





ABS	Animal Breeding Specialist
AFAOR	Assistant FAO Representative
APRC	FAO Asia-Pacific Regional Conference
ATA	Assistant Technical Adviser
CMC	Crisis Management Centre of FAO
CTA	Chief Technical Adviser
DIC	Director International Cooperation Department
DFAOR	Deputy FAO Representative
DIME	Development Impact Evaluation Initiative
FAO	Food and Agriculture Organization of United Nations
FAO-TA	FAO Technical Assistance
FMD	Foot-and-Mouth Disease
GAFSP	Global Agriculture and Food Security Programme
ILBLSP	Integrated Livestock-based Livelihoods Support Programme
LAMP	

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The assignment of the Chief Technical Adviser (CTA) began on 2<sup>nd</sup> June 2012, and concluded on 1<sup>st</sup> June 2014<sup>2</sup>. The assignment covered the first two years of the four-year Global Agriculture and Food Security Program (GAFSP)-funded “Integrated Livestock-based Livelihood Support Project” (ILBLSP), being implemented in partnership with the Ministry of Industry and Agriculture (MIA) of the Government of Mongolia.

The GAFSP project in Mongolia consisted of two components – the FAO technical assistance component (ILBLSP or “FAO-TA”<sup>3</sup> - US\$ 1.5m), and the World Bank-administered investment component (Livestock and Agricultural Marketing Project – LAMP - US\$ 11m). The title of the investment component was changed from the ILBLSP (the same name as the FAO TA component) to LAMP and this created some confusion in both a bureaucratic sense for MIA, and in presenting the “GAFSP Project” to stakeholders when the investment and technical “components” had different names, and contributed to a sense that they were different “projects”.

GAFSP Mongolia was also subject to an impact evaluation to be conducted by DIME, an arm of the World Bank, the Development Impact Evaluation Initiative.

The CTA assignment was originally intended to cover an initial 6 month period or “design phase” culminating in the Project Implementation Manual (PIM) for the LAMP, followed by 18 months of technical assistance during the field implementation phase of the LAMP.

#### *Changes and Delays in the Livestock and Agricultural Marketing Project*

In the event, LAMP suffered from many uncertainties, changes, and delays. The World Bank Task Team Leader (TTL) who worked with GoM and FAO in developing the Mongolia GAFSP project left Mongolia in mid-2012 and was replaced with a WB staff member not familiar with the country. The Project Appraisal Document was not completed and approved until December 2012; the Grant Agreement was approved only in November 2013; and the LAMP only became effective in February 2014, 20 months after the start of the CTA assignment. At time of writing, LAMP field activities are expected to begin in November 2014, five months after the departure of the CTA.

The target area for the LAMP also suffered changes, and is still not resolved. A list of 5 aimags (provinces) and 15 soums (districts) were listed in the PAD in December 2012, and accepted by World Bank, Government of Mongolia (GoM) and GAFSP Secretariat. In late 2013, the GoM indicated that it wished to change eleven of the fifteen soums. The official letter requesting such change has only recently, about six months later, been sent to the World Bank and GAFSP Secretariat.

The LAMP changed not only in terms of timing, but also content, which held implications for the ILBLSP, and was inconsistent with some of the FAO commitments to GoM in the ILBLSP. An August 2013 Supervision Mission from TCI recommended a restructure of the ILBLSP to take account of LAMP

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<sup>2</sup> Within this period, the CTA was seconded for a month for the formulation of a project in Myanmar, in early 2014

<sup>3</sup> In this document, the ILBLSP will be referred to as either the “FAO-TA” to emphasize the technical assistance focus, or as ILBLSP if the project aspect needs to be emphasized.

changes. To date, it has not been opportune to restructure the ILBLSP since the overall shape of the LAMP is still not clear. A LAMP Project Steering Committee (PSC) meeting has not yet been held, which means the PIM has not yet been approved.

The flagged change in LAMP project target soums in late 2013 represented a particular difficulty for the ILBLSP. Based on the list of soums agreed GoM/WB/GAFSP in the PAD, the project spent considerable time and considerable project funds in early 2013, travelling in two vehicles to all 15 target soums and five aimags and subsequently holding three workshops to bring stakeholders from all these soums and aimags. The purpose of this was to develop implementation guidelines that reflected the real situation in the field and took account of the opinions of project stakeholders at all levels. The project began piloting field activities in one soum, and fortunately this soum was one of the four original soums expected to be retained even after the expected change.

