



IEO | INDEPENDENT
Evaluation Office
United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME REVIEW **MONGOLIA**

ACKNOWLEDGEMENTS

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) would like to thank all those who have contributed to this review.

IEO Team

Directorate: Oscar A. Garcia (Director) and Alan Fox (Deputy Director)

CPE Section Chief: Fumika Ouchi

Lead Evaluator: Tina Tordjman-Nebe

Associate Lead Evaluators: Genta Konci and Landry Fanou

Research Associate: Landry Fanou

External Reviewers: Dorothy Lucks

Evaluation consultants: Cognos International LLC (Erdenechimeg Ulziisuren, Dr. Gereltuya Altankhuyag, Dr. Narantuya Tungalag, Dr. Narantuya Danzan, Elberel Tumenjargal, Dustin Barter)

Publishing and outreach: Nicki Mokhtari

Administrative support: Georgiy Geyler

The IEO could not have completed the review without the support of the following:

Stakeholders and partners

UNDP Mongolia staff: Elaine Conkievich (Resident Representative), Nashida Sattar (Deputy Resident Representative), Buyandelger Ulziikhuu (Monitoring and Evaluation Officer and focal point for this evaluation), Amgalan Nyamdorj (Programme Assistant) and the country office staff.


Other stakeholders and partners: Government of Mongolia, representatives of the United Nations agencies, civil society, nongovernmental organizations, and bilateral and multilateral development partners.

INDEPENDENT COUNTRY PROGRAMME REVIEW: MONGOLIA

Copyright © IEO/UNDP April 2021

The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or the United Nations Member States. This is an independent publication by the UNDP Independent Evaluation Office.

Acronyms and Abbreviations



ADB	Asian Development Bank
BRH	UNDP Bangkok Regional Hub
CCA	Common country assessment
CO	Country office
COVID-19	Coronavirus Disease 2019
CPD	Country Programme Document
CRH	Citizen-representative <i>hural</i>
CSO	Civil society organization
DRR	Disaster risk reduction
EU	European Union
ENSURE	Ensuring Sustainability and Resilience
FAO	Food and Agriculture Organization
GCF	Green Climate Fund
GDP	Gross domestic product
GHG	Greenhouse gas
GEF	Global Environment Facility
GoM	Government of Mongolia
HDI	Human Development Index
HR	Human resources
ICPR	Independent Country Programme Review
IEO	Independent Evaluation Office
IFI	International financial institution
ILO	International Labour Organization
ITT	International Think Tank
KII	Key informant interview
LLDC	Landlocked developing countries
LMIC	Lower middle-income country
LPA	Local Protection Areas
M&E	Monitoring and evaluation
MIC	Middle income country
MRPA	Managed Resource Protected Areas
NAMA	Nationally appropriate mitigation actions
NEMA	National Emergency Management Agency

NGO	Non-governmental organization
NIM	National Implementation Modality
ODA	Official development assistance
ROAR	Results-Oriented Annual Report
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SLM	Sustainable land management
SPA	State Protected Area
UMIC	Upper middle-income country
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework

CONTENTS



ICPR RATINGS AT A GLANCE 1

1. INTRODUCTION 3

Purpose and scope of the ICPR 3

Methodology 3

Country context 4

Limitations of this review 5

2. PROGRESS TOWARDS OUTPUTS AND CONTRIBUTIONS TO OUTCOMES 6

Outcome 1 - Inclusive and sustainable development..... 6

Outcome 2 - Voice, participation and accountability 13

3. PROGRAMME STRATEGY AND MANAGEMENT 18

4. RECOMMENDATIONS AND MANAGEMENT RESPONSE..... 23

**ANNEX 1. DETAILED ASSESSMENT ON MONGOLIA CPD/ RESULTS AND RESOURCES FRAMEWORK:
PROGRESS TOWARDS OUTPUTS AND OUTCOMES 30**

ANNEX 2. KEY COUNTRY AND PROGRAMME STATISTICS..... 64

ANNEX 3. ICPR METHODOLOGY AND DESIGN MATRIX 73

ANNEX 4. LIST OF PROJECTS 80

ANNEX 5. ANALYSIS OF GENDER MARKERS..... 81

ANNEX 6. ADEQUACY OF EVIDENCE PROVIDED AND IEO CONFIDENCE ON RATING 82

ICPR RATINGS AT A GLANCE

Report structure and components

The Independent Country Programme Review (ICPR) report is composed of three components:

- The **summary of ratings**, based on the indicators in the Country Programme Document (CPD) Results Framework, provides an overview of ratings for two areas: UNDP progress towards expected outputs; and the level of UNDP contribution to these outcomes, as defined in UNDP Mongolia CPD Results and Resources Framework. Detailed assessments are provided in Annex 1 and the methodology in Annex 3.
- The **narrative section** presents findings from the ICPR, to complement the ratings. Following a brief introduction to the country context and UNDP country programme, the section discusses UNDP performance in relation to programme delivery and programmatic decisions and practices during the review period. It concludes with key recommendations from the ICPR.
- The report includes a series of **annexes**, including a table of the results of the Mongolia ICPR by outcome and output; the ICPR methodology; key country and programme statistics; and the list of projects under review.

Summary of ratings by CPD Results Framework indicators		IEO Rating ¹	CO Rating ²
Outcome 1	By 2021, poor and vulnerable people are more resilient to shocks and benefit from inclusive growth and a healthy ecosystem	Moderate level of influence	Moderate level of influence
Output 1.1	Mainstreaming the 2030 Agenda in Mongolia National and subnational medium-term plans and budgets as well as sector plans prioritize achievement of Sustainable Development Goals (SDGs) and sustainable development with corresponding monitoring processes with reliable data in place	On track	On track
Output 1.2	International Think Tank (ITT) for Landlocked Developing Countries (LLDCs) capacity strengthened to deliver relevant policy advice to LLDCs including on the 2030 Agenda	On track	On track
Output 1.3	Ecosystem services to support livelihoods of vulnerable groups Enhanced capacity and financing of stakeholders for sustainable natural resource management	At risk	On track
Output 1.4	Increased community participation in managing natural resources for enhanced resilience of ecosystem and livelihoods	On track	On track
Output 1.5	Sustainable land management models tested and scaled up in partnership with public and private sector for increased coverage	On track	On track
Output 1.6	Resilience of rural and urban poor to shocks Effective institutional legislative and policy frameworks in place to enhance the implementation of targeted mitigation and disaster and climate risk management measures	At risk	At risk
Output 1.7	Livelihood quality and sustainability of resource-dependent rural communities increased	At risk	At risk

¹ Evaluative judgement and ratings are based on the assessment/ progress of indicators provided in the results framework.

² Rating proposed by the country office as part of the ICPR questionnaire response, including revisions to the initial response.

Summary of ratings by CPD Results Framework indicators		IEO Rating ¹	CO Rating ²
Output 1.8	Mechanisms in place to assess natural and man-made risks at subnational level that are incorporated into subnational disaster management plan	Off track	Off track
Output 1.9	Equitable, sustainable and low carbon urban development Urban policies and programmes focus on poverty reduction and foster accelerated low carbon development	On track	On track
Output 1.10	City governments implement and foster low-carbon and energy-efficient technology applications	Off track	At risk
Outcome 2	By 2021, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized	Moderate level of influence	Moderate level of influence
Output 2.1.	Strengthened governance for increased voice and accountability Frameworks and dialogue processes utilized for effective and transparent engagement of citizens with their elected representatives	Off track	Off track
Output 2.2	Women leaders have the right skills to execute political and public leadership	On track	On track
Output 2.3	Effective civil service Extractive industries legislation standards, safeguards and corruption prevention strategies improve overall governance of the sector	On track	On track
Output 2.4	Strengthened legal and policy framework for a professional civil service	On track	On track

The above table zooms in on UNDP progress towards achieving the indicator targets set in the CPD Results and Resources Framework. The following narrative takes a broader view, assessing results in a more qualitative manner, including against the ambitions inherent in the output/ outcome statements. The narrative does not follow an output-by-output logic, but attempts to provide a more global assessment by outcome area.

1. INTRODUCTION

Purpose and scope of the ICPR

The Independent Country Programme Review (ICPR) is an independent validation of the self-assessed performance of the United Nations Development Programme (UNDP) Mongolia country office for the period of 2017-2022.

The Independent Evaluation Office (IEO) of the UNDP conducts the ICPR in the penultimate year of a UNDP country programme³ to support the development of the next UNDP CPD and strengthen UNDP accountability to the Executive Board and national stakeholders.

The ICPR is expected to address two questions in relation to the current CPD:

- What progress has UNDP made towards planned country programme outputs, and how is this contributing to UNDP/ United Nations Development Assistance Framework (UNDAF) outcomes in the current programme period?
- How has UNDP performed in planning, implementation, reporting, and evaluation of development results?
- To what extent is the adapted programme in sync with relevant local coordination systems and with the efforts of other key actors?

In addition, the ICPR examines how well the country programme adapted and responded to the Coronavirus Disease 2019 (COVID-19) pandemic and formulates future-orientated recommendations suggesting how the country office could further enhance its strategic positioning in the 2023-27 period.

Methodology

The Mongolia ICPR adheres to the United Nations Evaluation Group Norms & Standards,⁴ and is carried out within the overall provisions of the UNDP Evaluation Policy.⁵ Starting with a review of the CPD Results and Resources Framework design, the Mongolia ICPR included an extensive desk review of evidence of self-reported performance as well as external (non-UNDP) evidence, a standard ICPR questionnaire, and select interviews with stakeholders to augment information needs. The detailed methodology of the ICPR is presented in annex 3.

The ICPR employs the following rating system:

- Country programme's progress towards planned CPD outputs: To determine the appropriate rating, the IEO examined the results chain running from supporting interventions to CPD outputs and associated indicators.
- Country programme's assessed contribution to UNDAF/UNDP outcomes, based on the level of influence UNDP has on associated outcome indicators: The IEO examined the results chain running from UNDP CPD outputs and supporting interventions to agreed outcome indicators.



