



## **RESOLUTION OF THE GOVERNMENT OF MONGOLIA**

20 July 2015

# 303

Ulaanbaatar City

### **APPROVAL OF A NATIONAL PROGRAMME**

For implementation of the articles 2.1 and 2.2 of the State Policy on Disaster Protection adopted under the Resolution #22 of 2011 of the State Ikh Khural, the Government of Mongolia **RESOLVES** hereby:

1. To approve the National Programme for Community Participatory Disaster Risk Reduction by appendix.

2. To assign U.Khurelsukh, Deputy Prime Minister of Mongolia to approve the Implementation Plan of the National Programme of Community Participatory Disaster Risk Reduction, supervise its implementation and report the progress and review of the programme to the Government within the first quarter of each succeeding year.

3. To assign U.Khurelsukh, Deputy Prime Minister of Mongolia and J.Erdenebat, Minister of Finance to ensure the implementation of the National Programme of Community Participatory Disaster Risk Reduction through integration of the implementation measures formulated in the Programme into the national economic and social development guidelines, reflection of the required costs in the national budget and acquisition of loans and aid from foreign nations, international organisations and donors.

Prime Minister of Mongolia  
Deputy Prime Minister of Mongolia

CH.SAIHANBILIG  
U.KHURELSUKH

THE NATIONAL PROGRAMME  
OF COMMUNITY PARTICIPATORY DISASTER RISK REDUCTION

One. General Background

1.1. The current situation and disaster management trends in Mongolia

Over 30 types of natural hazards commonly occur all over the world. In Mongolia, 10 types of natural hazards are common, such as droughts, dzud, dust and snow storms, whirlwinds, desertification, thunderstorms, heavy rains, floods, and human and animal infectious diseases with internationally required quarantine regimes. Man-made and technological hazards, such as forest and steppe fires, aircraft crashes, ice break of rivers and lakes, mine explosions and underground collapses, chemical hazards and toxic substances, building fires, and major traffic accidents occur in Mongolia. These hazards cause immense damage to human life, health, properties, environment, society and the economy.

Within the period of 2005-2013, the annual numbers of natural hazard events reached 3200 and human induced incidents reached 171 across 601 soums and districts (an overlapped count), causing loss of more than 200 human lives and damage of 95.6 billion tugriqs (MNT) to the environment and economy. This is an increase of 10 times compared to the previous 8-year period.

1.2. Climate change and its impact

Within the period of 1940-2013, the average annual air temperature of Mongolia increased by 2.07<sup>0</sup>Celsius (<sup>0</sup>C) which is 3 times the global average. The number of warm days has increased by 16-25 days since 1961, the annual total precipitation level decreased by 9.4 percent, the amount of heavy rains in summer significantly increased while drizzling rains decreased. The permafrost layer has deteriorated, and a number of rivers, brooks, springs, oases, lakes and ponds have dried out. The diversity in the pasture grasses has decreased by 2-3 times and 78.2 percent of the grassland has been affected by moderate and high level of desertification. In addition, the crop growth rate has reduced by 20-30 percent over the entire territories,

The numbers, types and frequencies of natural and climatic hazards, including droughts, dzud, thunderstorms, heavy rains, dust and snow storms, hails and flash floods have increased during the last 20 years, doubling social and economic damages compared to the previous years. The annual mean air temperature is predicted to increase by a further 2.1-3.0<sup>0</sup>C in Mongolia by the year 2050. Therefore, it is anticipated that damages to human lives and health, animal and livestock loss, damages to properties and the environment are likely to increase in the future.

1.3. Community participation in disaster risk reduction activities

The concept of community participatory disaster risk reduction has spread widely all over the world. Its implementation has been effective in countries that are densely populated, and highly vulnerable to climate change and natural disasters in Asia, especially East Asian countries. Where applied, local community members mutually assist in disaster risk reduction, obtain awareness and knowledge of the local hazard situation and potential disasters. They minimize loss by developing relevant skills and implementing activities that increase resilience to climate change related and other disasters.

