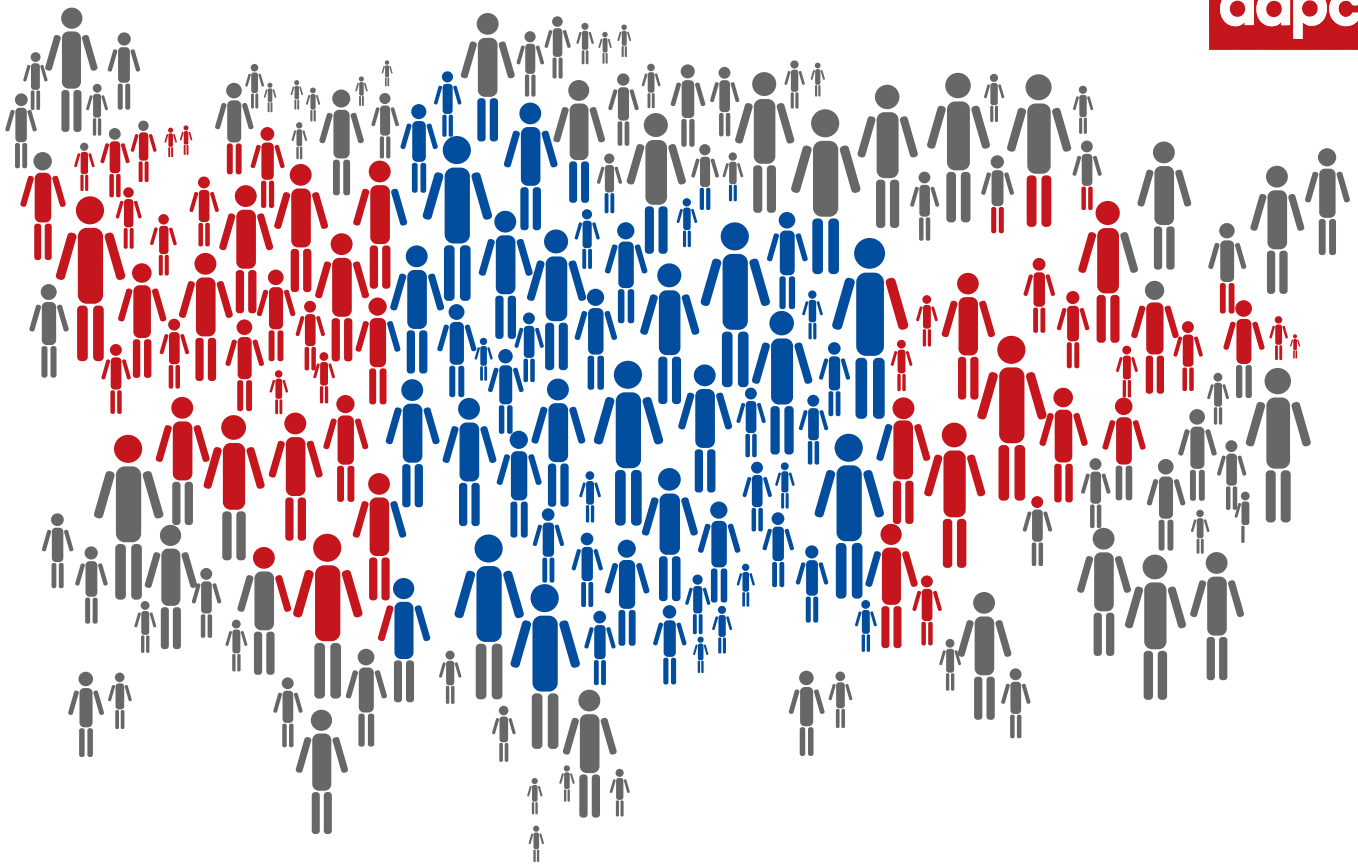

EMPOWERING COMMUNITIES & STRENGTHENING RESILIENCE

MONGOLIA

DEVELOPING AN ENABLING ENVIRONMENT
FOR LOCAL LEVEL RESILIENCE BUILDING

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Disclaimer:

This document is informed by the implementation experience of Asian Disaster Preparedness Center (ADPC) and its partners as well as existing reports and publications. Care has been taken to ensure that descriptions, facts and data contained in this publication are accurate and fair. Any discrepancies are unintended. The document remains open to any suggestions for corrections and improvements.

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« EMPOWERING COMMUNITIES & STRENGTHENING RESILIENCE »

MONGOLIA

DEVELOPING AN ENABLING ENVIRONMENT FOR LOCAL LEVEL RESILIENCE BUILDING

Lead Authors

Aslam Perwaiz
Kilian Murphy

Preface

Dear readers,
It is my great pleasure to present to you the latest edition in the Empowering Communities & Strengthening Resilienceseries which documents more than two decades of disaster risk reduction work carried out by ADPC. This publication describes ADPC's efforts to foster an Enabling Environment for Local Level Resilience Building in Mongolia.

Throughout ADPC's comprehensive experience of implementing resilience building activities across Asia, the importance of engaging communities as part of these efforts has become abundantly clear. For Mongolia a specific need to strengthen provisions at the national level was identified in order to create an effective foundation for initiatives to develop safer and more secure communities.

ADPC has worked alongside the National Emergency Management Agency (NEMA), Mongolia's primary organization on disaster management issues, to help improve arrangements and procedures for coping with natural hazards which affect the country. A key activity for which ADPC provided support was the development of a National Framework on Community Based Disaster Risk Reduction (CBDRR). This provided guidance for stakeholders at various administrative levels in Mongolia to be better equipped to support community led efforts for addressing disaster risk.

Following the establishment of the framework, ADPC has worked with the Mongolian Red Cross Society (MRCS) to deliver trainings at the local level with the aim of mainstreaming CBDRR principles into local development planning, as well as introducing pilot community interventions for structural and non-structural mitigation measures against natural hazards.

We at ADPC now look forward to building on these experiences by continuing our work with NEMA and MRCS for more pilot projects implemented at the community level itself, as well as developing new partnerships to help further strengthen resilience to disasters in Mongolia.

Shane Wright
Executive Director
Asian Disaster Preparedness Center

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Background

Overview of key natural hazards and disaster risks in Mongolia

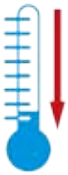
Mongolia is exposed to a wide range of natural hazards which combined with the vulnerability and exposure of human populations and assets to such risks have resulted in the occurrence of numerous disaster events in the country. Notable hazards to have affected Mongolia in recent years include snow and dust storms, thunderstorms,floods, earthquakes, drought, steppe and forest fires, disease epidemics and dzud.

Snow and dust storms are a common occurrence in Mongolia due to climatic and geographical conditions, worsened by widespread desertification and land degradation across the country. From 2000–2013, 17 major snow and dust storm occurrences were recorded, which caused 15 human fatalities and the loss of over 70 thousand livestock. Over the same period, thunderstorm events mainly occurring in the summer months caused 10 human deaths and killed over 250 livestock. Other hazards include drought, with the Gobi desert accounting for around 40 per cent of Mongolia's territory. Furthermore, Mongolia typically experiences between 80 to 100 steppe and forest fires each year, most commonly between the months of March and June[1].