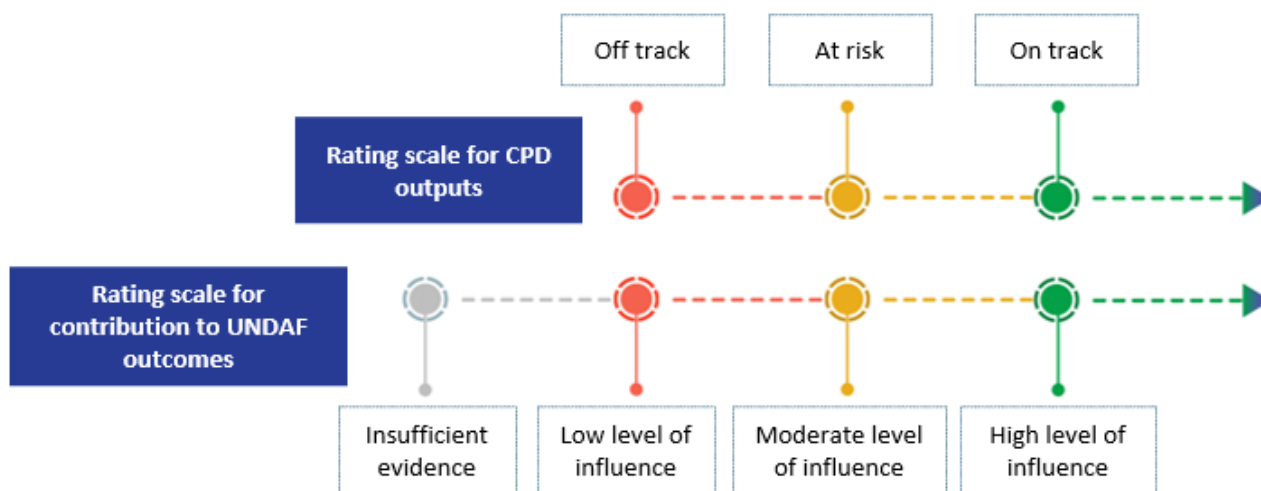
THE PURPOSE OF THE ICPR IS TO:

1. Support the development of a COVID-19 Recovery Strategy and the next UNDP Country Programme Document;
2. Strengthen accountability of UNDP to national stakeholders; and
3. Strengthen accountability of UNDP to the Executive Board

³ In the case of Mongolia, the ICPR was conducted two years before the end of the programme due to an extension of the country programme by one year, to end 2022.

⁴ <http://www.uneval.org/document/detail/1914>.

⁵ [UNDP Evaluation Policy](#).



Country context

Mongolia, a lower middle-income country (LMIC) land-locked between Russia and China, is one of most sparsely populated countries in the world.⁶ It is characterized by vast mineral wealth, agricultural and livestock resources, as well as volatile economic growth: Mongolia had the highest growth in gross domestic product (GDP) in the world in 2011 and nil growth in 2016⁷ and moved from LMIC to upper middle-income country (UMIC) and back to LMIC over three years. Mongolia is heavily dependent on mining and has narrowly diversified trade markets.⁸ Half of the population lives in the capital Ulaanbaatar, which is battling heavy air pollution.

Over the past three decades, following the fall of communism, Mongolia has transformed into a vibrant democracy and joined the high human development category, ranked 99th out of 189 countries on the 2020 Human Development Index (HDI) scale. Mongolia's HDI value of 0.737 is slightly lower than the average for countries in the high human development group (0.753) and East Asia and the Pacific region (0.747).⁹ Despite initial success in preventing a public health crisis, human development in Mongolia was adversely affected by the socioeconomic impacts of the COVID-19 pandemic over the year 2020.¹⁰ The informal sector, the self-employed and families of herders and agricultural workers have been hit hardest, with more than 70 percent income loss, on average.¹¹ Despite support from the International Monetary Fund and the Asian Development Bank (ADB), the country has

⁶ Population density is of 2,041 people per square kilometre of land area, according to World Bank data 2020, See: <https://data.worldbank.org/indicator/EN.POP.DNST?locations=MN>

⁷ GDP growth in 2011 was over 17 percent, while a historic \$5.5 billion multilateral support package was initiated in 2017 to cushion the plummeting economy. World Bank Systematic Country Diagnostic 2018, Executive Summary.

⁸ China accounts for approximately 90% of the country's exports.

⁹ See: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MNG.pdf (Note that the 2020 publication is based on 2019 data)

¹⁰ UNDP, Rapid Socio-economic Impact Assessment of COVID-19 Prevention Measures on Vulnerable Groups and Value Chains in Mongolia, 2020. See: <https://www.mn.undp.org/content/mongolia/en/home/library/rapid-socio-economic-impact-assessment-of-covid-19-.html>;

National Statistics Office of Mongolia and World Bank Group, Mongolia COVID-19 Household Response Phone Survey (Round 1), 2020. See: <http://documents1.worldbank.org/curated/en/656061595316484647/pdf/Results-of-Mongolia-COVID-19-Household-Response-Phone-Survey-Round-1.pdf>

¹¹ National Statistics Office of Mongolia and Word Bank Group, Mongolia COVID-19 Household Response Phone Survey (Round 1), 2020.

fallen into an economic recession and record-high fiscal deficit in 2020, which continues a previous downward trend.¹²

Mongolia's economic dependence on the extractive and agricultural sectors puts significant pressure on its ecosystem, leading to habitat degradation and biodiversity loss, which is aggravated by weak governance in the management of natural resources. Over 70 percent of Mongolia's land is degraded, compromising the livelihoods of traditional herders in particular. This is further exacerbated by climate change and growing inequalities.¹³ Mongolia expects more frequent *dzuds* (harsh winters) going forward, which lead to the mass death of livestock from lack of food and/ or water.

The forecast of weak economic performance in 2020/21 has not thus far affected political stability and policy continuity. The ruling party, the Mongolian People's Party, clearly won the June 2020 general election. A key challenge is that Mongolia's civil service is highly politicized and there is high turnover of personnel after elections, resulting in erosion of capacity and lack of continuity in policymaking. Additionally, legislation in critical policy areas lacks standards, procedures and budgets, which hampers implementation and led to a degradation of citizen trust in political institutions and participation in democratic processes.¹⁴ Another challenge is the lack of corruption safeguards and prevention.

Gender disparities persist in the country, as shown by the Gender Inequality Index value of 0.32 (2018). This signifies that 32 percent of potential human development in Mongolia is lost due to gender inequality, which is on par with other East Asian countries (0.31 on average) and the average for countries with high human development (0.33).¹⁵ Women's political participation in particular remains very weak, with a political empowerment gender gap index of 0.102 in 2020.¹⁶ A worrying impact of COVID-19 has been an increase in domestic violence by about 63 percent compared to the previous year.¹⁷

Limitations of this review

This review has been conducted under the challenging circumstances created by the COVID-19 pandemic. While there was no national or local lockdown in Mongolia until November 2020, the international team was unable to travel or go to the office, and therefore collected and analysed data from home. A national research institute (Cognos International LLC) was recruited to capitalize on the relatively open situation within Mongolia and support data collection locally, including through in-person interviews where possible.

The ICPR methodology is chiefly desk-based, with a limited number of interviews¹⁸ and no site visits. To ensure sufficient triangulation of the country office self-assessment with evidence from other sources, the ICPR

¹² GDP growth in 2019 stood at 5.1 percent, down from 6.9 percent in 2018. ADB, Basic Statistics, Asia and the Pacific, 2020. See: <https://data.adb.org/dataset/basic-statistics-asia-and-pacific>. ADB notes recession with a 9.7 percent contraction in 2020: [Asian Development Outlook \(ADO\) 2020 Update: Wellness in Worrying Times, 2020](#).

¹³ Assessment report on climate change, Ministry of Environment and Tourism, Green Development and Tourism, 2014.

¹⁴ UNDP Mongolia CPD, 2017-2021.

¹⁵ Measuring opportunity costs in terms of reproductive health, empowerment, and labour market participation.

¹⁶ Global Gender Gap Report 2020, World Economic Forum, See: http://www3.weforum.org/docs/WEF_GGGR_2020.pdf. A score of 0.102 suggests that there is a 90 percent gap in ensuring parity between women and men (percentage of women in Parliament and in ministerial positions, number of years with female/ male head of State in the last 50 years).

¹⁷ <https://www.adb.org/mn/news/adb-help-address-and-prevent-domestic-violence-mongolia-amid-covid-19>

¹⁸ 29 interviews were conducted (23 remotely, six in person) with UNDP staff at country and regional levels, personnel of United Nations agencies, international development partners, government counterparts, civil society and private sector stakeholders.

considered past project, programme and thematic evaluations, as well as reports produced by key UNDP partners. To bolster utility, the IEO also commissioned a “formative analysis”¹⁹ to feed into the ICPR report.

While the overall availability and adequacy of documentation from the country office was good, in some instances, evidence to substantiate claims made by the country office on contribution was limited (see finding 12 on monitoring and evaluation). Annex 6 lays out how confident the ICPR is with regard to each rating given on UNDP Mongolia’s performance over this planning cycle. Despite variations, confidence is overall fairly high.

2. PROGRESS TOWARDS OUTPUTS AND CONTRIBUTIONS TO OUTCOMES

The country programme for UNDP Mongolia, and its accompanying results framework, is organized around two strategic priorities, set in UNDAF 2017-2022.²⁰

- **Inclusive and sustainable development:** This strategic priority includes four sub-themes, namely (i) mainstreaming the 2030 Agenda in Mongolia; (ii) ecosystem services to support livelihoods of vulnerable groups; (iii) resilience of rural and urban poor to shocks; and (iv) equitable, sustainable and low carbon urban development.
- **Voice, participation and accountability:** Two sub-themes are covered in this priority area, namely (i) strengthened governance for increased voice and accountability; and (ii) effective civil service.