### *Changes in GoM Counterparts and Project Context*

It should be noted that the period of the assignment of the CTA also coincided with a period of political instability that impacted implementation. The CTA assignment began at the time of the national elections in June 2012, which resulted in a change of the governing party. With the heavy politicisation of the civil service, this change created uncertainties in the government structures and positions, as well as positions and structures related to the LAMP. Throughout the period of the CTA assignment, lines of responsibility with the MIA with respect to LAMP were clear on paper to a limited extent but unclear in practice.

At a technical level, both challenges and opportunities arose during the assignment which impacted on implementation.

For example, the rejection by the OIE of the Foot and Mouth Disease Free Zone application, and subsequent outbreaks in the free zone, impacted on the shape of the animal health component which previously was intended to support to such a zone, and the meat export opportunities that came with it.

An opportunity arose when in mid-2013, the GoM decided to develop new laws on animal breeding and animal health and requested FAO technical assistance which ILBLSP provided. This was fortuitous as it gave the ILBLSP the opportunity to develop the national frameworks under which the breeding component of LAMP would operate at an aimag and soum level.

The CTA therefore was in a situation of needing to operate in an uncertain and dynamic project environment, which provided challenges in planning and allocation of resources. For example, the project had to extend contracts for three technical consultants for an additional nine months to cover LAMP delays; delay contracts for international short-term consultants; and had to pay basic infrastructure costs (office rent, cleaning, furniture, communications, local transport, computer for PIU project coordinator, advertisements for staff recruitment) for LAMP PIU functions for extended periods. The LAMP PIU Project Coordinator was appointed in October 2012, but was not paid until March 2014. Several PIU staff (procurement, M&E, communications, Grants Manager, finance) were recruited in July

2013, but were not paid until March 2014, and during this whole period relied on resources supplied by the IBLSP for daily operations, as FAO and the PIU jointly worked on the PIM.

### Key Achievements

Despite these challenges, at the end of the CTA assignment, it can be stated that the IBLSP has provided a solid basis for the implementation of the LAMP, consistent with its mandate as a Technical Assistance component under the GAFSP. The solid basis is largely articulated in the PIM, submitted to PIU in December 2013, but is supported by a large array of technical supporting modalities, guidelines, assessments, training materials, and example investment plans. The IBLSP:

- provided the technical a



processes; management, finance, M&E, procurement, investment systems and processes, grants management; and provision of basic infrastructure (office, communications, local transport)

- successfully trained technical staff on animal health, breeding and nutrition to be recruited under LAMP, and who will form the core technical capacity within LAMP

### Future Technical Assistance for GAFSP in Mongolia

Looking forward, there is a serious question for GAFSP as to whether the architecture of technical assistance is sufficient for successful implementation of the LAMP – to both face the challenges and grasp the opportunities.

There is still a large requirement for technical assistance for LAMP. LAMP is complex in terms of its technical and institutional breadth – including health, breeding, nutrition, forage, horticulture, dairy, and value-adding in fibre, meat and milk – and the extent to which it is developing new systems and process for investment, applied research and extension. This is being applied in a complex pastoral system, over a large geographical area covering several different sub-systems (mountains/steppe, desert steppe). Since LAMP is intended to pilot a demand-driven system, the technical assistance needs to be able to respond to demands as they arise.

The originally planned architecture for technical assistance (ILBLSP) to GAFSP investments (LAMP) in Mongolia will n

### Lessons learnt

In a broad sense, the assignment of the CTA can provide some lessons learned for FAO in terms of providing technical assistance to investments projects administered by financial institutions such as the World Bank