The concept of community based disaster management was introduced with assistance of international organizations to Mongolia in 2001. However, there has been insufficient government policy, legal framework, budgetary, and financial regulations for it to be broadly adopted.

#### 1.4. Legal Rationale for the Programme Development

The Declaration of the Hyogo Framework of Action (HFA) ‘Building the Resilience of Nations and Communities to Disasters 2005-2015’ adopted at the second World Conference on Disaster Reduction held in Hyogo, Japan, in 2005 states: “widely involve local communities in disaster risk assessments, emergency preparedness planning and implementation, early warning, trainings on disaster risk reduction and information and communication activities.”

The Sendai Framework for Disaster Risk Reduction 2015–2030 (SFDRR) was adopted at the third World Conference, held in Sendai, Japan, in 2015. The framework identifies four priority actions. These actions include the following activities; understanding disaster risks and building knowledge, investing in disaster risk reduction for resilience, strengthening disaster risk governance to manage disaster risk, increasing community participation in disaster risk reduction, and reducing climate change related disaster risks.

Moreover, the following Mongolian legislations include that:

Provision 2 of Article 16 of the Constitution of Mongolia states: “Citizens have the right to live in safe and healthy environment and to be protected from pollution of the environment and loss of environmental balance”

Provision 3.4.3.1 of the National Security Concept of Mongolia, adopted under Resolution #48 of the State Great Khural (Parliament of Mongolia) of 2010 states: “Provision of safe living and working environment, and reduction of disaster risks are a significant basis to ensure human rights”. Also, provision 3.5.5.2 of this document provides for: “...strengthen disaster management system, take measures on reducing vulnerability at the national level, ensure participation of central and local government organizations, professional agencies, business entities and communities and create good working condition for them and enhance their capacity and capability”.

Provision 2.1 of the State Policy on Disaster Protection, adopted under Resolution #22 of the State Great Khural of 2011 states: “...enhance the disaster management system and improve participation of central and local governmental organizations, professional agencies, business entities and communities”.

Provision 2.2.5 of the National Programme on Climate Change, adopted under Resolution #2 of the State Great Khural of 2011 states: “provide climate change information to the people, and support community participation for activities to combat climate change”.

Chapter 4 of the Government Action Plan of 2012-2016 provides to: “increase the roles, responsibility and participation of communities in disaster risk reduction to enhance safety of the citizens”.

In addition to above mentioned legislation and policy documents, other relevant laws of Mongolia and international covenants ratified by Mongolia will serve as legal rationale for this national programme of community participatory disaster risk reduction.

## Two. Programme Goal, Objectives, Scope and Principles of Implementation

### 2.1. Goal

Reduce disaster risks through involvement of communities and individuals in activities of disaster prevention, enhancement of their knowledge and skills due to training and education, promotion and communication, in the creation of safe living culture and strengthening resilience to climate change.

### 2.2. Objectives

The following objectives will contribute to the achievement of the programme goal:

- 2.2.1. built legal environment and system for community participatory disaster risk reduction
- 2.2.2. organise community training and education, and promotion and communication in disaster risk reduction at all levels
- 2.2.3. Plan and implement disaster risk reduction with community participation;
- 2.2.4. Enhance emergency warning system for climatic and hydro-meteorological hazard prevention information
- 2.2.5. Promote community participation, activity and initiative in disaster risk reduction caused by climate change
- 2.2.6. Strengthen community resilience through climate change adaptation

### 2.3. Scope of the programme

Governmental administrative and local administrative institutions of all levels, non-governmental organisations, legal entities, disaster protection services, local disaster protection professional groups disaster management volunteers, cooperatives, herder groups and citizens will be involved in the programme implementation.