UNDP Mongolia’s strategic priorities are addressed by three programme officers responsible for (i) Climate Change, ii) Natural Resource Management and iii) SDGs and Governance. The overall planned CPD programme budget for 2017-2022 is US\$ 50.47 million, with \$25.7 million of available budget and \$17.6 million spent as of December 2020.²¹

Annex 1 presents details of the progress made by UNDP Mongolia towards achieving its stated outputs and contributing to outcomes. The narrative below considers the entirety of those achievements and challenges, to point to higher-level findings and strategic reflections, including in light of the COVID-19 pandemic.

Outcome 1 - Inclusive and sustainable development

By 2022,²² poor and vulnerable people are more resilient to shocks and benefit from inclusive growth and a healthy ecosystem.

Review question: What progress has UNDP made towards planned country programme outputs, and how is this contributing to UNDP/UNDAF outcomes in the current programme period?

Overview of progress and ratings: The UNDP contribution to meeting the outcome-level targets was rated as “moderate”. In other words, UNDP moderately influences the resilience of poor and vulnerable people to shocks and their benefits from inclusive growth and a healthy ecosystem in Mongolia. The work to mainstream the 2030 Agenda in Mongolia is on track to meet the indicator target (which however does not appropriately reflect the anticipated results at output level). Efforts to mitigate climate change and effectively manage natural

¹⁹ This analysis sheds light on the coherence of UNDP work with that of other key actors and seeks to inform future positioning. Cognos International LLC undertook this analysis in collaboration with the international ICPR team.

²⁰ The CPD is linked to the UNDAF 2017-2022, which is the umbrella programme of the United Nations with the Government of Mongolia and which has been extended for one year, from 2021 to 2022, amid the COVID-19 pandemic. Future documents will be called United Nations Sustainable Development Cooperation Framework (UNSDCF).

²¹ [UNDP Intranet - Executive Snapshot, December 2020](#); accessed 3 December 2020.

²² The original CPD states 2021 as its end date.

resources to support the most vulnerable are at risk. Significant contributions were made to outcome indicator 1.3 (size of protected areas²³). Contributions to indicator 1.4 (economic loss from natural hazards²⁴) and 1.5 (annual greenhouse gas [GHG] emissions²⁵) are not directly measured but estimates based on pilot initiatives suggest modest potential for reducing GHG emissions. The UNDP role in achieving targets for indicators 1.1 (poverty reduction) and 1.2 (reducing unemployment) was weak, as would be expected for such high-level indicators. The review noted with concern the absence, over the period reviewed, of contributions that directly tackle poverty and unemployment.²⁶

Finding 1 – Hampered by the delayed receipt of a major grant, the projects grouped under outcome 1 consist of seemingly unrelated, mostly small-scale initiatives in the areas of environment, poverty, energy and resilience. These projects do not add up to a coherent, stand-alone portfolio. This significantly hampered the country office ability to demonstrate results at the outcome level.

UNDP Mongolia's outcome area 1 covers a large range of topics, with fragmented interventions. To align the country programme to the UNDAF Results and Resources Framework (RRF) two portfolios of the 2012-2016 country programme ('inclusive growth and environment' and 'climate change and disaster risk reduction') were combined, creating an outcome with 10 underlying outputs and a plethora of projects.²⁷ These are loosely tied together in the CPD narrative and draft theory of change (dated 1 March 2016) as *"a new approach on poverty reduction which integrates resilient development, disaster risk reduction and climate change mitigation/adaptation"*.²⁸ This review however found that outcome 1 did not provide a workable framework in principle, nor did it yield the expected results in practice. This is partly due to unforeseen delays in securing a \$23 million Green Climate Fund (GCF) project which could have potentially contributed to output 1.3 and outputs 1.5 through 1.8. The resulting fragmentation²⁹ made the portfolio labour-intensive and hard to manage (see figure 15 in the

²³ According to calculations by the review team, there was an expansion of 4.99 million ha (4.82 million ha of LPAs and 0.17 million ha of SPAs) by the "Land Degradation" project, the "Managed Resource Protected Area" project, and the "Ecosystem-Based Adaptation" project. Relative to the total land area of Mongolia (1,553,560 km²), this represents an increase of 3.21 percent of specially protected areas above the 0.6 percent targeted by the Country Programme (see output 1.5).

²⁴ In 2019, Mongolia's National Statistical Office estimated economic loss from natural hazards (in Tog million) to be at 48,100, up from the baseline of 21,900 and the target of 19,700. There is no data to assess the contribution of UNDP to indicator 1.4, however.

²⁵ There is no monitoring data for indicator 1.5. The latest data available on GHG emissions are from the Third National Communication of Mongolia, submitted to the United Nations Framework Convention on Climate Change in 2018. Based on the evidence provided by the country office, IEO estimated that UNDP activities contributed to a reduction of 48,140 tonnes of CO₂, which is less than half the target for output 1.10 (see annex 1) and far from the 33 million tonnes of CO₂ equivalent targeted for outcome 1 and indicator 1.5.

²⁶ Potential strides in transforming employment may be made in 2021/2022 through the recently initiated SDG budgeting project; see paragraph 23.

²⁷ Further, the poverty portfolio was discontinued and merged with the governance portfolio, leaving some smaller projects 'floating' that were also added to outcome area 1, e.g. 'Activated2030 #Hub: A Youth Enterprising Lab' in outputs 1.1 and 1.9. This contributed to the measurement challenges described in paragraph 19.

²⁸ UNDP Mongolia, 'Theory of Change for UNDP Country Programme Document 2017-21 in Mongolia' (draft), UNDP, 2016, p. 6. Similarly, the CPD notes: "The nexus of economic growth, social development and environmental sustainability will be the focus of the programme, with governance as a key enabler"; UNDP Mongolia Country Programme Document, 2017-2021.

²⁹ Figure 15 (Annex) shows that the overall number of projects active with UNDP Mongolia decreased slightly from the past programme cycle (2012-2016) while average expenditure per year per project increased. However, this is due to effective consolidation of efforts under outcome area 2; outcome 1 remains highly fragmented.

statistical annex). In the context of the shrinking fiscal space of the Government of Mongolia (GoM)³⁰ and the sharp decrease in official development assistance (ODA) since 2017,³¹ this has contributed to difficulties for the UNDP to make the business case for its outcome area 1 and mobilizing the required resources on time and on target.

At the design stage there were insufficient linkages between the projects under outcome 1 to achieve output indicators, as well as between the combined outputs to achieve outcome indicators. For instance, only one small project, “Activated2030 at #Hub: A Youth Enterprising Lab”, related directly to the outcome indicator on employment. However, this activity did not feature any associated output indicators, meaning that measurement of the results chain from UNDP activities to outputs to outcomes is interrupted.³² All in all, many different monitoring and measurement approaches were found across outcome area 1, with no visible attempt at harmonization across projects. This complicated demonstration of aggregate or higher-level results, and cross-fertilization between projects.

Finding 2 – UNDP achieved mixed results in SDG mainstreaming and localization. While the (unambitious) indicator target was achieved, the sustainability and scale-up of results are at risk. UNDP capitalized on its strong relationship with the Government of Mongolia and displayed some degree of thought leadership and analytical excellence, but support for the SDG agenda appears to be diminishing in some quarters of society.

Comprehensive support to SDG mainstreaming, implementation, monitoring and reporting has emerged as a flagship offering of UNDP Mongolia, pitched as an ‘enabler’, alongside its governance portfolio. UNDP made a significant impact in Mongolia with regard to making the SDGs known and used in policy planning and implementation, including at the local level. SDG localization initiatives in the capital and three provinces are considered a good practice by the regional bureau, first and foremost for their indirect benefits: i.e. positioning UNDP as a service provider worthy of local government cost-sharing (instead of using the private sector); and opening the door for other, more sensitive programmes, and for a nascent SDG financing initiative. The single most important success factor here was the strong and long-standing relationship of UNDP with the Government of Mongolia at all levels, from central to *aimag* (provincial). This meant that the Government routinely turned to UNDP for technical assistance on key development policies and strategies, providing an opportunity to input and align with international best practice and gender and human rights standards. As a consequence, key policies such as the long-term “Vision 2050”, “Mongolia Sustainable Development 2030”,³³ “Long-Term Sustainable Green Development Goal 2025” and the Government’s COVID-19 response bear the imprint of UNDP to varying but clearly perceptible degrees, which is a major achievement.³⁴ UNDP also supported the Government of Mongolia to produce and present its first Voluntary National Review report on SDG implementation to the United Nations

³⁰ Fiscal space is the budgetary room that allows a government to provide resources for public purposes without undermining fiscal sustainability. In Mongolia this space is small as Government cannot raise spending or lower taxes without endangering market access and putting debt sustainability at risk.

³¹ Net ODA received as a percentage of gross national income and government expenditure decreased by 21 and 8 percent respectively between 2017 and 2018 (see figure 3, Annex).

³² In other cases, there is no coherence between project indicators and CPD results framework output indicators making project dashboards appear “green” and assessments against the CPD results framework appear “red”, which looks like a contradiction.

³³ “Mongolia Sustainable Development 2030” was approved in 2017 but subsequently rescinded, in line with the amendments to the Law on Development Policy, Planning, and Administration of 2020.

³⁴ The main concepts and principles of the SDGs as propagated by UNDP are included. Specifically, one input from 2015 that still resonates is the “Gender Baseline Analysis against SDGs in Mongolia” which supported national target setting for “Mongolia Sustainable Development 2030”. Ulaanbaatar City’s Development Vision (now part of Vision 2050) also incorporates the main SDG concepts.

High-level Political Forum in July 2019. The report applied the lens of “leaving no one behind”, identifying vulnerable groups and highlighting the risks of disparities in preventing, or even reversing, development gains.

