSTITUTE OF ANIMAL HUSBANDRY
SWOT	STRENGTH, WEAKNESS, OPPORTUNITY, THREAT
UN	UNITED NATIONS

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Finally, the Livestock Emergency Guidelines and Standards (LEGS) organisation is also gratefully acknowledged for their support and guidance.

## EXECUTIVE SUMMARY

The Livestock Emergency Guidelines and Standards (LEGS) are a set of international guidelines and standards for the design, implementation and assessment of livestock interventions to assist people affected by humanitarian crises. LEGS draws on evidence-based good practice from around the world, which is incorporated into the Handbook, training materials and other resources. It is recognised and promoted by a growing number of donors and networks globally and is implemented by a broad range of organisations and institutions, including governments, UN agencies and NGOs.

LEGS approaches are suitable for Mongolia, where livestock production is predominantly rural and prone to frequent natural disasters, in particular, severe winter disasters (*dzud*) following a summer drought, which threaten the livelihoods of herder households, who make up one-third of the country's population. The LEGS handbook and its complementary "How to do it" FAO Manual are available in Mongolian.

Recognizing the importance and appropriateness of LEGS principles and approaches for the country, the Chief of the National Emergency Management Agency (NEMA) instructed that a local *dzud* management plan template should be put in place, which clearly reflected the 4 stages of the LEGS response. LEGS has therefore been successfully integrated into emergency programming for livestock-based activities in Mongolia. This achievement is due to the strong commitment of the national focal points responsible for emergency planning and response towards the institutionalization of LEGS. The implementation of LEGS has been fully integrated into emergency response plans and has contributed to the effective management of livestock-related emergencies in Mongolia.

Although considerable progress has been made over the past seven years in informing and promoting LEGS and its localization among stakeholders, due to a lack of training, there has been insufficient involvement of herders who should be directly involved in planning and response, as well as assessing the accuracy and the benefits of the response.

In Mongolia, the stakeholders have a strong interest in the institutionalization of LEGS. A strategy for institutionalizing LEGS in the country was discussed through consultation with stakeholders that have direct involvement and responsibilities in livestock emergency planning and response. The conclusion was that institutionalization is necessary for accountability for their work as well as preparedness.

## 1. BACKGROUND

The Livestock Emergency Guidelines and Standards (LEGS) is a set of international guidelines and standards for the design, implementation and assessment of livestock interventions to assist people affected by humanitarian crises.

The livelihood, food security and nutrition of over one billion of people around the world depend on livestock. Disasters, whether natural or resulting from human activity, have an impact on livestock as well as their owners, affecting both their immediate ability to survive as well as their future livelihoods.

In the past, the livelihoods of livestock-owning communities were often not given the appropriate level of importance by humanitarian interventions and in some cases, livelihoods were undermined by the emergency response. In 2004, a workshop in Nairobi, which brought together humanitarian organizations and practitioners working on livestock programmes in that region, raised concerns about frequently inadequate, inappropriate, poorly designed and/or delivered too late responses to livestock in emergencies. The participants of the workshop highlighted the need for a common reference point to guide better quality programmes and Tufts University took the lead to identify funding and bring together interested parties. In 2005, the Livestock Emergency Guidelines and Standards (LEGS) Project was established with an initial focus to develop the LEGS Handbook to improve livestock relief programming with communities who rely heavily on livestock for their social and economic well-being.

The first edition of the LEGS Handbook was published in 2009 following consultation with a wide range of practitioners and policy-makers from around the globe. Drawing on feedback and updated information from stakeholders via the LEGS website and mailing lists, a fully revised and redesigned second edition LEGS Handbook with updated sections on key topics including *cash and voucher transfers, climate change, support to livestock in camps, gender and animal welfare* was published in 2014. The Handbook is undergoing further revision and the 3<sup>rd</sup> edition will be available in June 2023 (in English).

Focusing on the overlap between emergencies, livestock and livelihoods, and aiming to bring a livelihoods perspective into livestock-based disaster relief, LEGS promotes a rights-based approach, and in keeping with the Sphere Humanitarian Charter, recognizes the right to life with dignity and the right to food and the right to a standard of living. From a global perspective, one of the most pressing needs is to improve livestock relief programming with communities who rely heavily on livestock for their social and economic well-being, and LEGS aims to ensure the protection of people involved in livestock-related emergency responses and to minimize risk. Preparedness is a significant aspect of disaster response in LEGS, to save human lives and emphasise the importance of the preservation of livelihood assets in order to protect and maintain future livelihoods.