### 2.4. Principles of the Programme implementation

The following principles will be adhered to the implementation of the programme:

- 2.4.1. integrate disaster risk reduction with social and economic sustainable development policy and strategy for the provision of safe and healthy living and working environment;

- 2.4.2. utilise achievements of technologies, equipment and best practices that are suitable with the local social and economic capacities, climatic and geographic conditions to reduce disaster risks;
- 2.4.3. base on partnership and cooperation of governmental institutions, private and business entities, and the community;
- 2.4.4. ensure transparency and openness;
- 2.4.5. the form and content of the training and education, and promotion and communication shall be consistent, effective and directed to the target groups;
- 2.4.6. combine climate change adaptation with Mongolian traditions and customs.

### Three. Activities for implementation of the programme objectives

The following activities will be implemented for the programme objectives:

- 3.1. For the objective to build legal environment and system for community participatory disaster risk reduction, the following activities will be implemented:
  - 3.1.1. make amendments to relevant laws and regulations to create legal environment for community participatory disaster risk reduction;
  - 3.1.2. create community based disaster risk assessment system;
  - 3.1.3. create conditions for community participation in disaster risk reduction planning;
  - 3.1.4. integrate and implement actions for climate change related disaster risk reduction into the legal Acts on disaster protection.
- 3.2. For the objective to organise community training and education, and promotion and communication in disaster risk reduction consistently at all levels, the following activities will be implemented:
  - 3.2.1. create conditions for involvement of citizens in disaster risk reduction training and education, and promotion and communication, and develop and implement the plan for training and education, and promotion and communication;
  - 3.2.2. provide professional and methodological support to business entities, enterprises, and individuals to unite voluntarily for establishing groups and cooperatives and then to organise training and education, and promotion and communication in disaster risk reduction;
  - 3.2.3. build community knowledge and awareness on disaster risk reduction, and organise training and education, and promotion and communication activities focused on reducing dangerous behavior of citizens, particularly people with disabilities, children, elderly people, and low income people by appropriate methods which suit their specific needs and requirements.
  - 3.2.4. develop and disseminate books, guidelines, instructions, brochures, short video films, communication materials and handouts on disaster risk reduction for people with disabilities, elderly people, children, volunteers and youth based on community participation;
  - 3.2.5. enhance partnership and cooperation with national and international organisations at all levels in community participatory disaster risk reduction, and share experience with foreign countries;

3.2.6. organise public events and campaigns on disaster risk reduction, and promote the initiatives, achievements, and good practices of organizations and citizens that carry out disaster risk reduction activities;

3.2.7. celebrate the International Day for Disaster Risk Reduction on 13th of October every year with community participation at the national level;

3.2.8. organise an annual drill-exercise on disaster early warning at national level on Thursday of the 4th week of every March;

3.2.9. disseminate information and promotion on disaster prevention and disaster risk reduction by public media and press at regular intervals;

3.2.10. include a subject on disaster risk reduction and safe living skills in the curricula of pre-school, and primary and secondary school, and conduct the training by suitable methods for the age of the children;

3.2.11. take actions of revival and dissemination of traditional methods for disaster protection with community participation;

3.2.12. organise events, competitions and contests with a focus theme among the communities annually to raise awareness on disaster prevention and risk reduction.

3.3. For the objective to plan and implement disaster risk reduction activities with community participation, the following activities will be implemented:

3.3.1. teach a methodology for disaster risk and vulnerability assessment to communities, and conduct local disaster risk assessments with community participation;

3.3.2. integrate disaster risk reduction based on the disaster risk assessments into local development programmes, plans and local disaster protection plans, and organise their implementation;

3.3.3. support establishment of joint disaster risk reduction funds for entities, organisations, cooperatives, herder groups, and other disaster protection voluntary citizens' groups;

3.3.4. organise open discussions on disaster risk reduction, safe living skills and behaviour and conduct surveys and questionnaires among the communities, and use the comments and recommendations received in disaster risk reduction activities;

3.3.5. develop disaster risk assessment methodologies with the support of academic institutions working in the disaster management field, and perform scientifically disaster management studies and researches by using advanced technology and equipment;

3.3.6. develop and implement methodologies of monitoring and evaluation for the implementation plan of disaster risk reduction with community participation;

3.3.7. mainstream community participatory disaster risk reduction plan into the local disaster protection plans.