An emerging challenge is the signs of growing discontent with the SDGs as an organizing principle for development in Mongolia, regarded by some in government and civil society as insufficiently aligned with shifting priorities due to the COVID-19 pandemic. The strategy document “Mongolia Sustainable Development 2030” was approved in 2017, but withdrawn in 2020³⁵ and partially repackaged into the longer-term “Vision 2050”. The latter is not, however, fully aligned with the SDGs.³⁶ The national SDG commission exists on paper, but has not met during the period under review, giving UNDP little with which to align or anchor its support of a nationally owned agenda.³⁷ Key informants suggested that the main added value of UNDP in mainstreaming the SDGs lies in its capacity for research, analysis and thought leadership.³⁸

One highly appreciated analytical effort is the UNDP support to national SDG budgeting processes by conducting expenditure analysis and integrating results indicators that operationalize the policies of the Ministry of Finance and line ministries. This is important to boost implementation of SDG-aligned activities (which has so far lagged behind policy development) within the budgetary constraints of Mongolia's fiscal adjustment framework. Specifically, UNDP promoted the integration between financing and budgeting, and their early incorporation during planning stages. At the sectoral level, UNDP, in collaboration with UNICEF, ADB and the European Union (EU) piloted SDG-informed budgeting initiatives in the National Development Agency, Ministry of Health, Ministry of Environment and Tourism, and Ministry of Education and Science. While expansion to the employment sector is ongoing, scale-up to other government sectors and provinces remains uncertain.³⁹ This review notes anecdotal evidence of changes to the mindsets of policymakers in support of results-based budgeting reform and more medium-term public finance management reforms, sparked by the impetus given by UNDP and others.

A key factor that enabled UNDP to influence national development policy was the effective use of the agency's vast network, including multilateral and bilateral agencies, international and national expert consultants, the UNDP regional office and others. In the example above, UNDP teamed up with ADB as a key new partner. The Regional UNDP Bureau in Bangkok was brought in to share international best practice and policy advice on a seminal paper on air quality, nascent ideas around social protection and debt swaps, the draft United Nations Socioeconomic Response to COVID-19, and other emerging analytical issues. However, multi-stakeholder collaboration that included civil society and private sector actors were rare during the period assessed, which

³⁵ Mostly for reasons beyond UNDP control, such as changes in the Government and political interests.

³⁶ UNDP Mongolia Annual Business Plan 2020.

³⁷ In 2017, the Sub-Committee on SDGs under the Standing Committee on Social Policy, Education, Culture, and Science of the State Great Khural was established. The committee is in charge of monitoring the implementation of the Mongolia Sustainable Development Vision-2030 and SDGs. In addition to the sub-committee, a National Council for Sustainable Development was established, also in 2017. The council is mandated to provide technical policy support to the Government of Mongolia in mainstreaming the SDGs into strategies and ensure their implementation. Although the establishment of the council and the committee took over a year, there is no evidence of either having met or started work. According to stakeholders, members' commitment is insufficient to effectively mainstream the SDGs.

³⁸ It should be noted that the project to establish the International Think Tank for Landlocked Developing Countries – Government-run and fairly successful in its own terms – did not further UNDP standing as a thought leader, as the ITT is external and independent and has by now graduated from UNDP support. There is no evidence of contribution to SDG integration in Mongolia beyond project closure in 2018, and limited evidence on contributions to South-South cooperation in key UNDP mandate areas.

³⁹ United Nations Mongolia, “2017-2019 UN Mongolia Country Results Report (UNDAF 2017-2021)”, 2020, p.14. According to key informants, the Ministry of Finance is likely to extend the pilot projects into the social welfare sector.

appears to be a weakness.⁴⁰ Another key concern was the country office tendency for overambitious planning, which contrasted with external challenges such as changes in government, and government institutional capacity constraints more generally, and the absence of a realistic and integrated costing and financing strategy at the national level. Weak local governance systems, low subnational (vertical) policy coherence, and a monitoring and evaluation (M&E) system that is not fully integrated into government decision-making further hampered performance.

Finding 3 – Results with regard to building the resilience of the poor to shocks were very limited, not least due to the delayed start of work in this area. UNDP has contributed to equitable, sustainable and low-carbon urban development, but progress lacked institutionalization and scale-up through Mongolia’s Nationally Determined Contributions framework.

UNDP achieved several results towards building the resilience of the poor to shocks, from developing a smart phone application,⁴¹ to providing assistance to herder households affected by *dzud*, and was instrumental in the United Nations response to COVID-19. However, the primary objective of the Disaster Risk Reduction (DRR) programme, to support the creation of subnational disaster management plans, seems to have slipped. Progress towards set indicators is off-track or at risk, questioning whether the achievements of past programme cycles can be sustained.

A key challenge was the country office’s inability to secure funding on time, in particular due to prolonged approval processes by GCF, which finally signed its agreement with the country office in November 2020. Rather than revising its results framework, the country office relied on the “Nationally Appropriate Mitigation Actions” (NAMA) project alone to achieve the targets.⁴² The project, which helped lay the basis for market transformation for energy efficiency in the construction sector, was thus measured against unattainable indicators such as “investments leveraged for climate change adaptation” (indicator 1.6.1) and reduction of GHG emissions (indicator 1.10.1). Continuity with past work was also hampered by external factors such as changes in government and staff turnover, and by internal factors such as low UNDP staff morale and weak monitoring data overall.

Other projects, such as the eight small-scale initiatives tackling livelihoods at local level (output 1.7), made commendable efforts in participatory planning and implementation (e.g. with pasture user groups) and inclusion of women (such as the collection of sex-disaggregated data for a baseline study and gender-balanced participation at trainings). These projects did not, however, achieve their stated aim of boosting the incomes of affected communities, and are a salient example of programme fragmentation (see finding 1) and high managerial costs. Taking a step back, these small projects throw up the question of balancing downstream work, potentially bringing tangible benefits to rights-holders in a shorter time frame, and upstream work to tackle longer-term policy and institutional changes, within outcome area 1 and for UNDP Mongolia overall. This may require rethinking.

Air pollution in Ulaanbaatar is a major concern. UNDP aimed to foster equitable, sustainable and low carbon urban development through support to Ulaanbaatar City’s SDG Road Map and the NAMA project mentioned above. The

⁴⁰ NGO/ CSO engagement was mainly through the small grants and Sounding Board meetings. Public consultation processes on legal framework revisions were the main platforms for multi-stakeholder engagement. The two main private sector coordination bodies, the Business Council of Mongolia and the Mongolian National Chamber Of Commerce and Industry, seem not to have been considered as UNDP partners. They are large membership-based coordination mechanisms aiming to create an enabling environment for inclusive economic growth by leveraging laws and policies and policy dialogue.

⁴¹ The smartphone application, developed in cooperation with the National Emergency Management Agency, aimed to raise awareness and improve stakeholder skills for disaster risk reduction and response.

⁴² The CPD outputs against which NAMA was assessed are output 1.6 (setting up the institutional and legal framework for the implementation of mitigation and DRR measures) and output 1.10 (fostering the adoption of low carbon and energy efficient technology by city governments).

SDG Road Map was implemented on time,⁴³ but – in the view of this ICPR – has several flaws, including a lack of focus on poverty reduction, employment and associated gender issues, a confusing M&E framework, and low feasibility in terms of implementation. The NAMA project has successfully addressed some of the barriers to adopting energy efficient technologies in the construction sector, but its contribution to actual emissions reductions over the course of the current planning cycle has been limited.⁴⁴ Going forward, as noted in its terminal evaluation, future NAMA-like interventions should be embedded within the Nationally Determined Contributions framework, rather than being “separately institutionalized”, ensuring a common understanding of priorities among stakeholders. Lessons from this innovative effort must be learnt to address future long-term constraints to promoting energy efficiency in the construction sector in Mongolia.

Finding 4 – National capacity building to implement and manage green development in Mongolia yielded mixed results. Despite a favourable legal and policy environment, declining development finances and a lack of political will significantly hindered progress. This presents significant challenges to maintaining the critical ecosystem services needed to support the livelihoods of vulnerable groups.

Mongolia is experiencing increased land and pasture degradation, some desertification due to mining and overgrazing in rural areas, as well as water deficits due to climate change. The legal environment for the sustainable management and use of natural resources is strong, and aligned with international norms and national priorities.⁴⁵ Mongolia’s weak environmental performance in spite of this reflects the limited capacity of national and local stakeholders to implement and enforce the legal framework, including a lack of transparency in licensing allocations and permit enforcement, and limited civil society participation in natural resource management processes.⁴⁶

During the period under review, UNDP exceeded its target of expanding the areas of state and local protected areas (SPAs and LPAs) in Mongolia by 0.6 percent, through the cumulative effort of three interventions which started in the previous CPD and ended in 2017-2019.⁴⁷ The IEO /UNDP accounted for an expansion of 4.99 million hectares (ha) (4.82 million ha of LPAs and 0.17 million ha of SPAs) through the “Land Degradation”⁴⁸, “Managed Resource Protected Area”⁴⁹ and “Ecosystem-Based Adaptation”⁵⁰ projects. Relative to the total land area of Mongolia (1,553,560 km²),⁵¹ this represents a 3.21 percent increase of specially protected areas, which is higher than the 0.6 percent targeted by the country programme (see output 1.5 in annex 1).

⁴³ This ICPR understands that Ulaanbaatar City’s SDG Roadmap was approved but subsequently put on hold.

⁴⁴ While the potential lifetime energy saving and GHG emission reduction of the five demonstration projects was estimated at 134 Gigawatt hours and 48,140 tonnes of CO₂ equivalent, for a conservative 14-year project life time, actual potential GHG reduction for the three years between the end of this project and the current country programme is about 10% of the target set under output indicator 1.10.1.

⁴⁵ In the past 25 years, Mongolia has approved more than 30 environmental laws and several hundred environmental regulations, bylaws and policies, all the result of decade-long efforts by UNDP and other agencies such as FAO, World Bank and SDC. See: Final Evaluation of Strengthening Environmental Governance In Mongolia - Phase II, UNDP, 2014.

⁴⁶ Evaluation of UNDP’s development cooperation in middle income countries; Mongolia case study note (2020).