- technical assistance should preferably start at the earliest with mobilisation of a CTA only after the PAD is completed. Only after the PAD is agreed, is it possible to develop the PIM
- depending on the situation, mobilisation could be delayed until the Grant Agreement, (which is based on the PAD) is drafted and agreed between Government and the World Bank
- the process of developing the PIM needs to be more clearly articulated with respect to relative responsibilities of FAO, WB, and GoM
- the processes of acceptance, clearance and approval of documents of a technical nature needs to be more clearly defined in the FAO project document, to avoid confusion and conflicting expectations from government and WB sides
- the introduction and use of FAO Rural Invest can potentially have a major impact not only in the project but in Mongolia in general
- FAO project document risk analysis section should describe risk management if there are changes in the investment component subsequent to the technical assistance agreement being signed
- FAO project document risk analysis section should describe risk management if there are changes in the target area, or if the target area is not defined at the time of design, the possible implications of target area options should be described.
- FAO project document risk analysis section should describe risk management if there are significant changes in the political environment. The dates of elections should be taken into account in determining when a project should begin and a CTA mobilised.

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The CTA worked in close collaboration with MIA<sup>5</sup> through the two years. The main collaborator was Mr. Vanchin Tsogt Ochir, appointed as Project Coordinator of the Project Implementation Unit in October 2012. The CTA liaised with the National Project Director/chair of the Project S

The WB Appraisal Mission for the LAMP was a case in point of confusion. The TTL informed FAO at a very late stage that the mission was being organised, and that a large team of technical and operational experts would join the mission. The TTL also seemed to suggest that the CTA should join the mission, although the CTA did not see this as the role for the CTA: however the request was unclear and only communicated to the CTA on the Friday before the mission. In the event, only one of the experts (a financial consultant) arrived for the Appraisal Mission and the WB TTL provided no explanation of what happened with the larger team of experts.

The mission was poorly managed: on the first day, the TTL gave hard copies of the latest PAD in English to MIA, and MIA requested FAO to check the document and advise MIA on any changes and so on. When the CTA informed MIA of the significant changes, the TTL was visibly upset. Throughout the mission, different MIA departments were confused about their role; the TTL was making decisions without a good understanding of the institutional framework within MIA. There was conflict between WB and MIA concerning the soum selection, with WB insisting that MIA had selected the soums, while MIA insisted that DIME and the WB had selected the soums.

At the end of the mission, the TTL sent the PAD to GAFSP for approval without first receiving government clearance. The GAFSP returned the document to WB, and MIA requested the CTA to check the document, saying that MIA would only clear it once FAO had checked it and made sure the WB made appropriate corrections.

This is but one example of a general theme that ran through the project: what seemed to be a struggle for ownership of the project between the WB on one side, and MIA on the other side. This was further complicated by the weakness in the internal MIA structures, and the additionally by the fact that the Ministry of Econ3()-11(fac)11(t)-112(tha)13(t)-116M faccvTBIETBT1434(W)JTJE21oin theB, 06(o)-y o





The CTA liaised with the PC in terms of planning. Several attempts were made throughout 2013 to develop a joint plan for PIU/FAO but LAMP delays and uncertainties were ongoing and so joint plans were not able to be agreed, or if they were, the LAMP side was unable to implement. For example, the PC informed the ILBSP to be ready to train Service providers in September 2013. As it turned out, it is likely that Service Provider training will take place 12 months later, in September 2014.

The CTA invited the PC to be on the interview panel for the recruitment of three technical consultants in ILBSP in December 2012.

The CTA, at request of PC, provided inputs to the short listing of candidates to the positions of Grants Manager, M&E, finance, procurement, communications in the PIU.

The CTA developed the Terms of Reference for the Service Providers to be recruited under LAMP, and developed the training materials for SP briefing in September 2013. The CTA co-delivered the briefing to SPs, and reviewed the draft Request for Proposal documents.

The CTA liaised with the PC on the replacement of the Assistant Technical Adviser, in discussion with LTO, in May 2013. The CTA discussed with the PC concerning the timing of recruitment of a new ATA throughout the second half of 2013, with the PC preferring a delay until 2014, or at least until the restructure was defined more clearly.

Throughout the assignment, the CTA provided advice to PC on the relative roles of WB, FAO in the GAFSP and how they are best configured.

- joining the interview panel for the PIU positions of capacity building, financial analyst, gender, animal health, animal breeding, and animal nutrition

The changes in the LAMP in November 2012, resulted in the cancellation of the Provincial Coordination Unit (PCU) at the five project target aimags.

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The PSC is not yet officially established, but the CTA included the content and functions which is incorporated in the PIM.