Flash flooding also affects Mongolia, for which the aforementioned thunderstorm events are a contributing factor. Other flooding is commonly caused by snowmelt in the spring months (April and May) and heavy rainfall in summer (June to September). Urban flash floods which occurred in July 2009 were one of the worst disaster events to hit Mongolia in recent years. The floods affected the capital city of Ulaanbaatar, the surrounding provinces of Dundgobi and Khentiiand Gobi-Altai province in the west of the country, causing at least 26 deaths and affecting over 3,000 households. Such urban flooding events are likely to remain a key challenge going forward as Ulaanbaatar and other urban centers such as Erdenet and Darhan continue to grow both in terms of population and physical scale.

1 Disaster risk information sourced from: National Emergency Management Agency of Mongolia (2015). Handbook - Disaster Risk management in Mongolia.

In view of earthquake risk, Ulaanbaatar, the country's densely populated capital city is located in a seismically active area on the boundary of several geological faults. Whilst no significant earthquake disaster has affected Mongolia in recent years, greater levels of seismic activity over the past decade have highlighted the potential of a high magnitude earthquake occurring in a location where large numbers of people and assets may be at risk[2]. This emphasizes the need for urban planning efforts which effectively integrate seismic hazard risk for both land use and building codes.



Another key hazard affecting Mongolia is dzud, a complex meteorological phenomenon whereby a dry summer is followed by a harsh winter with extremely low temperatures and high winds. As livestock herding and animal husbandry are key livelihood activities, the impacts of dzud can be directly linked to economic and food security issues. The occurrence of a dry summer means that large numbers of livestock are unable to graze sufficiently, become underweight and are less able to withstand the subsequent harsh winter period. In the winter of 2009–2010, severe dzud led to the deaths of around 8.5 million livestock, equivalent to 20–25 per cent of the national livestock herd[3].Monetary damages as a result of the 2009–2010 dzud were placed at over US$287 million, emphasizing the economic impact of this hazard[4].

Over the past four decades, there has been a recorded increase in the frequency and severity of dzud[5]. This has contributed to a large migration of nomad populations from primarily rural locations to relocate to urban centers such as the capital city, Ulaanbaatar. Currently, approximately half of the country's 2.88 million inhabitants reside in Ulaanbaatar[6]. Many new migrants have settled in unplanned, informal 'ger' settlements on the periphery of the city. These settlements continue to grow as new migrants relocate to Ulaanbaatar, underlining the changing risk profile of communities across Mongolia. It is therefore important that subsequent development and planning processes are undertaken in a risk sensitive manner and consider the shifting patterns of exposure and vulnerability of communities in both rural and urban locations in Mongolia.

2 ADRC (2013) Mongolia - The Project for Strengthening the Capacity of Seismic Disaster Risk Management in Ulaanbaatar City Final Report.Volume 3 & 4.

3 Center for Excellence in Disaster Management and Humanitarian Assistance (2014).Mongolia – Disaster Management Handbook. Available at: https://www.cfe-dmha.org/LinkClick.aspx?fileticket=IfmQYX-paL4%3D&portalid=0

4 Campbell, R., Knowles, T., 2011.The economic impacts of losing livestock in a disaster, a report for the World Society for the Protection of Animals (WSPA), prepared by Economists at Large, Melbourne, Australia. Available at: http://www.worldanimalprotection.ca/sites/default/files/ca_-_en_files/livestock_disaster_economics.pdf

5 Mayer, B. (2015). Managing "Climate Migration" in Mongolia: The Importance of Development Policies. In Climate Change in the Asia-Pacific Region (pp. 191-204). Available at: http://www.benoitmayer.com/files/ManagingCMinMongolia.pdf
National Statistics Office of Mongolia (2009).Mongolia Statistical Yearbook.

6 Asia Foundation (2013).http://asiafoundation.org/resources/pdfs/MongoliaUBSFactSheet2013.pdf
The World Bank (2014).World Databank – Country Data Mongolia. Available at: http://databank.worldbank.org

Informal 'ger' settlements located at the edge of Ulaanbaatar City

Disaster shocks and stresses in the Mongolian context

In the short term, disaster 'shocks' resulting from hazards such as snow and dust storms, floods, earthquakes, thunderstorms, steppe and forest fires and disease epidemics can lead to immediate losses in terms of lives.The potential for damage and losses to assets and infrastructure across different social (housing, health and education), productive (agriculture, commerce, industry and tourism) and infrastructural (transport, communications and electricity) components should also be taken into consideration. In the Mongolian context,it isimportant to acknowledge the challenges which slow onset and longer term hazard 'stresses' such as dzud, desertification and drought can pose in view of disaster risk. Over time, these types of hazards can be just as significant in contributing to social, environmental and economic losses as more rapid onset hazards.

Longer term stresses also underline the importance of including disaster risk management concerns as part of development planning for adapting to climatic and environmental changes (including changes in the frequency and intensity of hazards) as well more immediate interventions such as the implementation of structural and non-structural hazard mitigation measures and planning for response. This can include approaches which encourage the mainstreaming of risk sensitive practices and planning across different sectors such as agriculture, urban planning, transport, education, health, livelihoods and housing.

Overview ofcontemporary disaster risk management efforts in Mongolia

Over the past two decades there has been a clear commitment to strengthening and improving Mongolia's ability to cope with disasters and hazard risks through enhanced disaster management arrangements. The passing of a law on disaster protection in June 2003 was a significant step as it provided the initiative for the establishment of the National Emergency Management Agency (NEMA) under the Office of the Deputy Prime Minister, now the country's foremost agency for disaster risk management activities[7].

Over the course of the 2005–2015 period, for which the Hyogo Framework for Action (HFA) guided the agenda for disaster risk management efforts at the global level, Mongolia made significant progress in strengthening institutional arrangements, legislation as well as awareness for disaster preparedness. A National Policy on Disaster Prevention and a National Programme on Strengthening Disaster Prevention Capacity were approved by the Mongolian Parliament in March 2011. Notably, a decree issued by order of the Deputy Prime Minister in March 2013 approved the creation of a sub-program on community based disaster risk reduction (CBDRR). This was targeted at increasing the levels of involvement of the general public, government and non-governmental organizations as well as private sector for implementation of provincial, soum and district disaster protection plans as well as strengthening resources and preparedness at the local level in selected target areas.

Furthermore, the final national progress report on the implementation of the HFA in Mongolia acknowledged the need to further develop and strengthen institutions, mechanisms and capacities at all levels, in particular at the community level. This is necessary in order to systematically contribute to building resilience to hazards[8]. This recognized that disaster management activities at the local level - including CBDRR - up until this point had primarily been carried out by UN agencies and international NGOs, and that there was a need to improve the institutional capacity of NEMA at the national level for local level and community based disaster management interventions.