⁴⁷ Terminal Evaluation Report, Land Degradation Offset and Mitigation in Western Mongolia, 2019; Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017;

Terminal Evaluation Report, Mongolia’s Network of Managed Resource Protected Areas, 2018.

⁴⁸ Terminal Evaluation Report, Land Degradation Offset and Mitigation in Western Mongolia, 2019.

⁴⁹ Terminal Evaluation Report, Mongolia’s Network of Managed Resource Protected Areas, 2018.

⁵⁰ Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017.

⁵¹ See: <https://data.worldbank.org/indicator/AG.LND.TOTL.K2?end=2018&locations=MN&start=2018&view=bar>

UNDP contributed to improving the planning capacities of local governments to implement land degradation offset and mitigation initiatives, as well as ecosystem-based adaptation frameworks.⁵² There is some evidence that capacity building for officials of the Ministry of Environment and Tourism improved draft legislation regarding biodiversity offsetting, management of natural resources and rehabilitation of degraded land after mining activities and the promotion of human rights. Similarly, efforts were noted in strengthening the rule of law and mutual responsibility of stakeholders in decision-making processes related to social inequality, environmental degradation and human rights violations in the mining sector.⁵³ UNDP also achieved moderate results with regard to enhanced community participation in the management of LPAs and improved stakeholder engagement in the promotion of sustainable value chains, notably through the establishment of the sustainable cashmere platform, which provides a framework for leveraging private sector resources and to link herders to fair markets.⁵⁴ Factors that enabled the achievement of those results were: the UNDP holistic approach to natural resource management; the application of cross-sectoral and landscape-level planning; the existence of an adequate policy and regulatory framework; the use of learning-by-doing approaches in technical capacity development; and the increasing participation of national and local stakeholders, including local governments, community-based organizations and the private sector, notably mining companies (see supporting evidence for output 1.3-1.5 in annex 1).

Other planned UNDP interventions did not yield the expected results, or only to a limited degree. This includes national capacity building in the area of biodiversity conservation (Nagoya Protocol and the Biodiversity Finance Plan) and resource mobilization in support of inclusive and sustainable livestock value chains, namely the targeted private equity investment. The small-scale nature of training activities⁵⁵ and limited evaluation of trainings were of concern, both in terms of efficiency and potential for scale-up. Other challenges included frequent changes in government leadership, the limited fiscal space of the Government of Mongolia due to instability in the mining sector recently exacerbated by the COVID-19 pandemic, and lack of political will, especially in support of activities addressing overgrazing in rural areas, as manifested in slow vertical fund implementation by the Government, and delays in approving the laws, guidelines and strategies generated through UNDP support. Further, limited cooperation with other United Nations agencies (such as the Food and Agriculture Organization [FAO] on the promotion of a sustainable livestock value chain) and the limited availability of human resources⁵⁶ at the country office level were hindering factors. There is a substantial risk that UNDP could lose ground in one of its key traditional areas of work with the Government, given the overall reduction of international development financing flows to Mongolia⁵⁷ and the overall drop in Global Environment Facility (GEF) funding, which accounts for three of the five projects in this portfolio.

⁵² Refer to supporting evidence of output 1.3-1.5 in Annex 1.

⁵³ Environmental Governance for Sustainable Natural Resource Management (SEPA EGP).

⁵⁴ [Official Launch of Mongolian Sustainable Cashmere Platform on 20 November 2020.](#)

⁵⁵ BIOFIN capacity development activities were limited to (a) a pilot training on "Environmental planning and financing" in cooperation with the National Academy of Governance and led to the development of an online training module; (b) a study tour on inclusive meat business for representatives from two locally protected areas; and (c) a training session for officials from the National Centre for Livestock Gene Bank on improving the nucleus herd.

⁵⁶ While available human resources are adequate for the implementation of current projects in the natural resource and climate change portfolio, there is a lack in leadership at the cluster level to push for resource mobilisation in this area and support upstream activities.

⁵⁷ See figure 2 in the Statistical Annex.

Outcome 2 - Voice, participation and accountability

By 2022, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized.

Review question: What progress has UNDP made towards planned country programme outputs, and how is this contributing to UNDP/UNDAF outcomes in the current programme period?

Overview of outcome 2: The UNDP contribution to meeting outcome-level targets was rated as **“moderate plus”**. In other words, UNDP influences the improvement of voice, participation and accountability in Mongolia to a moderate or higher degree. UNDP is on track to meet its targets for the outputs on women’s leadership, boosting civil service effectiveness and the governance of extractive industries. It is, however, off track to reach the indicator target on citizens’ engagement. Significant contributions were made to indicator 2.2.1 (number of women benefiting from measures supporting their leadership role), indicator 2.3.1 (number of government agencies adopting informed anti-corruption plans), indicator 2.4.1 (number of complaints received) and indicator 2.4.2 (human resources procedures meeting minimum benchmarks). The UNDP role in achieving the targets for indicators 2.1.1 (number of public hearings) and 2.1.2 (effective mechanisms to engage civil society) was weak. While outputs are appropriately linked to the outcome level, and there is a line of contribution from UNDP to changes in the UNDAF outcome and associated indicators, the contribution of other factors is hugely significant (i.e. the political, social and cultural factors contributing to good governance). Although outcome indicators include a focus on youth participation, there was no corresponding UNDP effort or output indicator that targeted young people (or marginalized groups).

Finding 5 – UNDP is uniquely positioned for governance work in Mongolia. However, UNDP currently has a relatively narrow governance portfolio. Unlike in the past, it is not supporting wider initiatives on government accountability (citizen and civil society engagement or anti-corruption measures).

UNDP is recognized as a key government partner in Mongolia and a facilitator of multi-stakeholder dialogue on governance reform. UNDP has a very strong reputation in the country,⁵⁸ especially among government officials, based on a legacy of heavy support and engagement for 40 years, especially during the transition to a market economy and multiparty system after the fall of the Soviet Union. The Partnership Survey 2019⁵⁹ found that governance support is the most valued UNDP contribution in the development of the country. UNDP is therefore well placed to pass some tough messages to the Government, in line with its human rights-based approach to development, which prioritizes the role of the Government in serving its citizens as rights-holders, and being “downwardly accountable” for its actions. Citizens of all walks of life have a right to be heard and participate in decisions that affect them.⁶⁰ The review detected some path dependency in the country office’s engagement with

⁵⁸ Key informants noted that “UNDP is central to Mongolia’s identity”, “everybody takes UNDP seriously”, and “no door is shut to UNDP”.

⁵⁹ UNDP Partnership Survey 2019, Mongolia respondents 28 in total: eight government, six civil society, four United Nations, four private sector partners, two bilateral agencies, two non-United Nations partners, two IFI.

⁶⁰ “A human rights-based approach is not only about expanding people’s choices and capabilities but above all about the empowerment of people to decide what this process of expansion should look like”. “It not only defines the subjects of development, largely confirming UNDP present policy priorities, but it also translates people’s needs into rights, recognising the human person as the active subject and claim-holder. It further identifies the duties and obligations of those against whom a claim can be brought to ensure that needs are met.” UNDP, A Human Rights-based Approach to Development Programming in UNDP – Adding the Missing Link. UNDP 2015.

the Government of Mongolia,⁶¹ focusing somewhat narrowly on local governance, capacity development, women's political leadership, citizen engagement and civil service reform, and avoiding more sensitive issues. Key informant interviews (KIIs) with United Nations agencies and civil society representatives, and a scan of UNDP public statements made in Mongolia, testify to the limited engagement of UNDP in promoting the United Nations human rights-based agenda, including speaking out against corruption and giving voice to those that are silenced.

Civil society voice can be a major conduit for enhancing government accountability and is an area where UNDP has significant global experience. Improving engagement with civil society in Mongolia has been a recurring recommendation from past evaluations.⁶² Recent country office management responses suggested that the office would embark on new initiatives focusing on youth and citizen engagement and implement a whole-of-society approach, for which a strategy for the engagement of civil society organizations (CSOs) in SDG implementation was to be developed. However, this review was unable to identify a CSO engagement strategy, platform or framework. CSO-related initiatives such as the "Sounding Board", a small local-level grant scheme, the "model session procedures" for citizen-representative *hurals* (CRHs),⁶³ support to preparing the CSO report to the Voluntary National Review, and youth engagement for building synergies between institutions, private sector and youth are commendable, but do not add up to a coherent or strategic whole.

The civil society sounding board met in September 2020 to comment on seven 'transformative missions' that UNDP Mongolia hopes to embark on in the future (as identified by the country office reference group). While this engagement is clearly a step in the right direction, the feedback received was that speaking time allocated to sounding board members was too short to make significant proposals for change, suggesting that validation rather than critical comment was sought. The small grants scheme (under output 2.1) could, in principle, be an important contribution to fostering civil society engagement in decision-making processes at local level, thus creating precedents for participatory decision-making, budgeting and oversight. However, it is very limited in scale and has not performed strongly. In total, 23 grants (24 percent of the total) were implemented by NGOs over the last four years (2017-2020), and challenges were encountered in implementation processes and pairing NGOs with CRHs (local councils).⁶⁴ Interviews with civil society representatives also noted limited space and knowledge to engage with the Government, at both national and local levels. There was a general perception among key informants that UNDP has been less actively engaged with civil society in recent years than other United Nations agencies.

KIIs with Government and partners singled out fighting corruption as an area where the UNDP normative voice could be louder. The country office's only direct intervention is focused on corruption in the extractive industries, while work on ethics in the civil service is more indirectly concerned with corruption, among other issues of professional integrity. UNDP policy work has effectively informed the Government's action plans in this area, but is not fully capitalizing on past work to prevent corruption across broader government and society to sustain development gains.⁶⁵ According to key informants (partners, donors, government and civil society), future initiatives could support other decision-making processes that are susceptible to corruption, such as in health and

⁶¹ KIIs noted that the UNDP way of interacting with the Government of Mongolia was entrenched in certain patterns of behaviour and around certain governance topics, without much room for innovation.