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The CTA produced a first draft of the technical and implementation aspects of the PIM in December 2012 and updated the draft in March 2013.

The PC informed that due to LAMP delays there was the opportunity to spend considerable time to complete the Supporting Modalities and Guidelines before refining the draft PIM.

After submission of the Supporting Modalities and Guidelines to MIA in May 2013, and the recruitment of PIU staff in July, the development of a new revised draft of the PIM began.

Throughout the period August-December 2013, the CTA worked intensively with PIU staff (PC, Grants Manager, M&E, finance, procurement, communications) on further developing the PIM. The PIM was based on

- the PAD of December 2012
- the Grant Agreement of March 2013
- the Supporting Modalities and Guidelines developed by ILBSLP / FAO based on the field trips and workshops

The PIM was therefore a joint effort of PIU and ILBSLP / FAO. The CTA sent the final version to PC of PIU on 5<sup>th</sup> December 2013. The PIU submitted the PIM to WB in March. The WB provided minor comments but did not request significant changes. The CTA responded to the WB comments and returned an updated version to PC in 20<sup>th</sup> March 2014.



- Knowledge Skills and Attitudes survey (national consultant) (short-term)
- Veterinary Laboratory Specialist (international consultant) (short-term)
- Veterinary Laboratory Specialist (national consultant) (short-term)
- Coordination of Preparation of Project Implementation Manual (international consultant) (short-term)
- Vegetable production specialist
- M&E officer
- Aimag coordinator/agrologist
- Aimag administration staff

The CTA recruited

- Assistant Technical Adviser in August 2012 for 12 months contract, which ended in July 2013.
- N

- program of workshops in early and mid-2013
- completion of supporting modalities and guidelines
- completion of PIM
- completion of M&E framework (although detailed monitoring plan can only be done after the PIM is approved)
- completion of Simple Assessment Reports (some of these may need to be repeated or updated with the change in soum target areas)
- briefing of the international animal health consultant
- briefing of short-term national consultants on meat processing and dairy, especially with respect to the use of Rural Invest
- drafting of SP training program materials
- drafting of Rural Invest investment proposals for SP training
- design of large range of PowerPoint presentations on GAFSP, LAMP, FAO and technical topics for use in workshops, trainings and media products

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The CTA with the FAO team developed the value chain strategy and supporting modalities and guidelines and the value-adding aspects of the PIM, including arrangements for

- sub-project proposals for value chain development and linkages
- approach to development of tripartite agreements and Matching and Micro

- printers, photocopiers
- LCD projectors
- office cleaning supplies
- printed items for the FAO APRC meeting
- maps of Mongolia and project areas
- supplies related to the implementation of a Letter of Agreement (LoA)
- fuel for travel, and supplies for vehicle maintenance and function

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The CTA planned and organised three technical meetings for stakeholders from soum, aimag and national level in May 2013 (animal health and breeding) and September (nutrition, horticulture).

Other meetings and workshops will be conducted during the implementation phase of the LAMP.

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The CTA conducted this as per FAO project practice.

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The joint workplan was agreed in May 2014, and is shown in the Annex.

The PIM was

- first drafted December 2013
- updated March 2013
- further developed with PIU staff from August to December 2013
- submitted to PIU in December 2013
- updated based on WB comments in March 2014

The PIM is with WB awaiting further comments.

No other specific activities were assigned by LTU.



MIA staff submitted a request to AFAOR, who forwarded to the CTA, to assist in the development of the Animal G

Regular email contact to MIA staff - Epidemiologist, VABA and Chief Veterinary Officer- on the emerging situation with outbreaks of PPR disease in China and the urgent need for contingency planning in Mongolia.

MIA staff, the head of the Breeding Division of VABA, requested the CTA for technical support in completing the "Country report questionnaire for collecting national data to support the preparation of

". The CTA provided inputs. VABA subsequently submitted the report. The responsible person at FAO HQ contacted the CTA to inform of the high quality of the submitted report and the CTA informed the head of the Breeding Division accordingly.

The CTA made a presentation to MIA staff on project progress and plans, including the restructure issue. The meeting was led on the MIA side by the DIC. The PD and PC were expected to join but were absent. The CTA presented the final draft of the June-December 2013 progress report, with additional data on expenditure categories. The CTA presented a PowerPoint. At the end of the meeting, the DIC requested the CTA to assist in the lead-up to the FAO-APRC to assist with English grammar of some documents, to which the CTA agreed.