7 UNDP (2013).Strengthening local level capacities for disaster risk reduction, management and coordination.

8 NEMA (2015).Mongolia - National progress report on the implementation of the Hyogo Framework for Action (2013-2015). Available at: http://www.preventionweb.net/files/43510_MNG_NationalHFAprogress_2013-15.pdf

'Resilience'in the Mongolian context

The term 'resilience' is now well established in the vocabulary of disaster management practitioners and across the field of disaster risk reduction, and the broader context of sustainable development. Significantly, during the HFA era and the beginning of the Sendai Framework for Disaster Risk Reduction (SFDRR)period initiated in 2015, the concept of resilience can be seen to have shifted from merely referring to the ability of individuals, communities and systems to be 'resistant' to shocks and stresses brought about by natural hazards towards a view of becoming 'adaptive' to such disturbances. Similarly, the idea of resilience as a concept referring to the ability of individuals, communities and systems to 'bounce back better' or 'bounce forward' has also gained popularity in the context of disaster management[9].

'Resilience' will continue to be emphasized by the DRR community with its importance having been well established within global development dialogues, namely in the SFDRR for which priority number three is: "Investing in Disaster Risk Reduction for Resilience". The global sustainable development community in general has also placed added importance to resilience across many sectors as demonstrated by the Sustainable Development Goals (SDGs), agreed by the United Nations in September 2015. The SDGshighlight development priorities over the next fifteen years, from 2015–2030 which have integrated the resilience concept across many of the seventeen goals. Throughout the goals and sub-indicators, the term 'resilience' or 'resilient' is referred toten times across seven goals.

ADPC has highlighted the importance of establishing a common understanding of resilience, particularly in terms of its operationalization across the different programs and projects in which it is engaged. In line with contemporary understandings of the concept cited above, the Center promotes a vision of resilience focused on 'becoming adaptive', that is, resilience should not just be about surviving or withstanding disasters but that it should also entail efforts to improve the position and wellbeing of those at risk from the negative impacts of disasters[10].

Increasingly, resilience approaches have marked a shift from reactive disaster responses to actions focused on disaster risk management (i.e. tackling the underlying causes of risk). In the case of Mongolia, the establishment of the National Emergency Management Authority (NEMA) in 2004 was illustrative of such changes, as it saw the merger of institutions responsible for actions inherently related to emergency response (Civil Defense, the State Reserve, and the State Fire Fighting Department) in order to create a dedicated agency for disaster management.

9 Overseas Development Institute (2012). Resilience: A Risk Management Approach. Available at: http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/7552.pdf

10 ADPC (forthcoming).Resilience after Sendai - Conceptual and operational reflection from ADPC. Discussion paper.

'Community' in the Mongolian context

The impacts of disasters are most immediately and intensely felt at the local level - this places communities at the frontline of attempts to prepare for, respond to, and mitigate the effects of disasters. Therefore, it is important that resilience building which targets the underlying drivers of disasters is engaged at the local level and with communities. Broadly, community can be understood as a group defined geographically (e.g. a cluster of households, a village or neighborhood within a town) or by shared experience (e.g. interest groups, ethnic groups, age groupings or professional groups). Communities may also be defined by sector, such as those engaged in particular agricultural or business activities.

Specifically in view of disaster management, a community can comprise a grouping of people who are collectively impacted by hazards. This may represent a group which share common factors such as living in the same environment and are therefore are exposed to the same hazard risks, though levels of exposure may differ. Equally, in this sense, a community can be understood as those who work collectively towards the reduction of vulnerabilities and assist in mitigating against hazards.

In Mongolia, the nature of the prevalent hazards affecting the country means that there is a particular need to protect not only human lives and assets but also livelihoods. Furthermore, the understanding of community in Mongolia can be considered to be fairly unique as, despite increased numbers of people settling in urban centers,a third of the population continueto lead traditional lifestyles as nomadic or semi-nomadic herders[11]. On one hand, there is a need to engage with communities in urban contexts as well as those who maintain these traditional lifestyles in more rural locations - the risks which these communities face are likely to be different in both scale and magnitude.

The vast geographical scale of Mongolia should also be taken into consideration. The country's population of approximately 3 million people occupies a land area of about 1.6 million square kilometers,making Mongolia the world's most sparsely populated country.Disaster management agencies face several logistical challenges including communicating and collaborating with isolated groupsor communities over such a large geographical area. Such factors underline the importance of identifying context specific approaches and interventions for community resilience building.

11 The World Bank (2014). How Telecommunications Changed the Lives of Herders in Mongolia. Available at: http://www.worldbank.org/en/news/feature/2014/10/20/how-telecommunications-changed-the-lives-of-herders-in-mongolia

Fostering an enabling environment for disaster risk reduction efforts at the local level

Actors and agencies responsible for the implementation of disaster risk management interventions within a community typically need to engage at a number of levels to ensure that interventions are well integrated into planning at higher scales. This is also necessary in order to mobilize the required finances and resources which can be utilized for the benefit of communities at the local level.In the Mongolian context there was recognition of the need to work from the top down in strengthening the National Framework for local level implementation to create a suitable foundation for activities to be implemented at the community level. This was an important step in creating an enabling environment to enhance human and technical capacity, strengthen institutional arrangements, formulate partnerships and ensure that necessary financial resources are in place.

This document considers the steps taken at the initiative of NEMA and other key disaster management actors in Mongolia to help foster a conducive environment at the national level for action at the local level, including CBDRR interventions. Aside from support provided by ADPC and other partners for the development of the national CBDRR framework, this publication also explores ongoing community based pilot activities for which ADPC has provided assistance as well as considering future directions for community resilience building initiatives in the country.

Developing an Enabling Environment for Community Resilience Building in Mongolia

Preliminary steps for local level disaster resilience interventions in Mongolia

Interventions at the local level, particularly those which are engaged with communities, have become well recognized as an essential component of efforts to strengthen resilience to disasters in Asia. Over the past two decades ADPC has been a strong advocate of CBDRR and has highlighted the needto mainstream local level DRR and CCA into development programs. One of ADPC's key program areas is to ensure that "Development gains are protected through inclusion and grounding of DRR and CCA in development"[12].

Platforms such as the Regional Consultative Committee on Disaster Management (RCC), a mechanism for guiding the implementation of DRR activities in Asia for which ADPC acts as the secretariat, have proven effective in this regard. As an RCC member, Mongolia was one of the countries for which ADPC provided support under the 'Mainstreaming DRR into Development (MDRD)' program,launched following RCC 5 hosted in Hanoi, Viet Nam in May 2005.

From 2005–2015 the flagship program identified and recommended ways to include disaster risk reduction (DRR) as part ofnational development planning in specific priority sectors and at sub-national levels. This included a number of interventions focused at the local level which engaged with communities to strengthen their resilience to prevalent hazard risks. Furthermore, in March 2013, Mongolia hosted the 10th RCC in Ulaanbaatar. Although this was a regional platform, the theme of the meeting was pertinent for Mongolia, focusing on "Integrated planning and action for disaster risk reduction, climate change adaptation and sustainable development at the local level".