The LEGS approach focuses on supporting the livelihoods of livestock-keepers before, during and following a crisis. LEGS provides practical and participatory tools for each stage, and outlines technical guidance based on best practice from around the world, covering six key intervention areas: destocking, veterinary support, livestock feed and water, shelter and restocking.

LEGS guides practitioners through four key stages of response planning and implementation:

**Stage 1:** initial assessment

**Stage 2:** response identification

**Stage 3:** analysis of technical interventions and options

**Stage 4:** monitoring and evaluation

LEGS draws on evidence-based good practice from around the world, which is incorporated into the Handbook, training materials and other resources for all who are involved in livestock-based emergency interventions.

There are participatory tools to help the user to work through each stage, including the Participatory Response Identification Matrix (PRIM), which is used to facilitate discussion and planning among stakeholders—including representatives from affected communities - to determine the most appropriate, timely and feasible options to support livestock keepers in any particular crisis.

LEGS discusses key issues, including cross-cutting themes such as gender and protection, for each possible technical intervention. LEGS also provides a review of the advantages and disadvantages of various sub-options, and a decision tree to highlight key questions that need to be addressed. These are followed by specific standards, key actions and guidance notes for each intervention and option.

Since the launch of the LEGS Handbook, LEGS is increasingly recognized and used as a reference by a growing range of institutions and donors, including FAO, Bureau for Humanitarian Assistance (BHA) and many international and national NGOs. In 2011, LEGS was accepted as a formal companion standard to the Sphere Project's Humanitarian Charter and Minimum Standards for Humanitarian Response, and with Sphere is now part of an alliance of humanitarian standards (the Humanitarian Standards Partnership) alongside nine other companion standards including the Standards for Supporting Crop-related Livelihoods in Emergencies (SEADS), the Minimum Standards for Education in Emergencies, the Minimum Economic Recovery Standards, the Child Protection Minimum Standards.

Following the publication of the first edition of the LEGS Handbook in 2009, the LEGS Project designed a training and awareness-raising programme based on training of trainers (TOT) courses and building national and local capacity in developing regions of the world. The graduates of each TOT course ('LEGS trainers') are equipped with the skills, materials and methodologies to run the standard 3-day LEGS training course, which aims to bring the LEGS Handbook to life and enable practitioners to implement the LEGS approach in the field. Since 2010, LEGS has held 34 TOT courses, resulting 630 trainers across over 57 countries reaching over 10,000 practitioners across the world and its online and in-person courses continue to be in high demand.

As LEGS grew and became globally recognized, it became evident that there was a need for greater uptake and institutionalisation of the LEGS approach at individual country and local level, as well as globally. In 2018, the LEGS project became an independent entity (a charitable incorporated NGO). Following its a new strategic plan in 2020, the LEGS institutionalisation at national and local levels become a priority area to ensure that LEGS is the key point of reference for livestock assessments, project design, implementation and evaluation in official policies, strategies or guidelines of the national disaster management agency and related technical ministries (livestock or agriculture) and that training in LEGS is disseminated and applied across relevant government and non-governmental actors. The role of the LEGS organisation in this process is one of facilitator rather



than implementer, through the provision of support, training and other tools and materials, working alongside key partners who will take this process forward in the longer term.

Given the frequency and type of livestock-related emergencies, active members of the LEGS Community of Practice and potential interest from key humanitarian organizations and government, LEGS with an ongoing BHA grant identified Kenya, Mongolia and Colombia as pilot countries to organize country level workshops to discuss and develop LEGS country institutionalization strategies.

## **2. RATIONAL OF LEGS FOR MONGOLIA**

Agriculture is the key traditional sector of Mongolia's economy. Although agriculture contribution to the GDP has been on a declining trend in the past 20 years due to the flourishing growth of the mining and service sectors, it continues to be an important sector of the local economy after the mining sector. Over the last 10 years, the agricultural sector made up an average of 10.9% of Mongolia's GDP per year. The livestock sector accounts for over 80% of the gross agriculture outputs.