⁶² ADR Mongolia 2011; CPAP Outcome Evaluation 2015.

⁶³ The model CRH session procedure is a good step towards institutionalization: It has articles on engaging the public, and most CRHs adopted the model session procedure after the 2020 elections. Moving from procedure to widespread routine practice remains challenging.

⁶⁴ There are plans for *hurals* to be paired with appropriate NGOs or local resource persons to support project implementation. It is unclear whether this engagement would add up to an established platform and how progress would be monitored.

⁶⁵ Project "Support to Integrity and Transparency Efforts in Mongolia", 2008-2011; comprehensive study/ review of the constitution to inform the parliamentary working group; support to drafting of legislation and policy, including the 2015 national anti-corruption strategy.

the management of resources, and bolster the digital transformation of government services. Current UNDP efforts on accountability for a professionalized, ethical and performance-based civil service, the development of gender-sensitive human resource procedures and the establishment of Ethics Councils, in the view of this ICPR, are strategic and need to be pursued and strengthened further. There is momentum in the Government of Mongolia to strengthen the enforcement of laws and procedures for the ethical behaviour of public officials. This is timely, as the inflow of COVID-19 related response and recovery funds will also require transparent and accountable governance able to deliver services effectively.

Finding 6 – UNDP has progressed, with good results, in strengthening legislation, reforms and capacity strengthening of the civil service, and enhancing the voice and representation of women in political processes. These programmes benefitted from solid partnerships and the positive legacy and reputation of UNDP in the governance arena. The achievement of results was hampered by the long-term nature of envisioned change, paired with a lack of intermediate level progress indicators and the absence of experimentation.

UNDP support has been instrumental for the Government to progress towards strengthening the legal framework for local governance. UNDP technical assistance on the Constitutional Review (2015 and 2016) informed amendments to the Constitution passed in 2019.⁶⁶ The country office is on track to achieve its intended results relating to strengthening the legal and policy framework for an independent, professionalized and performance-based civil service. Some achievements include UNDP technical assistance to drafting the Regulation on Developing Job Descriptions in 2019, and improvements to the public scrutiny of draft laws and public administration performance. UNDP has reached its targets with regard to enhancing the capacity of local councils through training for local officials to fulfil their functions. The development of guidelines for procedures for dialogues with citizens, trainings, small grant programmes for CRHs, technical support and knowledge management, and tailored and dedicated interventions for women are also on track. Affected changes in the functions of local councils represent important developments against the backdrop of low levels of citizens' trust in political institutions.⁶⁷ Some CRHs are sharing training costs (11 percent of costs are covered by CRHs), which is an indication of the commitment and future sustainability of the initiative.

Leadership training for female elected local representatives⁶⁸ focused on problem-solving, engaging different local actors, and served as a catalyst to address gender issues. For example, UNDP nationwide initiatives in the realm of women's political empowerment were crafted around building the capacity and confidence of locally elected women to effect change, promoting their achievements and encouraging them to re-run for elections or compete for higher-level positions. 2,000 elected women representatives participated in total. The review found some degree of evidence of the women acquiring greater confidence and influence in their decision-making roles at local council level, and of better networking and creation of alliances between women across different levels and parties.⁶⁹

Success factors included political consensus on the relevance of legal reform and administrative decentralization, a solid legal framework, and growing interest in citizens' voice nationally, including responsible corporate citizenship. The UNDP reputation on governance issues, and its long-standing partnerships with key governance

⁶⁶ The amendments supported by UNDP ensure consistency of development policies and stability of planning processes despite changes in government. Two out of three amendments relate to local governance. These were informed by studies commissioned by UNDP, as well as an implementation review of a Law on Administrative and Territorial Units and their Governance.

⁶⁷ SRBM Mid Term evaluation 2018

⁶⁸ Women's leadership training was organized for the 2,164 female CRH representatives across the country. conducted in all *hurals*: 21 *aimags* and their *soums*, and city and district *hurals*.

⁶⁹ MIC Evaluation 2019, SRBM Mid-Term Evaluation 2018.

donors such as the Swiss Agency for Development and Cooperation (SDC),⁷⁰ were also instrumental. Factors hindering the achievement of results included the lack of a national, all-party consensus on priorities for civil service reform (such as how far to push a gender-transformative agenda), high staff turnover especially at local (*hural*) level, low legal and policy expertise at the level of the parliament secretariat, and continued politicization of the civil service. In addition, a male-dominated political culture and persistent gender stereotypes, as well as unavailability of funds and a lack of performance reporting on outcome-level changes (economic, political, leadership status of women, intended or unintended effects of norms and rules, etc.) undermined progress.

Partners and government officials pointed to the need for the governance programme to pilot and demonstrate the impact of policies at local level. While policy-related support was deemed critical in advancing reforms at central level, translating policies into action for tangible results on people's lives was also seen as a crucial component that could be strengthened. One good example of policy innovation and implementation was noted under the policy innovation challenge, which contributed to doubling the voluntary pension enrolment of *soum* herders during the challenge period.

Programme adaptation in response to the Covid-19 pandemic

Review question: To what extent is the adapted programme in sync with relevant local coordination systems and with the efforts of other key actors?

UNDP Mongolia's country programme has not been significantly adapted in response to COVID-19. Rather, some specific activities have been added under the existing programme logic. The programme thus continues to be in sync with relevant coordination systems, chiefly with the United Nations country team (UNCT) through the UNDAF. The broader question (which is beyond the scope of this review) is whether a more significant overhaul might have been called for, given the depth of the current crisis. Through its COVID-19 response, and with new leadership, UNDP has diversified its partnerships with other key development actors: UNDP recently collaborated with the United Nations Children's Fund (UNICEF), ADB, FAO and others, and a civil society 'sounding board' has been created. While creating some initial confusion, the delinking of the Resident Coordinator role from UNDP may have contributed to enhanced relations with partners (see also finding 9).

Finding 7 – UNDP financial and technical assistance to the national COVID-19 response was timely and supported evidence-based decisions, including support to vulnerable groups.

The country office responded to COVID-19 with new projects and, to a lesser degree, by rethinking its strategy for ongoing initiatives. The delivery rate stands at 49 percent at the time of writing.⁷¹ Following the lockdown of borders at the end of January 2020 to reduce transmission from China, the Deputy Prime Minister's Office requested UNDP to commission a "Rapid Socioeconomic Impact Assessment of COVID-19 on Vulnerable Groups and Value Chains in Mongolia",⁷² which became a key guiding document. Stakeholders unanimously commended UNDP Mongolia for its rapid response and thought leadership on this exercise. There is some evidence that the COVID-19 Law passed in April 2020 was influenced by UNDP draft initial assessments and advocacy, which profiled the impact of the crisis on those "left behind" such as the elderly, women-headed households and the families of herders. Through this initiative, and its strong history of poverty research, UNDP is now well positioned to engage more fully in social protection work in Mongolia – a remark and request made by several stakeholders interviewed.

⁷⁰ SDC has been funding the local governance programme since 2008 but will leave Mongolia in 2023.

⁷¹ Source: Atlas-Power-Bi 2020; accessed 22 December 2020. Besides COVID-19, general and local elections may have slowed down delivery in 2020.

⁷² UNDP Mongolia, Rapid Socio-Economic Impact Assessment of COVID-19 Prevention Measures on Vulnerable Groups and Value Chains in Mongolia, UNDP, June, 2020; [UNDP Mongolia \(fliphtml5.com\)](https://fliphtml5.com)

Within the United Nations system, UNDP contributes to the Socio-Economic Response Plan (SERP) as technical lead for the socioeconomic response, under the guidance and coordination of the United Nations Resident Coordinator. UNDP effectively collaborated with many other entities in this role, including the United Nations Population Fund (UNFPA), UNICEF, FAO, International Labour Organization (ILO) and International Organization for Migration, but some criticized the UNDP tendency to support the Government directly, rather than through a concerted United Nations effort. As of September 2020, Mongolia had received over \$500 million in COVID-related support.⁷³ By May 2020, UNDP had received over \$2.5 million in additional funds for its COVID-19 response in Mongolia, and the funding gap for further planned activities under the SERP stood at \$24 million.⁷⁴

Two aspects stand out from UNDP engagement in the COVID-19 response in Mongolia. First, the agency was able to sharpen its profile as a thought leader and analyst on “big picture” work and identifying effective levers of change. Going forward, and building on this experience, COVID-19 may have been a turning point for UNDP Mongolia to move away from project implementation (other than to demonstrate concepts) and raise its engagement to a more strategic level. It is noteworthy that UNDP Mongolia successfully leveraged policy capacity from the UNDP regional hub and headquarters as part of its analytical and assessment work, thus demonstrating UNDP knowledge exchange capacity. Second, UNDP Mongolia used the COVID-19 crisis as an opportunity to rethink its “strategic argument” and programmatic approach. Proposing a “transformation journey”, the country office draws on systems-thinking (including “sensemaking”) and portfolio approaches, to identify seven “transformative missions” to address the development challenges faced by Mongolia in its COVID-19 recovery and beyond. The seven missions highlight a “green recovery” focused on low carbon transition, 21st century value chains and right-sized herding, supported by integrated technology platforms and next generation governance to achieve a rebalancing of the economy and public interest and dignified lives for all.⁷⁵ The recently-raised \$23 million in GCF funding can support this agenda.

Finding 8 – No notable efforts were made to keep country programme documentation (theory of change, results framework) current, despite stark changes in the context and assumptions and crippling resource constraints.