12 ADPC Strategy 2020 (2011).www.adpc.net/2011/Category/Documents/.../ADPC_Strategy2020.pdf

It was within this context that ADPC, at the initiative of NEMA, was able to provide support for preliminary steps for local level implementation of disaster resilience - including CBDRR. The project,'Strengthening Local Level Capacities for DRR, Management and Coordination in Mongolia',was carried out by ADPC, NEMA and UNDP with funding support from the Department of Foreign Affairs and Trade, Government of Australia (formerly Australian Aid). Under the project, two provincial trainings were organized by ADPC and UNDP in Selenge and Khentiiaimagsin October 2013, focusing on the theme of "CBDRR Framework in Mongolia: Integrating DRR and CCA into Local Development Planning". At these three-day trainings, over 60 government representatives from 40 soums and bags were able to improve their knowledge on CBDRR initiatives.

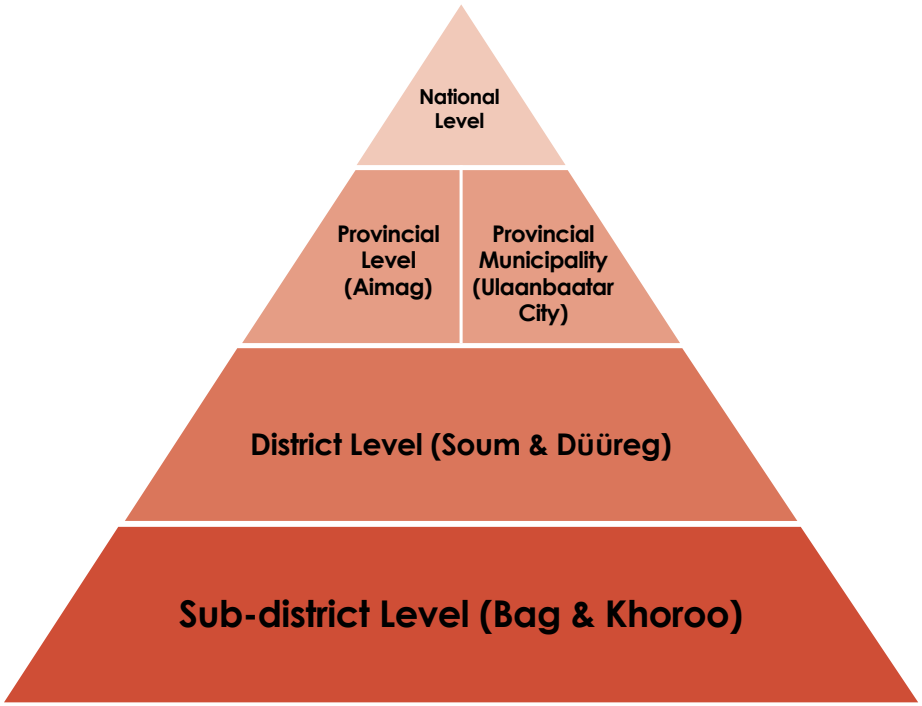
Furthermore, anational workshop was held in Ulaanbaatarin October 2013 which focused on the development planning processes of the national CBDRR framework for Mongolia. This involved stock-taking of recent developments in terms of local level DRR and CCA implementation and its integration in local development planning in the country. Importantly, the workshop allowed feedback and suggestions on local DRR capacities and arrangements from 10 out of 21 aimags to be gathered.Along with the earlier trainings, the workshop proved to be an important step towards the development of the National Framework by engaging with relevant stakeholders and actors to formulate a better understanding of the most pressing needs and concerns in view of CBDRR in Mongolia.

Developing a National Framework - assessment of CBDRR in Mongolia

The development of a National Framework on CBDRR was an important step for Mongolia in establishing an enabling environment for local level implementation of disaster risk reduction. The framework was prepared by NEMA with technical support provided by ADPCand aimed to support the institutionalization of CBDRR in Mongolia by providing comprehensive guidance for the implementation of risk reduction initiatives at the local level.

Significantly, the National CBDRR Framework encompassed a number of key tools including a country assessment of CBDRR, core strategy and implementation strategy for the National CBDRR Framework, expected roles and responsibilities of partners, as well as templates for monitoring and evaluation template and progress reporting.

The first part of the framework entailed a qualitative analysis of CBDRR in Mongolia by way of a country assessment of the five key elements which were acknowledged as essential for a large-scale approach to CBDRR. These elements were: institutional arrangements, human capacity, technical capacity, partnerships and financial resources. The exercise assessed the five areas listed above, at different levels within Mongolia: sub-district level (bag), district level (soum), provincial level (aimag) and national level through a desk review of relevant documents such as HFA country reports as well as conducting first-hand consultations with key stakeholders from relevant institutions in Mongolia.



Key levels considered under the assessment exercise in Mongolia

Stakeholders engaged in the consultation included decision-makers and practitioners of local and community-based disaster risk reduction in Mongolia, from government and non-government organizations. Local level government officials from various aimags-Govisumber, Dornogovi, Sukhbaatar, Dundgovi, Dornod, Khentii, Tuv, Orkhon, Darkhan-Uul, Arkhangai, Selenge, and Bulgan were also consulted during the CBDRR Training Workshops in November 2013. In recognition that the five elements would likely be stronger in communities or districts which have received, or are receiving, assistance for CBDRR implementation, respondent feedback was used to provide an 'overall assessment' for conditions at the national level.

Key Interventions and Achievements

Inputs for CBDRR	Description	Key considerations
 **Institutional Arrangements**	Characteristics of the institutional and legislative system related to DRR/CCA	Political authority, legislation (and implementation), integrated risk management within local development processes, flexible, adaptive, connected and accountable to civil society at all levels, active DMCs, multi-sector relationships
 **Human Capacity**	Awareness, knowledge, skills, and attitudes; leadership among key stakeholders	Leadership, informal networks, community-based organizations capacity to engage in local development processes, advocacy, integrated training
 **Technical Capacity**	Availability of tools and combination of scientific and traditional knowledge; risk assessments; learning transfer	Combination of traditional and scientific/ technical knowledge, cross-sector and national-to-local knowledge and information sharing, understanding of local conditions,utilizing participatory risk assessment results in decision making processes
 **Partnerships**	Availability of multi-stakeholder partnerships and decision making processes, especially between government and civil society	Partnerships for 'resilience', community organization and mobilization, active mechanisms for community participation in decision processes, coordination among key stakeholders, local neutral multi-stakeholder platforms, engaged mass organizations
 **Financial Resources**	Availability and characteristics of financial resources at central and local levels	National budget allocations (integrated or not into development processes), influence of local level on budget allocation, pre- vs. post-disaster funds, low-cost implementation, partnerships with external donors/private sector, community level fund availability, tax incentives

The results of the assessment for CBDRR and local DRR implementation in Mongolia indicated that capacities and arrangements varied markedly across the different levels. The findings also underlined the necessity for interventions at the local level with capacities clearly weakest at bag and soum levels. In comparison, the highest capacities and arrangements were identified at national and aimag level. There were some strengths in terms of human capacity at the soum level, mostly due to regular trainings which had been conducted. However, particular identified areas of weakness included technical capacity as well as financial resources.