CTA collaborated DFAOR and AFAOR with MIA staff of the Veterinary Division of VABA in encouraging MIA to submit an official request for technical assistance on FMD outbreak and PPR threat, CTA collaborated closely with MIA staff in collecting information on FMD outbreak for briefing incoming

staff requested additional FAO support, and the CTA suggested the MIA staff send an official request letter to FAO. The MIA subsequently sent the request letter to FAO.

Meet FAO CMC Mission on PPR disease, with MIA CVO

Wrap up meeting with Mr. Choi Ish, PD, with FAO Assistant Technical Adviser

Wrap up meeting with Ms. Bolortuya Purevsuren, CVO

Note: the above list does not list individually the many more visits and meetings with MIA staff made by the NCs in the FAO TA, which can be for informal information sharing, preparing meetings, and so on.



briefing notes to MIA on changes in the Project Appraisal Document

supporting modality on Value Adding

supporting modality on Dairy

supporting modality on Animal Health

supporting modality on Sheep and Goat Breed Improvement

supporting modality on Animal Nutrition

reports of Animal Health Workshop, Animal Breeding Workshop, Animal Nutrition Workshop

Presentations (PowerPoints) from the Animal Health Workshop, Animal Breeding Workshop,

Animal Nutrition Workshop

Project Implementation Manual (178 pages) developed with PIU for submission to the WB,

including Chapters in implementation arrangements, finance, procurement, M&E

Report on animal breeding study

The FAO Project "Integrated Livestock-Based Livelihood Support Project" ILBLSP ("FAO-TA") began implementation in June 2012. The Livestock and Agricultural Marketing Project (LAMP), managed by the Project Implementation Unit (PIU), has recently been approved but has not begun field activities.

The FAO-TA and PIU have developed a Joint Annual Plan for 2014, as of early May, now that the implementation progress of the LAMP, in particular the process of Service Provider procurement and mobilisation is becoming more clear. The below table shows that portion of the Joint Plan of immediate relevance to the FAO TA. The complete plan is in the Annex.

The plan lists activities to be conducted in 2014. The activities are to be implemented by the FAO TA in collaboration with PIU staff. The FAO TA, after the May 22 departure of the Chief Technical Adviser (CTA), will be led by the Assistant Technical Adviser (ATA). The PIU will soon mobilise three technical consultants on Animal Health (AHTC), Animal Breeding (ABTC), and Animal Nutrition and Forage Technical Consultant (ANFTC). The FAO-TA CTA proposes that the ATA, AHNC, ABTC, and ANFTC will form a Technical Team, operating according to a Term of Reference to be jointly developed and agreed by the FAO TA and the PIU.

The below Joint Plan is consistent with the existing FAO Project Document. As a result, the FAO-TA CTA recommends that no restructure of the FAO-TA is required to enable joint activities to be successfully conducted in 2014. As a result, the restructure of the FAO TA will be reviewed in the next FAO Supervision Mission, expected in June-July 2014.

5	Horticulture training curriculum and materials are identified and prepared (sub-projects/RIV)	Aug.2014	First draft end May	ATA/FAO TA update /PIU TTM update; the curriculum and materials are for the Technical Service providers (TSP) training in September
6	Training trainers (SPs) in horticulture development (sub-projects/RIV)	Sept.2014	First draft end May	Training will be delivered to TSP by ATA/ PIU TTM
7	Trainers (SPs) are trained in dairy processing (sub-projects/RIV)	Sept.2014	First draft end May	Training will be delivered by Technical Team
8	Training people in business planning and management (RIV)	Sept.2014	First draft end May	Training will be delivered by Technical Team and PIU staff (Grants Manager)
9	Training on diversified cropping and dairy (sub-projects/RIV)	Sept.2014	First draft end May	Training will be delivered to TSP by ATA/PIU ANFTC
10	(Rural Invest) finalise Mon version	July.2014	Draft version	Technical Team in collaboration with FAO Investment centre
11	Preparation of guidelines for supporting modality are prepared	April.2014	Completed, approved. FAO TA additionally produced Technical Assistance Report on Animal Health Law Training	No further action
12	Improved knowledge and clinical skills of veterinarians (public and private) and para-veterinarians at the soum level	Dec.2014		