The mining sector accounts for about 90% of Mongolia's total exports but employs less than 5% of the country's labor force, whereas the livestock sector provides jobs to approximately 25%.

Eighty percent of the rural population of the country rely on livestock as their source of livelihoods. According to national statistics, by the end of 2022, there were 71.1 million heads of livestock in 243,023 households, of which 181,051 are herder households whose livelihoods are directly dependent on livestock. These herder households are heavily reliant on grazing their livestock, such as horses, camels, cattle/yaks, sheep, goats and reindeer on open rangelands all year round.

Mongolia's geographic location, ecosystem fragility, and economic dependence on natural resources mean that it is increasingly vulnerable to climate change. The country has one of the harshest climates in the world, with almost 8 months of below-freezing temperatures, with temperatures reaching -50°C in some areas, and a short warm season.

Climate variability, together with overgrazing are drivers of pasture degradation and climate change. Due to limited meat exports over the past 30 years, the number of livestock, cumulatively increasing every year due to new-borns, is almost three times the carrying capacity of pasture.

According to the national rangeland health assessment report released in 2018, as of 2016, 57.0 percent of the total 110.3 million hectares rangelands were subject to some level of degradation, of which 13.5% were slightly degraded, 21.1% were moderately degraded, 12.8% were heavily degraded, and 10.3% were at the risk of desertification<sup>1</sup>.

Average air temperatures, in all regions across Mongolia, have increased over the last 70 years and the average temperature has risen by 2.24°C. Specifically, the average winter temperature has increased by 3.6°C, the average spring temperature by 1.5°C, and the average summer temperature by 0.6°C. It is predicted that the average annual air temperature may increase by between 2.1-3.0 °C by 2050. It is also predicted that precipitation will increase 6-15% by 2030 and by 7-15% in the 2050s<sup>2</sup>.

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<sup>1</sup> <https://en.greenmongolia.mn/post/103686>

<sup>2</sup> [https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/06593841\\_Mongolia-NC3-2-Mongolia](https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/06593841_Mongolia-NC3-2-Mongolia)



As an impact of climate change the frequency, intensity, unpredictability, and magnitude of climate and weather extremes such as harsh winter (*dzud*), drought, snow and dust storms, heavy rainfall and flooding have tripled in the last decade, and thereby climate change has tremendous impacts on livestock, which is completely dependent on nature and climatic conditions.

*Dzud is a peculiar weather phenomenon unique to Mongolian pastoral production system, massive livestock mortality occurs during the harsh winter-spring months due to prolonged malnutrition exacerbated by cold stress causing significant damage to communities and economies both locally and nationally.*

*Dzud* is a severe covariate shock that directly affects the livelihoods of herder households who make up about a third of the population. While Mongolia has experienced *dzuds* over the years, they have become more frequent with severe impact on the rural population. In 1999–2000, 2000–2001, and 2001–2002, Mongolia was hit by three *dzuds* in a row, causing the mortality of 25% of the national herd. This period also coincided with extreme dry spells and summer droughts and more than 12,000 herder households lost their entire livelihood assets, while thousands more were pushed to subsistence levels below the poverty line by the loss of their livestock-assets. In the 2009–2010 *dzud*, about 10.3 million livestock died which was approximately 25% of the country’s livestock population – affecting 769,000 people or 28% of Mongolia’s total population. According to the Mongolian Red Cross Society, 220,000 herding households were affected of which 44,000 households lost all of their livestock and 164,000 lost more than half their herd<sup>3</sup>.

As herders’ livelihoods are devastated by the cumulative effects of the *dzuds* and by the high-interest loans they take out to survive, many move to the cities. Already destitute, they now live in shacks and yurts on the outskirts, devoid of working infrastructure, burdened by social problems, and unable to break out of the vicious downward cycle of poverty.

Especially in the last decade, winters have become more severe due to frequent droughts, and almost every 2 years there have been humanitarian crises. According to the Ministry of Food, Agriculture and Light Industry (MOFALI), from 2010 to 2021, there are 1,472 severe winter conditions were observed and reported by the National Meteorological Service.

Thus, the LEGS approach is appropriate for Mongolia, where livestock-based livelihoods are predominated in rural areas and prone to frequent natural disasters, in particular *dzuds* which is becoming a requirement for government and humanitarian interventions almost every two years.