The first part of the framework also included a comparison assessment, posing the question: "Without a national CBDRR framework, how far will CBDRR implementation progress with the current programs, projects, and activities?" This was designed to establish the extent to which exisiting arrangements and planned activities would help progress and improve CBDRR interventions in Mongolia assuming no further action was be taken. The comparison assessment was conducted in two stages, utilizing similar research methods to the country assessment exercise: a desk review supported by consultations with key stakeholders in Ulaanbaatar. Respondents were requested to identify current and planned activities and arrangements in Mongolia, which either support or oppose the five elements acknowledged as essential for a large-scale approach to CBDRR.

The country comparison assessment deemed the ***institutional arrangements*** for CBDRR in Mongolia to be poor. It was found that whilst there was a basic enabling environment for CBDRR,including relevantgovernment laws and a DRR/CCA national action plan, the lack of specific institutional and legal arrangements would limit opportunities for a national CBDRR implementation, especially at bag and soum level. However, in order to ensure continuous improvement of the enabling environment of CBDRR in view of institutional arrangements, the National CBDRR Framework was seen as necessary for further improvement and regular monitoring of CBDRR efforts in the country.

The comparison assessment found that overall ***human capacity*** for the implementation of CBDRR was acceptable but that huge deficits existed at soum and bag level where NEMA has limited presence. It was noted that most human capacity building at this time was carried out on a project-by-project basis by NGOs and other development partners in the specific area and that a framework would help establish more sustainable approaches for local level resilience efforts.

In view of ***technical capacity***, scientific risk and warning information was found to be quite limited, with traditional safe practices also lacking. While efforts have been made to establish risk assessment methodologies and to establish effective Early Warning Systems(EWS) at all levels, a lack of funds and human capacity was found to hamper the practical use of these tools and systems. Progress was acknowledged in regard to the development of risk assessment methodologies at the soum and aimag level,whilst a strategic risk assessment was carried out at the national level in 2013. All these activities helped to strengthen the technical capacity at all levels; however, there are still clear gaps, especially at sub-national level, that neededto be addressed as part of the national CBDRR framework.

Regarding ***partnerships***, the assessment found that informal collaborations for CBDRR already existed between several government and non-government agencies. However, these were formed between individual groups and agencies rather than at an institutional level. A positive aspect noted was that of planned activities to train local government officials in conducting CBDRR. It was highlighted that under a national CBDRR framework, additional activities for enhancing partnerships between communities and local governments should be included so as to encourage CBDRR considerations as part of local development decisions.

For ***financial resources***, the comparison assessment found that whilst limited funding for general disaster management activities was available, especially at national level, there were no specific funds allocated for CBDRR.As such, identifying ways to ensure sustainable financing of CBDRR at all levels was highlighted as an issue to be addressed in more detail in the national CBDRR framework. Overall, the comparison assessment revealed that while some important measures have been implemented to improve the enabling environment for CBDRR, there was still a clear need for improvements, especially in regards to financial resources and technical capacities.

The needs identified under both the qualitative analysis and comparison assessment were able to inform the development of part two of the national CBDRR Framework: a core strategy and implementation strategy, expected roles and responsibilities of partners, as well as monitoring and evaluation as presented in the following section.

A National CBDRR framework for Mongolia

Core Strategy for the National CBDRR framework

In order to define a feasible and effective national CBDRR framework, which builds on the analysis of community-based disaster risk reduction in Mongolia, it is necessary to agree on what 'CBDRR' means in the Mongolian context. Different countries have different desires and priorities for CBDRR implementation, and must also make trade-offs in the face of scarce resources, regarding:

- **Geographic Scope:** the balance between large geographic coverage for CBDRR implementation, or consistent quality and implementation processes.
- **Conceptual Scope:** whether CBDRR planning and implementation is a fully distinct process for disaster risk reduction, or whether it should be integrated within wider development strategies.
- **Planning and Implementation Modalities:** the distribution of responsibilities and methodologies for CBDRR planning and implementation among government authorities and development partners.
- **Intensity vs. Sustainability:** the balance between CBDRR implementation as an intensive one-off activity with significant external resources, or a long-term activity with smaller external resources.

In the research exercise, for each of the above, respondents were provided with statements in the form of core strategy options. Respondents were informed that the statements should guide the thought-processes to initially define the national CBDRR framework. The statements were not necessarily mutually exclusive, and were open to edits during the discussions. Through the exercise, the following core strategy statements were defined for the national CBDRR framework in Mongolia:

Geographic Scope
"CBDRR will be implemented in all at-risk communities within the country. Large geographic scope is preferential to consistent quality and implementation processes."

Conceptual Scope
"CBDRR is planned and implemented within the wider development strategies such as sustainable livelihoods, climate change adaptation and environmental management. Multiple government bodies and/or development partners are engaged both in planning and implementation."

Planning and Implementation Modalities
"The National Emergency Management Agency (NEMA) is responsible for the overall monitoring and coordination process of CBDRR in the country. Local level government authorities at aimag and soum level will have the main responsibility for planning and implementation using appropriate CBDRR methodologies. Development partners will support the local level authorities based on needs. All implementing authorities and agencies will report progress and outputs to the soum and aimag authorities as well as NEMA."

Intensity vs. Sustainability
"CBDRR in a community is a long-term activity which contributes to enhancing limited external human, material, and financial resources over a period of several years. The approach strongly emphasizes sustained risk reduction practices and arrangements largely within the internal community resources. The long-term goal is to change the mindset of people to integrate disaster risk reduction activities in their daily lives without the need for continuous external support."

Implementation Strategy for National CBDRR Framework

The country assessment captured the perspectives on the current situation of the five elements, at bag, soum, aimag, and national levels; the comparison assessment captures perspectives on the current and planned activities and arrangements for CBDRR implementation – also assessed against the five elements. The assessment therefore serves as the basis for the implementation strategy, the boundaries of which are established by the core strategy.

The purpose of the implementation strategy is to identify implementation arrangements and opportunities, which would strengthen each of the five elements, essential for a large-scale approach to CBDRR. How will the gaps between the current situation and desired situation be bridged?

In the sections below, for each of the five elements, the comparison assessment is briefly revisited. This is followed by proposed implementation arrangements and opportunities, which seek to improve the current situation. Each proposal refers to the level of implementation, and the proposals are in addition to the current and planned activities and arrangements in the comparison assessment.

Institutional Arrangements

In the comparison assessment, the following interpretation was identified for the "current and planned activities and arrangements": while there is a basic enabling environment for CBDRR – for example, through complementary Government laws and a DRR/CCA national action plan – the present lack of specific institutional and legal arrangements limit opportunities for a national implementation of CBDRR. The current and planned activities address several arrangements, but action – especially at bag and soum level - may remain a challenge.

In order to strengthen the institutional arrangements, the following "implementation arrangements and opportunities" are proposed to improve the current situation:

Institutional Arrangements	***National level***	Ensure that the National Disaster Management Plan is inclusive of the National CBDRR Framework.
		Formulate a system to rank the most disaster resilient or active soums/bags and showcase it to encourage a positive competitive spirit.
		Continue to promote and advocate CBDRR among government departments and ensure that DRR aspects are included in the sector-specific development plans.
	Aimag level	Ensure that the Deputy Prime Minister stresses the importance of CBDRR when addressing the aimag governors every year.
	Aimag & Soum level	Encourage existing focal points/ concerned organizations and agencies to support community disaster risk reduction.
		Support the development of sector-specific disaster preparedness plans (e.g. for schools and hospitals).
		Ensure that CBDRR is included in the Master Development Plan and the yearly action plan.
		Ensure that the Disaster Management Plan is regularly updated and shared with the national government.
		Assign the responsibility for CBDRR to a specific person and/ or organization/agency in each soum.
	Bag level	Assign a focal person for CBDRR that will act as contact person for any CBDRR activity in the respective bag.