Corporate mechanisms suggest that, so far, COVID-19 has been an additional layer in UNDP programming (through additional financing and additional monitoring/reporting requirements including on the mini results-oriented annual reports (ROARs) and on United Nations/UNDP indicators) with no expectation that pre-existing programming be adjusted. It is therefore unsurprising that UNDP Mongolia’s forward-thinking approach described in previous paragraphs is not matched with full-blown adaptive management under the existing country programming approach. Small programmatic adjustments have been made due to COVID-19, including to the biodiversity project ENSURE and the Cashmere Platform, but no major overhaul has been seen since the programme was first designed in 2017, even when resource mobilization was stalled for several years on some

⁷³ Mongolia received an estimated \$563.4 million in COVID-19 related support (including loans) from the World Bank, International Monetary Fund, ADB, EU, United States Agency for International Development, United Nations, and others. The majority of the funding was from IFIs and earmarked for new programmes, in addition to some repurposing of existing programmes. Some loans may be concessional, which may lead to debt issues later. <https://breathemongolia.org/news-article/a-summary-of-covid-19-relief-and-support-received-by-mongolia/>

⁷⁴ Funds received include: roughly \$1.1 million from the Japanese Supplementary Budget Fund to support the social welfare information system and to digitally empower social workers that are in the frontline of response; \$836,954 from the Joint SDG Fund with UNICEF in July 2020 for SDG financing and development of an Integrated National Financing Framework for Mongolia to maintain and accelerate the progress on SDGs in and beyond COVID-19; \$50,000 from Trac3 for a rapid socioeconomic impact assessment; \$120,000 from Trac2 to address disrupted value chains; \$192,600 of Rapid Response Funding to assist the Government in developing a national COVID-19 recovery strategy that comprehensively responds to economic and social dimensions based on socioeconomic impact assessments; a \$350,000 proposal to support a green recovery by providing technical assistance to develop new green financial Instrument-Debt for Climate Swap submitted under the Rapid Recovery Framework. UNDP, Covid-19 ROAR (Mongolia: UNDP, May 2020).

⁷⁵ UNDP Mongolia, ‘Strategic Argument Evolution’, Version 14, UNDP Mongolia, September 2020.

output areas. Over the years, country programme documentation has not been kept fully current: This review found no evidence of rethinking (or finalizing) the current theory of change or CPD RRF, for instance, or improvements or updates to the M&E system (removing finished projects, revising and updating indicators and targets). Recently, the approach taken was to add COVID-related results under existing outputs, in some cases to beef up performance for outputs otherwise “off track” (e.g. output 1.8⁷⁶). The ICPR found limited evidence of COVID-19 reprogramming adversely affecting existing programmes, but this should be watched closely.

In 2020, the country office was selected by headquarters to conduct a ‘sensemaking exercise’ to assess the validity and relevance of the CPD and interventions to contribute to the CPD results framework. The exercise recommended that UNDP Mongolia move from a solution provider to a solution facilitator, embedding innovative approaches into its programme design and implementation strategies. This should include adoption of a systems-thinking approach, to inform the upcoming Common Country Assessment (CCA) and theory of change discussion, ahead of formulating the new country programme and its results framework. It is not clear whether or how the results of the exercise are being integrated and utilized in the current programming cycle. The seven transformative missions put forward in the ‘strategic argument evolution’ appear to relate to the next programme cycle, starting in 2023.

3. PROGRAMME STRATEGY AND MANAGEMENT

Review question: How has UNDP performed in planning, implementation, reporting and evaluation of development results?

UNDP has had mixed results in this area. **Planning** was flawed in several regards, including that the vision/ Theory of Change document was neither finalized nor kept current. Outcome area 1 is highly fragmented and does not add up to a coherently designed portfolio. Indicators do not fully capture what they set out to measure (the outcome/ output). **Implementation** was mostly well done. Key enabling factors include the strong trust the Government of Mongolia places in UNDP based on a long history of successful collaboration, the solid legal framework in place in most programme areas, as well as the professionalism of UNDP staff and their capacity to mobilize expertise when needed. Key hindering factors include donor dependency and weak programme coherence, shortages in UNDP human and financial resources, high government staff turnover and continued politicization of the civil service. **Reporting** was largely complete but tended to overemphasize the positive and did not show clear signs of learning from challenges. The **evaluation** of development results has been adequate.

Finding 9 – The UNDP vision for how it intends to add value to development in Mongolia needs updating, clearly bringing out its niche and added value in a changing development landscape.

As an international organization, UNDP is known globally for intellectual leadership on human development paradigms, a history of universal presence, and strong institutional networks with multiple ministries, enabled by its broad mandate. In Mongolia, the path forward is muddled by many conflicting demands. On the one hand, UNDP Mongolia is yet to fully live up to its middle-income country mandate as analyst and thought leader regarding the ‘big picture’ of Mongolian development challenges and landscapes. This would require the capacity to identify real needs, effective levers and mechanisms for change, and tackle strategic areas that are perhaps left unaddressed by other actors in Mongolia, bringing in policy capacity from regional hubs and headquarters as well

⁷⁶ UNDP Mongolia - Engagement Facility - COVID-19 Socio-Economic Assessment and UNDP Mongolia - Engagement Facility-Covid19 - Rapid Response Facility (2020-2020).

as independent international expertise and best practice. This vision is at odds with UNDP as an implementer of (micro-) projects, or an overall coordinator of the United Nations system, and suggests some degree of decoupling from the Government as a sole and privileged partner. On the other hand, progressive positioning at subnational and local levels to support last-mile challenges, and a renewed emphasis on inequality, vulnerability and exclusion, have also emerged as key priorities, recognizing that many challenges remain despite the country's middle-income status, including the distribution of wealth and the environmental consequences of accumulated wealth. UNDP Mongolia's decisive move into the innovation space, with the Resident Representative part of the UNDP NextGen leadership, an A-Lab slated to open in 2021,⁷⁷ and 'sensemaking' and visioning exercises ongoing, will need to be supported by experimentation and small-scale demonstration projects on the ground. This requires risk-taking and appreciating failure as a strategy for achieving success in the long run.

Decoupling from the Government and embracing a wider partnership portfolio is also challenging. UNDP has long been the "go to" agency for the Government of Mongolia, a reliable implementer committed to supporting country-led efforts for achieving the 2030 Agenda, and sourcing its revenue from projects that directly involve partnership with the Government. It is unclear from this review whether the Government would be open to receive more innovative and potentially disruptive support from UNDP, even if free of charge, and raise the level of engagement to a more strategic level. For instance, one idea floated was for UNDP to facilitate macro-economic advice to the Government, from a "leave no one behind" perspective. While UNDP COVID-related support suggests that there is such an opening, other evidence, including KIIs, suggest otherwise. Finally, to leverage resources, for instance loans received from international financial institutions (IFIs) or grants in the environment/climate realm, UNDP remains tied to the Government as line ministries would need to 'outsource' funds to UNDP.

Finally, UNDP is still finding its niche as an 'integrator' for development in Mongolia and seems to struggle in communicating the concept and operationalizing its implementation. UNDP had not yet addressed stakeholders' lack of clarity about the different roles of the UNDP Resident Representative and the United Nations Resident Coordinator. Multiple informants noted that the separation from the Resident Coordinator role has been difficult, and more so since it happened during a pandemic where, because of urgency and habit, Mongolian officials continued to draw heavily on UNDP.

While generally collaborating well with other bilateral and multilateral actors, full-blown partnerships with other United Nations agencies have not been frequent during the programme cycle examined. Rather, UNDP had a tendency to "go vertical" and work straight with the Government. At the strategic level, UNDP thus operated mostly alone in its traditional domains of comparative advantage such as governance and environment, despite the presence of other relevant agencies. The review found some evidence of UNDP working with sister agencies at the project level, such as the joint work with the United Nations Environment Programme (UNEP) on the Poverty-Environment Initiative, with UN Women and UNFPA on the governance portfolio, with UNEP and FAO on UNREDD+, and with UNICEF on air pollution. Work on implementation of the SDGs requires more (and perhaps different) partnerships with United Nations agencies. Some movement in that direction was noted over the course of 2020, such as collaboration with both UNICEF and UNEP on SDG budgeting.

Finding 10 – The programme cycle was characterized by instability in terms of financial and human resources which hindered full realization of the planned programme. UNDP Mongolia funds only 9 percent of its programme from core resources and receives limited government cost-sharing. It thus remains heavily dependent on donor funding, particularly vertical funds, which is not always disbursed on time. Staffing fluctuated greatly, with downsizing at the beginning at the programme cycle and expansion expected for 2021/2022 with the arrival of long-awaited non-core resources.

⁷⁷ Even if initially time-bound and coming with three professional staff but no funds, it is expected to make a dent given the fertile environment (educated population, easy access to Chinese tech, etc.).

Resource mobilization in the context of decreasing ODA (see figure 3, Annex 2) and a tightening donor landscape⁷⁸ was a challenge for the country office early in the current programme cycle.⁷⁹ The country office planned for a budget of \$50.47 million across the two outcomes over the CPD cycle. In the first three and a half years of the six-year cycle it was able to secure only 30 percent of the planned cycle funds and expended just under \$5 million annually, the vast majority from non-core funding (see figure 4, Annex 2). UNDP Mongolia receives the lowest amount of core resources in the region (\$350,000 per year), which funds 9 percent of the programme.

There is an expectation of government cost-sharing, given Mongolia's middle-income country status and the huge mineral wealth in the country, in line with the UNDP business model for national implementation modality (NIM). NIM gives greater ownership to the Government, which can enhance the uptake of policy advice and the sustainability of programmes, as clearly noted in this review with local government cost-sharing in Mongolia. Of concern is the size of cost-sharing overall which stands at just 4 percent of country office total expenditure per year.⁸⁰ While there are many reasons for the slow shift in this direction in Mongolia, including pressures related to the debt crisis, shrinking fiscal space, and now the COVID-19 pandemic, this is also an indication that the UNDP business case may not yet be entirely convincing. This is a vicious circle as an office "busy reacting to donor priorities", as one key informant put it, will have trouble defining its niche and raising resources for its own agenda. UNDP Mongolia thus remains heavily dependent on vertical funds for its programme, particularly from GEF and GCF. These funds come with strings attached, including parallel M&E systems and minimal staffing, and fund agreements can involve lengthy negotiations and preparations, as seen in case of the \$23 million GCF funds approved in late 2020.