14	Veterinary manpower baseline	Oct.2014	Example report produced by FAO TA	Technical Team will compile report based on secondary data received from VABA, and primary data received from TSPs.
15	Baseline for cold chain for vaccination and sample collection	Dec.2014		Technical Team will develop example and guideline for TSPs. TSPs will deliver report to TT. TT will compile results into report.
16	Baseline current capacity of the five aimag laboratories	Oct.2014		Technical Team will collect secondary data, develop example, collect secondary data, and guideline for TSPs. TSPs will deliver report to TT. TT will compile results into report.
17	Simple assessment reports: (a) training needs on the knowledge and skills of veterinarians and para-vet-professionals;	Oct.2014	Example produced by FAO TA	Technical Team will develop guideline for TSPs. TSPs will collect primary data. TT will compile data into report
18	Simple assessment report: soum development master plans	Oct.2014		Technical Team will develop guideline for TSPs. TSPs will collect soum master plans. TT will compile into summary report.
19	A strategy for meat trade is prepared (International Consultant – Meat Trade Specialist)	Nov. 2014	TOR is included in FAO Project Document	ATA will confirm ToR/schedule with MIA, FAO will recruit. ATA/AHTC will collaborate with Consultant
20	Train meat export negotiators	Nov. 2014		ATA/AHTC to draft training program in collaboration with MIA. To be delivered by Meat Trade Specialist (International Consultant) in collaboration with ATA/AHTC

21	Investment plan for the FMD-free zone.	June.2015	Preliminary Guideline Report produced by FAO TA	To be delivered by ATA/AHNC based on the National FMD Strategy and the Free Zone Strategy
22	Investment plan for animal services and disease surveillance	May.2014	Rural Invest examples produced by FAO TA	ATA/AHTC to update based on further experience, including based on results from the Animal Health LoA
23	Guidelines for sheep and cashmere goat genetic improvement support is prepared and revised		Completed and Approved FAO TA has additionally produced technical guideline; and provided technical assistance report to development of Animal Breeding Law;	No further action
24	International Consultant AB	Nov.2014	TOR is included in FAO Project Document	ATA will confirm ToR/schedule with MIA, FAO will recruit. ATA/ABTC will collaborate with Consultant

				Breeding in collaboration with ATA/ABTC, based on needs assessment by the TSPs. Training to be delivered in 2015.
29	Guidelines for beef breed improvement service	Sept.2014		Breeding International Consultant
30	A simple database for improved beef performance recording is prepared	Nov.2014		Through LoA and to be finalised by Animal Breeding International Consultant
		Jul. 2013		
31	Guidelines for fodder production support	April.2014	Completed, approved	
32	Training material prepared (RIV examples)	Aug.2014	First draft end May	ATA/ABTC will review and update ARA. ATA/ABTC to produced draft document on Sheep and Goat Condition Score standards <sup>6</sup>
33	Training plans are prepared (sub-project and RIV)	Aug.2014	First draft end May	
34	Fodder production feasibility study	May.2014	FAO TA has produced 8 Rural Invest examples	ATA/ANFTC will continue to review and update existing Rural Invest examples
35	Training on fodder/forage production (SP)	Sept.2014	First draft end May	ATA/ANFTC will continue to review and update
36	Training civil servants (Soum VABU) dedicated in project implementation	Dec.2014	Guidance Note by end of May	ATA/PIU will train Soum Steering Committee/VABU based on TSP capacity assessment
37	Relevant stakeholders (aimag/soum officials, community based organizations) trained in institutional strengthening/donor coordination	Dec.2014		ATA/PIU will train Soum Steering Committee/VABU based on TSP capacity assessment
38	PIM is prepared and revised	June.2014	FAO TA has developed draft	ATA/PIU consultant will continue to review and update
39	Detailed monitoring plan and M&E design	May. 2014	FAO TA has developed draft	ATA/PIU M&E consultant will continue to review

Collaborative Research Projects  
support (needs, design)

May-Dec.2014

FAO TA has  
produced draft  
guideline based  
on Animal

and update











7.5 Project Awareness activities  
commenced