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<sup>3</sup> <https://www.worldbank.org/en/news/feature/2012/11/06/lessons-from-dzud#>

### **3. PROCESS FOR DEVELOPING A STRATEGY FOR THE INSTITUTIONALIZATION OF LEGS IN THE COUNTRY**

Based on the interest of the focal points for disaster protection and emergency management in the livestock sector at the State Emergency Commission, NEMA, MoFALI in the concept of institutionalizing the LEGS in the country, a stakeholder consultative workshop was held in Ulaanbaatar from 27 to 28 February 2023 with a support of the LEGS secretariat.

This workshop was attended by senior officials and specialists of government agencies and humanitarian organizations that are directly responsible for and involved in livestock emergency interventions, such as NEMA and its provincial branches, MOFALI, General Agency for Veterinary Services (GAVS), MRCS, FAO, WV, ADRA Mongolia, as well as LEGS local practitioners.

During the workshop, the participants discussed and reviewed the achievements and lessons learned from the efforts made so far in the country, and also identified challenges to LEGS institutionalization including foreseeable future challenges.

Based on the results of the workshop, two accredited LEGS trainers in the country, one working in FAO Mongolia as a technical adviser for the Livestock Emergency and Resilience Programmemeing and the other a freelance consultant drafted the LEGS institutionalization strategy for Mongolia in consultation with stakeholders.

#### **3.1 PROGRESS ON LEGS' LOCALIZATION IN MONGOLIA**

In 2013, FAO Mongolia, in cooperation with the LEGS project organized a 6-day LEGS Training of Trainers (TOT) for East Asia in Mongolia. The TOT course was attended by 11 project staff from FAO, Mongolian Red Cross Society (MRSC), Mercy Corps (MC), World Vision (WV), ADRA Mongolia, Save the Children (SC), and one researcher from the Research Institute of Animal Husbandry (RIAH).

In terms of timing, the TOT course coincided with the development of Mercy Corps' Livestock Disaster Risk Reduction project proposal, so the first steps to briefly introduce LEGS to Mongolia were included in this project proposal, but not widely disseminated.

However, thanks to the joint efforts of FAO and Mercy Corps, significant progress has been made since 2016 towards the implementation of the LEGS in the country, in particular, for strengthening national and local capacities through LEGS core training courses and LEGS awareness-raising sessions, as well as using LEGS approaches in *dzud* response projects. After making available the LEGS handbook and LEGS Core Training materials in Mongolian with financial and technical support from FAO, LEGS trainers based at FAO and World Vision conducted the first three-day LEGS training (LEGS Core Training) in the country in October 2016. This core training course was attended by 27 planners from National and Provincial Emergency Management Agencies (NEMA and PEMA), MoFALI, and project officers of the MC country office and its local branches<sup>4</sup>. Following this training, in April 2017, these trainers organized a half-day LEGS awareness session for 60 livestock related departments and agencies' staff at MOFALI. In September 2017 and April

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<sup>4</sup> <https://www.fao.org/mongolia/news/detail-events/es/c/416700/>.

2018, FAO and Mercy Corps jointly hosted core LEGS training courses in the western and central regions of the country, as well as LEGS awareness seasons for 150 local authorities in Sukhbaatar *aimag* during a NEMA-led provincial disaster simulation exercise in September 2018.

In 2016-2018, three trainers from FAO, World Vision and Mercy Corps trained 148 planners from central and provincial offices of NEMA, and project staff of Mercy Corps' country office and regional branches and equipped them with the LEGS handbook published in Mongolian<sup>5</sup>.

In addition, in 2018, the FAO manual "*Livestock-related interventions during emergencies: How-to-do*" was published in Mongolian and disseminated to livestock officers in all 330 administrative districts of 21 provinces.

To facilitate better understanding at the level of the national emergency management organization, as part of an FAO project, the NEMA livestock emergency officer participated in a LEGS TOT held in Bangkok in 2016, and under a Mercy Corps project, the NEMA Deputy Chief took part in a LEGS TOT held in South Africa, in 2017.