3.4. For the objective to enhance emergency warning system for climatic and hydro-meteorological hazard prevention information, the following activities will be implemented:

3.4.1. strengthen capacity of remote sensing and early detection of climatic and hydro-meteorological disaster hazards and risks;

3.4.2. study land use and pasture conditions by using remote sensing technology and disseminate the findings to the relevant governmental and administrative institutions, citizens and herders.

3.5. For the objective to promote community participation, activity and initiative in disaster risk reduction caused by climate change, the following activities will be implemented:

3.5.1. Support community based activities of protection of green zones, forestation, re-forestation and expansion of green areas, and protection of water sources;

3.5.2. Organise training and education, and promotion and communication on usage of information about natural phenomenon and how to rescue yourself and others in case of emergencies for local communities.

3.6. For the objective to strengthen community resilience through climate change adaptation, the following activities will be implemented:

3.6.1. in timely manner, strengthen activities of disaster preparedness, search and rescue, response with local citizens' participation;

3.6.2. provide community participation in the increase of the dams, dikes and engineering infrastructure for urban flood protection;

3.6.3. strengthen resilience of agricultural sector, especially livestock and crop production entities and individuals to climate change through the improvement of their farming techniques and technologies;

3.6.4. increase the possibilities of delivering weather forecasts and warnings to citizens and communities timely and free of charge via communication devices;

3.6.5. establish a surveillance system of forest and steppe fires, and organize to create a firebreak system for fire prevention and protection with forest groups and citizens;

3.6.6. develop a monitoring network for the outbreak of new and re-emerging diseases and their epidemiology due to impacts of global warming;

3.6.7. develop a monitoring network for rodents and harmful insects;

3.6.8. conduct environmental impact assessment of climate change with community participation;

3.6.9. develop books, brochures, instructions, and recommendations on protection of disasters related with global warming and climate change, and organise trainings and promotion activities.

#### Four. Programme management and organization

##### 4.1. Programme management and organisation

A member of the Government in charge of emergency management and a governmental administrative institution in charge of emergency management will be responsible for the programme management and organization at the national level.

Governors of all levels, heads of local emergency management units, disaster protection services, and local disaster protection professional groups will be responsible for the programme implementation and development of reports at the local level.

The governmental administrative institution in charge of emergency management will implement some of the activities for reduction of disaster risks associated with climate change in collaboration with the National Committee on Climate, and the central governmental administrative institution in charge of climate change.

#### 4.2. Stakeholders of the programme implementation and their duties

##### 4.2.1. Citizens will participate in disaster risk reduction with the following duties:

4.2.1.1. learn to assess potential risks and vulnerability of their inhabited places and homes, and ensure preparedness;

4.2.1.2. obtain the primary knowledge and skills of protecting, rescuing yourself and others from potential hazards, and providing the first aid;

4.2.1.3. create safe and healthy living conditions individually and by joining and participating in groups and cooperatives;

4.2.1.4. participate in disaster risk reduction actively and initiatively;

4.2.1.5. protect and rehabilitate the environment and use natural resources rationally;

4.2.1.6. strengthen lifestyle, behaviour, and culture for running livestock husbandry and crop production that are resilient to dzud and drought;

4.2.1.7. strengthen resilience to natural phenomenon caused by climate change, and ensure preparedness;

4.2.1.8. pass down the knowledge, experience, traditions and customs of climate change adaptation to the future generation.