Human Capacity

In the comparison assessment, the following interpretation was identified for the "current and planned activities and arrangements":human capacity to implement CBDRR is overall at an acceptable level, however, there are huge deficits at some levels – especially soum and bag level as there is no NEMA presence. While there are several ongoing training programs with regard to disaster management, most of them focus on rescue, response, and recovery.

In order to strengthen the human capacity, the following "implementation arrangements and opportunities" are proposed to improve the current situation:

Human Capacity	***National level***	Promote incentive/recognition schemes for active CBDRR facilitators (local government officials, or development partners).
		Establish and maintain a database of human capacities in the country that is regularly updated.
		Work with the universities to introduce modules on DM/DRR/CCA as electives in existing environmental/resource management/development related degree courses.
		Promote the inclusion of DRR aspects in the school curriculum (primary and secondary schools).
	Aimag level	Organize regular CBDRR trainings for responsible CBDRR focal points at soum and bag level.
	Aimag & Soum level	Support the involvement of civil society in CBDRR.
		Include CBDRR related activities (e.g. training and capacity building) in the mandate of government officials.
	Bag level	Promote long-term behavior change among children and the younger generation through school activities topics including 'safer communities'.
		Support the involvement of volunteers in CBDRR implementation.

Technical Capacity

In the comparison assessment, the following interpretation was identified for the "current and planned activities and arrangements": the capacity to use scientific risk and warning information is quite limited, and traditional safe practices are reportedly non-existent. While efforts have been made to establish risk assessment methodologies and to establish an Early Warning System at all levels, the lack of funds and human capacity hampers the practical use of these tools and systems.

In order to strengthen the technical capacity, the following "implementation arrangements and opportunities" are proposed to improve the current situation:

Technical Capacity	***National level***	Encourage the improvement of a risk assessment methodology that can be used at different levels and in different sectors to assess disaster risk.
		If disaster risk reduction modules are incorporated into higher education curriculum in technical subjects, ensure the topic of CBDRR is included as well.
		Work with the universities to introduce modules on DM/DRR/CCA as electives in existing environmental/resource management/development related degree courses.
		Seek support to integrate a hazard and risk information component into the National GIS database.
	Aimag & Soum level	Support the development of a disaster information system which can be accessed online.
		Encourage the regular implementation of risk assessments. Develop templates for the development of CBDRR projects.

Partnerships

In the Comparison Assessment, the following interpretation was identified for the "current and planned activities and arrangements": in recent years, informal partnerships for CBDRR have developed between several government and non-government agencies; and under the current and planned activities, such partnerships will continue. However, the partnerships are frequently carried out on an individual basis ratherthan at institutional level.

In order to strengthen the Partnerships, the following "implementation arrangements and opportunities" are proposed to improve the current situation:

Partnerships	***National level***	Seek to formalize multi-stakeholder partnerships for (CB)DRR through a Memorandum of Understanding (MoU), with reference to this National CBDRR Framework.
		Increase the recognition of partners at national level – those who practice corporate social responsibility (CSR) etc.
		Support the establishment of a DRR platform for information sharing.
	Aimag level	Distribute advocacy information material to local businesses – identifying clear mutual benefits between the businesses and communities, if businesses provide small funds or in-kind contributions for risk reduction activities.
	Aimag & Soum level	Support the establishment of Disaster Risk Reduction Partnership Councils (this process has been started in some soums under the UNDP project 'Strengthening the disaster mitigation and management systems in Mongolia – Phase II')
	Bag level	Encourage expanded herder-to-herder methods to advocate and share beneficial experiences.

Financial Resources

In the comparison assessment, the following interpretation was identified for the "current and planned activities and arrangements": while there are limited funds available for disaster management especially on national level, so far, no specific funds for CBDRR are available. Some efforts have been seen to establish micro-credit opportunities for herder groups at local level; however, there are no official financial resources dedicated to CBDRR on any level.

In order to strengthen the financial resources, the following "implementation arrangements and opportunities" are proposed to improve the current situation:

Financial Resources	***National level***	Seek to influence future large development projects during the design/appraisal stage, to encourage a project budget allocation for CBDRR implementation.
		Establish a mechanism for pooling of stakeholder/partners budgets into combined activities.
		Increase the recognition of partners at national level – especially those who practice corporate social responsibility etc.
	Aimag level	Ensure that a specific percentage of the overall budget should be allocated to CBDRR as per government decree.
	Aimag & Soum level	Promote low-cost and traditional/local risk reduction practices during CBDRR implementation.

Expected roles and responsibilities of partners

The core strategy establishes the boundaries for the national CBDRR framework, and the implementation strategy identifies the arrangements and opportunities. With this basis, it is necessary to recognize the expected roles and responsibilities of diverse partners to be engaged in CBDRR implementation. These can be categorized in groups: government departments, United Nations agencies, Red Cross and Red Crescent Societies, local and international non-government organizations, donor agencies/lending agencies, and the private sector (and potentially other groups, including research and academic institutions).

The expected roles and responsibilities of partners for CBDRR have been documented through a consultative approach, with respondents from the national level (Ulaanbaatar). In order to remain consistent and to aid comprehension, the roles and responsibilities refer to each of the five elements as appropriate.

a) Government Departments

The government will provide the overall guidance for CBDRR and will support the development and implementation of relevant policies targeting local level DRR implementation and improvement. NEMA will be the key government department engaging in CBDRR and will be supported by other relevant ministries and departments. The overall goal of the government should be to mainstream DRR and CCA in all relevant sectors and on all levels to reach towards sustainable overall development.

b) United Nations Agencies

The United Nations (UN) Agencies are expected to support the government departments on CBDRR to build human capacity, strengthen institutional arrangements and technical capacity, whilst engaging in national-level partnerships.

c) Red Cross/ Red Crescent Societies

In the selected communities, the Mongolian Red Cross Society is expected to be the key stakeholder in building human capacities for CBDRR implementation, strengthening partnerships, and supporting institutional arrangements at all levels (especially bag, soum, and aimag level). At the national level, provide monitoring reports and advice to NEMA for CBDRR improvement.

d) Local and International Non-Government Organizations

In the selected communities, local and international NGOs are expected to build human capacities for CBDRR implementation, strengthen partnerships and support institutional arrangements at all levels (bag, soum, aimag and national level), identify innovations for technical capacity, and to provide financial resources to selected communities for CBDRR.

e) Donor Agencies/ Lending Authorities

Donor agencies and lending agencies will, if appropriate, engage in national-level partnerships for CBDRR, and will seek to contribute financial resources for CBDRR implementation.

f) Private Sector

The private sector is expected to engage in CBDRR implementation as per existing or future institutional arrangements. They are expected to engage in partnerships and provide financial or in-kind resources, at national, aimag, soum, and bag levels.