One of the main impacts of LEGS localization activities is the incorporation of the LEGS approach into the *aimag* and *soums*' *dzud* preparedness plan template that was approved by the head of NEMA in 2018 as part of the local disaster protection plan template.

Local government officials, livestock production officers and herders who are responsible for direct involvement in local *dzud* management plan and response activities had not received LEGS core training. Despite the strict lockdown due to COVID-19, in 2021, 228 local livestock production offices in 7 provinces prone to drought-cum-*dzud* conditions and 110 herders in 3 *soums* of Zavkhan *aimag* were trained by FAO with the LEGS core training programme. Half (1.5-day) of the core training programme was delivered through four series of virtual sessions for all of the seven provinces and the remaining (1.5 days) part of the training was held in-person in September 2021 after the quarantine was lifted.

In addition, since 2016, FAO, as the lead agency for humanitarian food security and agriculture sector, has often brought the key messages of the LEGS approach to the Humanitarian Country Team (HCT) members and national and local partners during various sectoral Disaster Risk Reduction (DRR) meetings and workshops, as well as during national and local disaster preparedness drills. The most recent was in May 2022 with the participation of 108 government officials, including heads and members of local DRR councils in 21 *aimags*, the capital and its nine districts, as part of a jointly organized two-day workshop with NEMA and MoFALI on strengthening local DRR councils.

Through the application of the LEGS approach, in particular the destocking standards, in 2017-2018, FAO successfully implemented a destocking-for-cash programme for first time in Mongolia. Timely early warning information allowed FAO to design and implement an Early Action project to mitigate the impact of the 2017-2018 *dzud* for 504 vulnerable herder households in five districts, where serious threats had been identified. By selling meat of one sheep and one goat under the destocking programme, in December 2017, each household received \$56 in cash to cover their immediate needs, enough to buy 200 kg of livestock feed, while 19.3 tons of meat purchased from them was distributed to poor vulnerable households living in the periphery of the capital Ulaanbaatar. The interviews with meat recipients showed that that meat lasted them an average of two and a half months, saving them USD 40 each, or about one-fifth of the monthly pension many poor and vulnerable people live on. They bought winter fuel, clothes, school supplies and medicines and invested in small businesses with the money. In addition to the destocking-for-cash programme, the provision of animal feed was

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<sup>5</sup> <https://www.fao.org/animal-health/news-and-events/news/detail/en/c/1437185/>

a part of the Early Action project. In early February 2018, the 504 beneficiary herder households when their fodder reserves were almost depleted, received concentrated feed from the project to ensure the survival of their key breeding livestock asset. The result of the return on investment study for this project showed that each herder household benefitted by USD 2 008, which gives a 7.1 benefit to cost ratio<sup>6</sup>.

### 3.2 CHALLENGES TO LEGS' INSTITUTIONALIZATION IN THE COUNTRY

Over the past six years, graduates of LEGS TOTs employed by FAO, WV and MC, realizing the importance of the LEGS in the country, have made significant efforts to localize LEGS by linking it with the expected outcomes and outputs of project proposals for which they were responsible and participated in the implementation.

In 2018-2019, Mercy Corps undertook significant capacity building efforts to update and improve the districts' *dzud* preparedness plan in accordance with the newly recommended template, but in 2020, after completing its activities, Mercy Corps left the country.

Based on the overview discussions on achievements and lessons learned from the LEGS implementation and localization efforts in Mongolia, the participants of the stakeholder consultative workshop contributed to identify internal strengths, weaknesses, external opportunities and threats that can have an impact on implementation of the LEGS Institutionalisation Strategy in the country.

The table with the SWOT analysis that was constructed during the workshop was finalized by the stakeholders after the workshop.

Finalized results of the SWOT analysis are summarised below (Table 1).