##### 4.2.2. Entities and organisations will participate in disaster risk reduction with the following duties:

4.2.2.1. conduct the disaster risk assessment of the entity or organisation, and develop and implement disaster risk reduction and preparedness plan;

4.2.2.2. regularly organise disaster prevention trainings and exercises among the employees;

4.2.2.3. plan expenditure required for disaster risk reduction and make the necessary spending;

4.2.2.4. fulfill its duties and responsibilities required by legislation Acts on disaster protection and climate change, and the decisions of relevant authorities.

##### 4.2.3. Civil society and non-governmental organisations will participate in disaster risk reduction with the following duties:

4.2.3.1. cooperate with the other stakeholders in disaster risk reduction and in actions against climate change, provide knowledge and information to citizens, and support them;

4.2.3.2. participate in the programme implementation, provide financial and material support, raise donations, and organise trainings and promotions through implementing projects;

4.2.3.3. introduce and disseminate international and regional best practices to the communities.

##### 4.2.4. Local self-governance institutions will participate in disaster risk reduction with the following duties:

4.2.4.1. allocate necessary budgets and funds for the programme implementation in the respective local administrative territories;

4.2.4.2. support community activity and initiatives, provide conditions for organising training and education, and promotion and communication on disaster risk reduction, and monitor their implementation.

4.2.5. Governmental administrative and local administrative institutions will participate in disaster risk reduction with the following duties:

4.2.5.1. organise and coordinate the programme implementation in the respective sectors and local administrative territories;

4.2.5.2. report the progress of the programme implementation to the upper level institutions within the specified periods.

#### Five. Timeframe of implementation

The Programme will be implemented in the period of 2015-2025.

#### Six. Programme funding

6.1. The activities of the programme implementation are to be funded from the following sources:

6.1.1. national and local budgets;

6.1.2. local development funds;

6.1.3. donations and aid from citizens, entities, enterprises, non-governmental organisations, and international and civil society organisations;

6.1.4. grant aid and loans from international foundations seeking to find solutions to disaster risk reduction and climate change.

6.2. Some financial sources of the programme can be provided through the implementation of programmes and projects by international organizations at international and regional levels

#### Seven. Programme outcomes, monitoring and evaluation

##### 7.1. Programme outcomes

The programme implementation will achieve the following outcomes:

7.1.1. legal environment for community participatory disaster risk reduction will be built;

7.1.2. the number of citizens and entities participating in disaster risk reduction will increase, and their roles and coordination of the activities will be improved;

7.1.3. a system of disaster risk and vulnerability assessment and early warning will be built with community participation and in line with the local climatic and socio-economic situation; development of a system of disaster risk and vulnerability assessment and early warning with community participation mended to the local climatic and socio-economic situation;

7.1.4. regular disaster risk reduction training and education, and promotion and communication with community participation will be established;

7.1.5. the quality of, and access to the disaster risk reduction trainings organised in communities will be improved;

7.1.6. improved conditions for sustainable socio-economic development will be created due to reducing disaster risks;

7.1.7. a safe living environment will be built through activities of climate change adaptation, disaster risk reduction, protection from climatic and hydro-meteorological hazards, and improved partnership and collaboration of citizens, governmental and non-governmental organisations, business entities, enterprises and civil society will improve;

7.1.8. loss and damage to the population, properties, livestock and the environment from disaster risks, natural and climatic hazards caused by climate change will be reduced;

7.1.9 community based disaster management system will develop, and the government burden will be reduced.

## 7.2. Monitoring and evaluation

The programme implementation will be assessed by the outcomes of its strategic objectives and activities.

A member of the Government in charge of emergency management will approve the programme evaluation indicators for each objective and activity of the programme. The governmental administrative institutions in charge of emergency management will perform the monitoring and evaluation of the programme implementation and report the findings to the member of the Government in charge of emergency management.

The member of the Government in charge of emergency management will report the progress evaluation and review of the programme to the Government within the first quarter of the succeeding year.

The general monitoring and evaluation procedures of administrative institution will be adhered to perform the programme monitoring and evaluation.

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