Monitoring and Evaluation

A practical and low-maintenance monitoring and evaluation system will help ensure efficient and effective CBDRR implementation, within the scope of the National Framework. Therefore, the following sections establish the monitoring and reporting procedures for CBDRR, in alignment with the core strategy, implementation strategy, and expected roles and responsibilities of partners.

Focal Agency

The National Emergency Management Agency has an oversight responsibility for CBDRR across the country. Therefore, CBDRR implementing agencies will report progress and outputs to NEMA, and respective government authorities. NEMA will regularly collate and analyze reports, with an appointed National CBDRR Focal Point within NEMA. The focal point/unit will prepare a short annual report and circulate among CBDRR partners.

The purposes of a monitoring mechanism are to:

- Improve coordination: identify gaps, avoid duplication, and mobilize resources for CBDRR implementation.
- Enable effective monitoring of national-wide CBDRR, in line with Mongolia's national and international commitments
- Enable endorsement of aimag/soum disaster protection plans
- Track and maintain trained human resources and material resources for CBDRR

Reporting Mechanism and Schedule

As the implementing agencies, development partners and CBDRR-trained disaster protection, prevention and control inspectors (DRR focal points) will submit one-yearly progress reports to NEMA. The completed template should be sent (via email or fax) to NEMA, together with relevant attachments such as community risk assessments or community DRR plans.

Monitoring and Evaluation: Parameters and Template

A routine reporting template for development partners and CBDRR-trained disaster protection, prevention and control inspectors (DRR focal points) can consider the following questions:

A. Were CBDRR activities implemented during the reporting period?
B. If so, in which communities, and what CBDRR activities?
C. In the next reporting period, will there be new target communities?
D. Were CBDRR partnerships formed with other organizations?
E. Were community risk assessments and plans discussed at local government level?
F. Were there requests for technical assistance made?
G. Any additional comments?
H. Attachments for endorsement by NEMA?

The questions will allow NEMA to monitor CBDRR implementation across Mongolia, and will provide key information regarding the improvement of the five elements, particularly at soum level. In order to assist the monitoring process, NEMA will create and maintain a spreadsheet, which collates the information from each CBDRR progress report.

Endorsement of Aimag and Soum Disaster Protection Plans

As established in the core strategy, planning, and implementation modalities: "development partners and CBDRR-trained local government officials are the primary CBDRR implementing agencies, and have flexibility to adopt appropriate CBDRR methodologies. Implementation agencies will report progress and outputs to the relevant disaster protection, prevention and control inspectors (either on aimag or when available on soum level), and to NDMC."

While the flexibility to adopt appropriate CBDRR methodologies exists, in order for NEMA to monitor the quality and endorse CBDRR implementation, a reference is necessary for the key output: the "aimag and soum disaster protection plans". Therefore, when development partners and CBDRR-trained disaster protection, prevention and control inspectors (DRR focal points) submit the one-yearly progress reports, the NEMA's National CBDRR focal point will compare the attached plans with a pre-prepared template for disaster response plan. The CBDRR focal point/unit will then take the following action:

i. If the community plan is judged as acceptable, NEMA's National CBDRR focal point will recommend official endorsement by the Head of NEMA. The national CBDRR focal point will then fax or email the endorsed plan to the respective development partner or CBDRR-trained disaster protection, prevention and control inspectors (DRR focal points); or

ii. If the community plan is judged as unacceptable, the National CBDRR focal point will fax or email the revision request and detailed recommendations to the respective development partner or CBDRR-trained disaster protection, prevention and control inspectors (DRR focal points). The national CBDRR focal point will also offer further advice via telephone.

Future Improvement of Monitoring and Evaluation

The above monitoring and evaluation procedures will support NEMA and CBDRR partners to track the progress of CBDRR implementation in Mongolia. It is however initially limited, in that it may not fully capture the quality of CBDRR activities. For example, the extent to which the communities are empowered and more self-sufficient to reduce their risks in the long-term, is not measured in the proposed monitoring and evaluation procedures.

However, international experience indicates it is preferable to first have a functioning, but perhaps basic, monitoring and evaluation system, than an elaborate system which is difficult to establish. When the proposed monitoring and evaluation procedures are operational and have become routine for reporting personnel/agencies and NEMA, the parameters can be extended and enhanced to capture important issues of quality.

Ongoing Efforts for Community Resilience Building in Mongolia

Capitalizing on suitable conditions for action at the community level

ADPC was able to take advantage of the foundations established at the national level through the development of the CBDRR framework by supporting the implementation of pilot activities at the community level itself. Notably, the project, 'Strengthening and Integration of Community-Based Disaster Risk Management into Local Development Planning through Pilot Initiatives in Mongolia', was initiated in January 2014 with assistance from the Mongolian Red Cross Society (MRCS) and funding support provided by the JTI foundation.

The ongoing project seeks to build capacities of hazard-prone communities in Mongolia to enable them to reduce disaster risks in their localities by designing and implementing community based disaster risk management (CBDRM) activities. Scheduled to run until June 2016, it also aims to utilize CBDRM outputs such as risk assessments and disaster management plans in a way which allows them to be integrated into the local development planning process. This aims to build technical capacities of local government officials for them to be able to integrate CBDRM outputs into annual and five year development plans. The seven target communities under the project are in Ulaanbaatar City in Bayangol district (12th Khoroo, 4th Khoroo, and 16th Khoroo), Arvaikheer Soum (3rd bag and 5th bag) in Övörkhangai Aimag, Bayangol Soum in Ovorkhangai Aimag as well as Erdenesant Soum and 5th District Zuunmod Soum in Tuv Aimag.

The initial stages of the project aimed to identify the most vulnerable communities in target locations in consultation with disaster management offices and other national and local partners. A vulnerability and capacity assessment (VCA) based on participatory methods and taking into account a wide representation of stakeholders at various levels and sectors was undertaken, led by the MRCS in Ulaanbaatar and provincial branches. The VCA aimed to clarify impacts of disasters on communities whilst assessing the resources and capacity required to overcome these challenges. The VCAs consulted with officials at aimag, soum and khoroo levels,health and agricultural departments of Governors' offices, weather forecast authorities, police departments as well as staff of the central and local branches of the MRCS and local residents. After undertaking these community-based risk assessments, action plans were developed based on the results.

Key Interventions and Achievements

- Defining the CBDRM agenda in the national and sub-national context that addresses country-specific needs while remaining sensitive to governance and administrative systems and structures
- Devising tools and techniques for gathering and generating disaster-related information at the community-level in order for the local communities to develop disaster preparedness, contingency and mitigation plans
- Creating linkages between community-level DRM outputs and local development planning processes so that local government authorities are able to integrate CBDRM outputs as part of their annual and five-year development plans
- Developing tools and templates for the local government officials in order to effectively integrate CBDRM outputs
- Organizing training workshops both for the community and government officials on CBDRM and local development planning processes
- Ensuring that CBDRM outputs are practically integrated in the annual development plan of a local government unit in each country

Structural measures included the construction of bridges in flood prone locations such the one shown above in Erdenesant Soum

Interventions carried out over the course of the first year of the project included a range of structural and non-structural measures which will be extended to more locations over the duration of the project. Examples of structural measures have included the installation of disaster prevention and preparedness information boards in buildings in risk prone locations, renovation of flood embankments and construction of small bridges across embankments in flood risk locations and provision of fire extinguishers for households in target locations to help prevent fire incidents. Small bridges improved accessibility in rural areas, helping to prevent cases where remote communities were cut off from one another during times of flooding. Meanwhile water distribution kiosks provided centralized, reliable points where communities could collect safe drinking water all year round.