**Table 1. SWOT analysis results**

Strengths:	Weaknesses:
<ul style="list-style-type: none"> <li>• LEGS handbook, its complementary manual “How to do it” and training materials are available in Mongolian;</li> <li>• Some graduates of LEGS TOTs have a strong desire to localize LEGS in the country;</li> <li>• LEGS has been introduced to 292 <i>soums</i> (small town) in 12 provinces;</li> <li>• <i>Dzud</i> preparedness plan template with a clear reflection of LEGS approaches become a mandatory requirement for all provinces and districts since the plan template was approved by the order #A/82 of the NEMA head in 2018;</li> <li>• More than 200 <i>soums</i> updated their <i>dzud</i> preparedness plan by using this template</li> <li>• Provincial and <i>soum</i> level emergency; commission members are aware of LEGS;</li> <li>• The deputy heads of PEMA of 21 <i>aimags</i> are trained in LEGS;</li> <li>• 228 local livestock production officers in 7 <i>aimags</i> prone to frequent natural disasters are fresh with the LEGS approach as they recently</li> </ul>	<ul style="list-style-type: none"> <li>• Turnover of people/officials who are trained in LEGS at local level due to political changes at elections and other causes</li> <li>• Lack of manpower in the livestock sector</li> <li>• Responsibility is weak among trained local officials on disseminating their LEGS knowledge and using it in practice</li> <li>• Lack of budget for disseminating of LEGS training and introduction</li> <li>• Beneficiary selection criteria of vulnerable herder households from shock-affected communities for humanitarian response is unclear (organizations use different vulnerability criteria)</li> <li>• There is no specific organization or focal point to coordinate LEGS activities at both at national and local level</li> <li>• Public especially herders have a lack of awareness raising about importance of LEGS</li> <li>• No specific standard is followed for anticipation/preparedness/emergency response in livestock sector</li> </ul>

<sup>6</sup> <https://www.fao.org/documents/card/en/c/CA2181EN/>

<p>(2021-2022) completed LEGS core training programme</p>	<ul style="list-style-type: none"> <li>• Unclear workflow for the certification and approval of annual updated (or not) district and provincial <i>dzud</i> preparedness plans in line with the mandatory template</li> </ul>
<p><b>Opportunities:</b></p>	<p><b>Threats:</b></p>
<ul style="list-style-type: none"> <li>• Participation and involvement have improved at different levels to disseminate LEGS (2016-2022);</li> <li>• There is an enabling environment in framework of law and policies to institutionalize LEGS in Mongolia;</li> <li>• LEGS initial assessment tools are almost identical to the questions for assessing the risk and conditions of drought and severe winter in accordance with the Government Resolution #286 from 2015.</li> <li>• The collaboration and integration within government and international humanitarian organization is good (HCT co-lead by UN Resident Commissioner and Head of NEMA)</li> <li>• Disaster protection state department for Food and Agriculture at MOFALI is functional;</li> <li>• Livestock early warning system is in place;</li> <li>• LEGS (organization) and international humanitarian organization provide support for conducting local training of LEGS;</li> <li>• State fund for disaster protection is in place;</li> <li>• Cash working group is established and activated among the humanitarian community (HCT);</li> <li>• According to the 51.2 clause of the Law on Disaster protection, local governments could allocate a fund for adoption of the LEGS approach locally as the local budget should include at least 1.0 percent of the annual budget for disaster protection and risk reduction measures;</li> </ul>	<ul style="list-style-type: none"> <li>• The head of sectoral ministry (political appointment) for livestock and agriculture is not an expert of the sector;</li> <li>• There is no specific organization or focal point that is responsible to reduce disaster risk in the livestock sector;</li> <li>• Database of vulnerable livestock keepers and data management is poor in the livestock sector (such as no accurate data of vulnerable herder families, size/ amount of grazing);</li> <li>• Weak integration and collaboration among sectors;</li> <li>• Some strategies aren't implemented well because of having no specific method/approach identified;</li> <li>• Poor management of disaster protection fund (misuse);</li> <li>• Climate change effect is increased but it is not considered in the sectoral policy;</li> <li>• There is no specific system to provide training to the herders</li> </ul>

## 4. STRATEGY

### 4.1 Vision

LEGS is fully integrated and implemented in livestock-based emergency programming

### 4.2 Mission

To provide a strong foundation for quality and accountable delivery of livestock-based emergency interventions in Mongolia.

### 4.3 Strategic goals and objectives

The key strategic goals and objectives identified for institutionalizing LEGS in Mongolia are shown below (Table 2).

**Table 2. LEGS Institutionalization in Mongolia goals and objectives**

<p><b>Objective:</b> By 2027, the goal is to have LEGS fully localized and adopted by relevant stakeholders involved in livestock emergency programmes and interventions in Mongolia. This will be achieved by strengthened the capacity of the national focal point responsible for the institutionalization of LEGS, with the support of mobilized funds and accredited LEGS trainers</p>	
	<p><b>Result/output</b></p>
<p><b>1. Coordination of LEGS activities at national and local level</b></p>	<ul style="list-style-type: none"> <li>- The national focal point responsible for LEGS institutionalization in Mongolia is committed by TOR;</li> <li>- The national focal point received necessary technical and financial support to coordinate LEGS institutionalization in the country;</li> <li>- The inter-agency coordination between the livestock, livelihood and emergency sectors in line with LEGS approach is improved at national, provincial and local administrative districts level is improved;</li> </ul>
<p><b>2. Capacity Building</b></p>	<ul style="list-style-type: none"> <li>- Stakeholders including livestock related government institutions, NGOs, CSOs and humanitarian cluster members are trained on the LEGS Core Training course;</li> <li>- A dedicated LEGS practitioner's pool is created to raise awareness of LEGS at the community, district, provincial and national levels.</li> <li>- Public awareness is increased through the production of LEGS animation and video materials in Mongolian context and in Mongolian language</li> </ul>
<p><b>3. Full integration of LEGS principles and tools into <i>dzud</i> preparedness and response plan</b></p>	<ul style="list-style-type: none"> <li>- LEGS principles are included in the sectorial <i>dzud</i> Anticipatory Action protocol</li> <li>- LEGS is fully mainstreamed in <i>dzud</i> preparedness plans of the central, provincial, district governments</li> </ul>
<p><b>4. Monitoring, Evaluation and Accountability</b></p>	<ul style="list-style-type: none"> <li>- Monitor and evaluate the planning and implementation of plans are developed at the national and local levels, and develop procedures to increase accountability, and ensure its implementation.</li> </ul>
<p><b>5. Fund raising</b></p>	<ul style="list-style-type: none"> <li>- Resource mobilization and fund raising to ensure that the above objectives can be met.</li> </ul>

## Notes

Although the first point of the draft strategy outline identified by participants of the stakeholder consultative workshop was to identify a potential institution that could be fully committed to the use of LEGS approaches in livestock emergencies from planning to monitoring & evaluation, as a result of putting the draft strategy on paper and re-discussing it, everyone came to consensus that the State Disaster Protection Department (Service) for food and agriculture under the MoFALI is the most appropriate structure to serve as the national focal point in accordance with the functions assigned to it by the Mongolian Disaster Protection Law.

According to the article 33 of the law, the State Department has the following 14 functions:

- to approve the budget required for planning and implementing disaster protection activities at the sector level and organize its implementation;
- to incorporate and implement disaster risk reduction and mitigation measures in sector development policy and strategic planning;
- to implement and report on legislation and decisions of higher-level organizations;
- to determine the composition of the disaster protection service in accordance with the specifics of the sector, to establish professional units, to ensure their training, preparation and readiness;
- to ensure the sustainable operation of the sector in case of disasters and emergencies;
- to ensure constant readiness of the sector's warning system;
- to create forces and disaster resources to be involved in disaster protection activities;
- to provide professional management to local disaster protection services;
- to promptly inform the state administrative organization in charge of disaster protection and cooperate in disasters;
- to involve professional personnel working in the disaster zone with the necessary equipment and materials;
- to spend the allocated funds in accordance with the purpose;
- to conduct disaster damage and needs assessment and develop proposals for measures to be taken;
- to issue information and reports on disaster risk reduction activities;
- to develop and have approved relevant rules, regulations, guidelines, instructions and standards within the area of responsibility.

In addition to the above statutory responsibilities, MoFALI leads the humanitarian food security and agriculture sector with FAO to ensure that sector members are aware of relevant policy guidelines and technical standards related to food security and agriculture emergencies and that their responses are in-line with the humanitarian standards and guidelines.