Community water distribution kiosk constructed in ArvaikheerSoum

Non-structural measures included helping to establish first aid and firefighting teams and developing and distributing IEC materials related to disaster preparedness. ADPC also supported the organization of two capacity building training workshops on "Mainstreaming CBDRR into Local Development Planning". These trainings were carried out in two communities: Bayangol District, Ulaanbaatar and Erdenesant Soum, Töv Province. Participants were made up of government officials (including governors), community members and home owner association representatives (in Bayangol). In Töv Province the workshop included participation from local herder groups, recognizing the need to ensure representation from all facets of the community.

Capacity building training workshops carried out in Bayangol District, Ulaanbaatar and ErdenesantSoum, Töv Province

Capacity building of government officials on risk identification and risk reduction

In line with developing a strong foundation at the national level for supporting community resilience strengthening, building the capacities of relevant government officials on general risk identification and risk reduction issues relevant to the country context was prioritized by the Government of Mongolia. NEMA, with technical inputs from ADPC and financial support from The World Bank was able to develop a comprehensive training package including PowerPoint presentations, training materials, an instructor manual as well as four multi-lingual thematic training handbooks on Disaster Risk Management, Disaster Risk Assessment and Analysis, Mainstreaming Disaster Risk Reduction and Social Disaster Resilience produced in Mongolian and English.

Training package materials designed to help enhance the capacity of NEMA officials on key disaster management topics

These were identified as key issues on which to improve the knowledge of relevant officials and practitioners, with important disaster management concepts covered and explained with reference to the Mongolian context. Improving the knowledge of NEMA officials with up-to-date and contemporary material and information supported the agency in fulfilling its mandate as the country's foremost disaster management organization at community, sub-district (bag & khoroo), district (soum & düüreg), provincial (aimag) and national levels.

A series of trainings from January to May 2015 allowed the learning materials to be tested, reviewed and improved. This culminated in a Training of Trainers Workshop in May 2015 where over 40 senior NEMA officers were trained to create a pool of competent facilitators for future courses on risk identification and risk reduction, thereby contributing to the sustainability of the capacity building.

Instructor training hosted in Ulaanbaatar attended by selected NEMA officials

Ongoing work to strengthen disaster management capacities and partnerships in Mongolia

ADPC has continued to support efforts in Mongolia to strengthen components required for effective CBDRR and disaster management as highlighted in the National Framework for CBDRR (institutional arrangements, human and technical capacities as well as partnerships and financial resources). From October 2014 onwards, ADPC (on behalf on UNISDR) was able to support the Government of Mongolia - specifically the Disaster Research Institute (DRI) and Policy Planning Division under NEMA - in establishing a DesInventar disaster loss database.

The system aimed to establish a standard format for collecting historical data related to disasters in Mongolia in line with the established UNISDR methodology. Training on data input and analysis using the system was conducted for NEMA and relevant national line ministries and departments, helping to enhance both technical and institutional capacities related to disaster management. Outputs from the Desinventar system, which was operationalized in October 2015, are intended to inform the Mongolia Assessment Report on Disaster Risk Reduction 2016 (MGLAR-2016) in line with the United Nation's Global Risk Assessment Report. Significantly, the Desinventar system facilitates the collection and collation of data which can be used for disaster management decision making at a range of scales, including at the community level.

ADPC plans to work together with NEMA to further enhance the institution's information management capacity by establishing a national DRR information portal. This would serve as a one-stop access point for all DRR related information and knowledge in Mongolia. It is intended that information ranging from legislative frameworks on DRR, risk assessment data and general resources on DRR could be hosted on the portal with a user-friendly interface for ease of access. By providing a valuable online resource for different relevant stakeholders in the country, the initiative can help to further strengthen institutional and technical components as well as helping to develop more effective partnerships and collaborative approaches for disaster management in Mongolia.

Linking the resilience approach advocated by the SFDRR to the Mongolian context

The SFDRR, a key reference point for the post-2015 agenda for disaster management, promotes the concept of resilience as something which can be built, strengthened and developed. Mongolia was among the first countries to translate the Sendai Framework into the national language, demonstrating a commitment to the framework's vision and objectives. Following the progress made under the Hyogo Framework for Action in improving arrangements and procedures for disaster management, the SFDRR advocates the need to directly address the underlying causes of disasters, specifically the exposure of vulnerable people, assets and infrastructure to prevalent hazard risks. Action at the local level which engages with communities is emphasized as a crucial consideration for contemporary disaster risk management efforts, with the SFDRR stating the need to "assign…clear roles and tasks to community representatives within disaster risk management institutions and processes" alongside efforts carried out at regional, sub-national and national levels[13].

ADPC's activities in Mongolia, supporting NEMA and other key organizations responsible for disaster management, can therefore be seen to align with a number of key concerns highlighted under the SFDRR. The National Framework on CBDRR has provided a basis for initiatives at the community level which facilitate the operationalization of resilience, including through the pilot programs implemented with support from ADPC. The SFDRR also highlights that strengthening resilience should be a multi-scalar, multi-stakeholder 'all of society' endeavor. The attempts to integrate disaster risk reduction efforts and institutionalize risk sensitive approaches as part of the national and sectoral development agenda of Mongolia have supported the need to "mainstream and integrate disaster risk reduction within and across all sectors" as highlighted in the SFDRR.

13 United Nations (2015).Sendai Framework for Disaster Risk Reduction 2015 – 2030 Available at: http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

ADPC has noted the need to assist governments to explore local versions of resilience, including identifying applicable terms equivalent to 'resilience' within their local languages. This has been identified by ADPC as a useful step towards assisting relevant government officials to apply the concept of resilience practically, as part of policy and planning processes in appropriate and context specific ways[14]. Mongolia is one such country which does not currentlyrefer to resilience in documents such as the country's National Disaster Management Plan and National Development Plan.Nonetheless, efforts in Mongolia are beginning to incorporate elements of adaptation to build resilience in relation to hazard events which affect the country, including actions implemented at the local level which engage with communities. Mongolia can follow the lead of other countries in the Asian region such as Bangladesh, Bhutan and Nepal by integrating a 'resilience dialogue' as part of relevant disaster management strategies and plans, and in doing so, underline its commitment to holistic disaster risk reduction as advocated by the SFDRR.

14 ADPC (forthcoming). Resilience after Sendai - Conceptual and operational reflection from ADPC. Discussion paper.

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MONGOLIA

DEVELOPING AN ENABLING ENVIRONMENT
FOR LOCAL LEVEL RESILIENCE BUILDING

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