**Table 3: LEGS Institutionalization in Mongolia - Action Plan**

	Activity	Responsible organization/person	Type of expenditure	Budget estimation (MNT)
<b>Goal 1. Coordination of LEGS activities at national and local level</b>				
1.1	<ul style="list-style-type: none"> <li>Identify appropriate organization to Coordinate LEGS activities (Government NGO)</li> <li>Assign LEGS institutionalization focal point</li> </ul>	MoFALI, LEGS accredited national trainers		
1.2	<ul style="list-style-type: none"> <li>Study and identify existing projects that are focused on livestock sector and sort out key activities for institutionalizing LEGS;</li> <li>Clarify and allocate responsibilities clearly among stakeholders</li> </ul>	MoFALI: Department of Implementation and Coordination of Policy in the livestock sector; Provincial Governor Office		
<b>Goal 2. Capacity building</b>				
2.1	<ul style="list-style-type: none"> <li>Conducting capacity building trainings and activities (LEGS Core training for local practitioners)</li> </ul>	MoFALI; State Service for Disaster Protection;	Handbook (50pcs*35000) Participants (21 participants*2) Travel cost Fee for training hall, tea break and lunch Handouts for participants	$42*3*200,000=32,760,000$ MNT $15000000+(150000*50)+(130*50)$ $=57,000,000$ Total= <b>93 560 000</b> MNT (based on previous training figures)

2.2	<ul style="list-style-type: none"> <li>• Conduct LEGS awareness raising training for provincial officials etc.</li> </ul>	Officials who received 3-day (Core) LEGS Training	Handbook (70 pcs*35000) Participants from 21 provinces (around 300 people) will attend 1.5 days training Travel cost Fee for training hall, tea break and lunch Handouts for participants	$300 * 200,000 = 60,000,000$ MNT Handbook-10,500,000 MNT Travel cost-16,000,000 MNT Total= <b>86,500,000</b> MNT Budget can be decreased depending on participants' number
2.3	<ul style="list-style-type: none"> <li>• Conduct training for Humanitarian Country Team</li> </ul>	Accredited national trainers		
2.4	<ul style="list-style-type: none"> <li>• Conduct Advocacy work targeting MoFALI, State Service for Food and Agriculture, NEMA, selected focal point organisation:</li> </ul> <ol style="list-style-type: none"> <li>1. Public campaign</li> <li>2. Meetings</li> <li>3. Awareness raising</li> </ol>	Accredited national trainers		
<b>Goal 3. Fully integrate LEGS principles and tools into <i>dzud</i> preparedness and response plan</b>				
3.1	<ul style="list-style-type: none"> <li>• Update government order #A/82 to disseminate LEGS principles in <i>dzud</i> response</li> </ul>	LEGS Institutionalization Focal Point		
3.2	<ul style="list-style-type: none"> <li>• Use LEGS standards and interventions in <i>dzud</i> preparedness plan and Response</li> </ul>	LEGS Institutionalization Focal Point; <i>aimag</i> level Food and Agriculture Department		

<b>Goal 4. Monitoring, Evaluation and accountability</b>				
4.1	• Align LEGS principles and tools in sectorial monitoring and evaluation plan and implement	MOFALI; LEGS Institutionalization Focal Point		
<b>Goal 5. Resource mobilization for LEGS institutionalization in Mongolia</b>				
6	• Developing funding proposals to donors	State Disaster Protection Department for Food and Agriculture, members of humanitarian sector		

**NOTE:**

- Making a presentation on LEGS in professional bodies such as MOFALI and NEMA (thus, to choose the LEGS focal point, and build a team that understands and supports LEGS). In the future, LEGS focal points can consider how to work with accredited LEGS trainers and financing. Also discuss how to cooperate with projects and programmes of national and international organizations in this field.
- LEGS course commissioning agencies are expected to provide the required training materials
- Fundraising was discussed during this seminar held in Ulaanbaatar, but no commitment was made. In addition, the proposed investment is unrealistic
- It is suggested that once the proposed LEGS institutional focal points are in place the working group can meet to develop a more realistic annual plan with fund raising as a priority

## 5. MONITORING AND EVALUATION

Monitoring the implementation of the various activities is an important component of this Strategy. It will allow the various players to make timely adjustments based on progress or implementation hitches on specific targets in the plan, and more importantly provide useful learning points.

This strategy places the overall responsibility of monitoring and evaluation on the national institutional focal point. However, it is important to recognise that other implementers have significant participatory role, especially in provision of data and information whenever required.

Monitoring and evaluation as well as learning from the entire LEGS Institutionalisation process is considered a critical component of the strategy, hence the need to give it due attention from the outset.