New funding opportunities were successfully seized in 2020, however.⁸¹ First, the country office received roughly \$1.4 million for response and recovery to COVID-19. Second, the UNDP SDG financing proposal under the United Nations Joint SDG Fund, which includes government cost-sharing, was successful and will be implemented with UNICEF and UNFPA. Third, two large initiatives are in pipeline, signed in 2020, to include a €7.4 million EU-funded project on public financial management, to be implemented with FAO and ILO, as well as a \$23 million GCF project on climate adaptation. Other projects in the pipeline include an initiative on gender equality in political decision-making funded by the Korea International Cooperation Agency and estimated at \$4.8 million, and smaller initiatives with ILO (debt swap and eco-tourism). This is emblematic of the current momentum on resource mobilization, which has not yet been used, however, to leverage ethical and appropriate private sector partnerships and funding directly from IFIs. There is also room for improvement in donor coordination, along the lines of the Cashmere Platform which set a positive example for systems-thinking.

An important downsizing exercise took place at UNDP Mongolia at the end of the last programme cycle in 2016.⁸² The country office currently has 34 personnel – 14 fixed-term appointments, 16 on service contracts funded by projects, and an additional four personnel on service contract for administrative backstopping, including to the Resident Coordinator's Office and non-resident agencies. The programme portfolio is carried by only three national programme officers at NOA/B level; with the Assistant Resident Representative post at NOC level frozen. The review found that UNDP Mongolia is not adequately staffed to effectively play its role as an integrator. While

⁷⁸ Some of the big donors such as USAID have left the country following its graduation to middle-income/stable democracy. With GIZ and the SDC slated to leave by 2023, the EU and Canada are the only major donors left locally.

⁷⁹ Key contributors to date were GEF (27 percent), SDC (17 percent), the Canadian Department for Foreign Affairs, Trade and Development (15 percent), UNDP regular resources and funding windows (13 percent) and the United Nations Multi-Partner Trust Fund Office (11 percent); see figure 6 in Annex.

⁸⁰ The trend is upward: In 2019, the country office has mobilized \$200,000 through government cost-sharing under the SDG localization project; in 2020, it has mobilized government resources for SDG financing.

⁸¹ UNDP Mongolia, 'Annual Business Plan', accessed August 2020.

⁸² According to key informants, staff experienced the restructuring as demoralizing, particularly the downgrading of some positions and the departure of international staff.

more junior staff bring enthusiasm and can drive the country office innovation agenda, the office lacks mid-level and senior officers who can interact with other intergovernmental organizations, leverage resources, and above all provide high-impact policy advice. Partners in Government and other international organizations noted that UNDP seems overstretched, and that this may be affecting effective programme management, especially M&E and reporting. Delivering on the current portfolio, additional COVID-19 related work, and portfolio expansion such as into SDG financing, will affect UNDP Mongolia's staff capacity and business model.⁸³ The country office is aware of these challenges and has been proactive in requesting a functional review to ensure that the office structure and capacity respond to the changes ahead. As a small office in a middle-income country, the shrinking budget has kept the management efficiency ratio high (24 percent on average over the period 2017-2020⁸⁴). However, with additional funds in the pipeline, this is likely to decrease in the near future, providing a potential opening for bolstering the programme team.

At 65 percent, women make up the majority of UNDP Mongolia's staff, including in senior leadership and among those holding stable contracts. Given the relatively young demographic of female staff in the country office, and prevailing gender norms in the country (women's roles as care givers and low awareness of women's contributions in politics, economy and society), it is crucial that the office allows for flexible working arrangements and continues to rank female staff commensurate with the posts they occupy, and their experience. The country office has not had a dedicated gender officer since late January 2018.

Finding 11 – UNDP Mongolia work on governance, as well as recent COVID-related initiatives, are largely rights-based in design and emphasize “no one left behind” principles. In contrast, most interventions on the environment-poverty nexus have a more indirect focus on gender and support to vulnerable populations.

UNDP Mongolia is missing an office-wide gender strategy, Gender Equality Seal,⁸⁵ or outcome-specific gender analysis. Entry points for gender-transformation and “leaving no one behind” are therefore not clearly identified. The UNDP gender marker system (GEN0-GEN3)⁸⁶ indicates that 60 percent of the CPD budget is allocated to projects for which gender equality is a significant objective (GEN2), while 38 percent intended to contribute to gender equality in only a limited way (GEN1). Most projects rated GEN2 or higher are clustered in the governance area (outcome 2), including one output dedicated entirely to the empowerment of women in political leadership (output 2.2). This output (marked GEN2) is appropriate in the national context, given the low percentage of female elected representatives contrasted with high female educational attainment.⁸⁷ This ICPR assessed the gender-responsiveness of programmes by independently validating the gender marker ratings assigned by the country office, based on gender-related results reported in ROARs and project-level reporting and highlighted in KIIs. The analysis confirms that the environment-poverty portfolio is lagging behind, with many instance where no gender-related indicators were in place and no evidence of contributions made to gender equality and the empowerment of women (Annex 5 contrasts the country office GEN marker allocation with the IEO assessment).

⁸³ The incoming vertical funding in particular poses a problem: UNDP Direct Project Costing means that the country office can charge only minimal staffing costs to vertical funds and may struggle to recover the costs entirely. The country office has been absorbing, with its financial reserves, the cost of developing projects funded with vertical funds.

⁸⁴ Source: PowerBi-Atlas (2021). <https://app.powerbi.com/groups/me/reports/65efb00e-89c1-4ad3-bd7c-374ea1af5ee5/ReportSection14b2b9318521e16cca50>

⁸⁵ The Gender Equality Seal is a certification provided to country offices when they complete a set of specific gender standards.

⁸⁶ The gender marker system is the UNDP corporate instrument enabling the monitoring of programmatic intent and expenditure with regard to gender equality and the empowerment of women.

⁸⁷ In the recent elections, women won 17 percent of parliamentary seats. In contrast, women surpass men in attainment of education and science at all levels, e.g. 71.1 percent of women complete upper education compared to 63.8 percent of men and 61 percent of all university students are female. Source: World Bank Open Data: Country Profile Mongolia. Mongolia NSO 2019.

Gender thus appears not to be strategically mainstreamed across outcome 1, hampering the achievement of transformative results. Some projects contributed to change at the output level, including outputs 1.4 and 1.5, and the COVID-19 socioeconomic assessment. At the level of programme effectiveness, it remains impossible to ascertain who benefited from UNDP interventions as data disaggregation is minimal. In addition to missing sex-disaggregation (available only for certain projects such as ENSURE and BIOFIN), the absence of disaggregation for age and disability means that intersectionality cannot be assessed. Gender-specific indicators are overall scarce and of low quality (e.g. Ulaanbaatar City SDG Road Map), and not clearly aligned with official statistics. Available documentation indicates that gender-targeting is fairly well applied (such as encouraging the participation of female participants and outputs 1.4 to 1.7 and 1.10), that community-led activities may have some empowering effect on women (such as building a reservoir for safe drinking water, participation in decision-making in land use and natural resources management, and output 1.4) and that gender-specific data and policy advocacy in the context of COVID-19 had a significant effect, pushing the Government to mainstream gender perspectives in its planning and pandemic response. Overall, measurement of the UNDP contribution to the lives of women and vulnerable groups remains sketchy, with repercussions for decision-making, corporate accountability and learning.

Under outcome 2, in contrast, gender equality and women's empowerment are squarely positioned as accelerators of development. Gender-sensitive governing institutions and the empowerment of female elected officials are seen as hallmarks of good governance. The outcome addressed capacity gaps and support measures for elected women to better conduct their leadership roles in local councils. The outcome more clearly addressed power imbalances in decision-making and access to resources, such as through workplace harassment training and investment in gender action plans (civil service), or by providing small grants and involving women in designing solutions (in CRHs). Efforts to enhance governance in extractive industries, however, yielded no measurable or perceivable results regarding gender or vulnerable groups.

Finding 12 – The country office has implemented an effective approach to monitoring and evaluating the performance of its programme. However, some impacts of UNDP work in Mongolia are at risk of staying out of focus due to unfit or restrictive indicator and target formulations, failure to consolidate the achievements of related projects, unavailability of data and limited harmonization between monitoring frameworks within the same outcome area.

According to the UNDP Partner Survey, programme implementation and reporting are strong areas of the country office performance.⁸⁸ Indeed, the ICPR found that all projects reviewed have M&E plans in place, albeit of uneven quality. Further, the country office evaluation plan was fully implemented (all 13 planned project evaluations completed), with 57 percent of evaluations rated as satisfactory and above, which is well above the regional and global averages. The country office has good coverage of project-level evaluations across the resilience and ecosystem workstream, but only one project evaluation was undertaken pertaining to governance. No outcome evaluations were conducted besides this ICPR, making synthesis work (while not mandatory) an area for further growth and improvement. The country office also assists with M&E training and promotes results-based management practices at government and partner levels. More efforts could be made to implement post-workshop surveys to assess the quality of the trainings and track results not captured by current indicators (which are usually at the level of participant numbers by sex).

Harmonization of project- and donor-specific M&E systems remains a challenge. The review uncovered examples where UNDP failed to consolidate monitoring and reporting on its achievements across initiatives and therefore

⁸⁸ 2020 UNDP Partner Survey. 67 percent of respondents strongly agree that UNDP has quality reporting (question 8) and 74 percent of respondents were in agreement with the statement that UNDP brings most value in programme and project implementation (question 6).

could not showcase the full extent of its results. For instance, three projects on SPAs closed in 2018/9 but failed to report on integrated results, including late or spillover effects of the interventions.⁸⁹ Similarly, the civic engagement output, measured by the number of public hearings and mechanisms for engagement, is reported as exceeding its targets six-fold,⁹⁰ indicating weak planning and/or poorly set targets. These indicators fail to measure and provide a reliable indication of country office progress towards outputs which, as a result, negatively affects the capacity of UNDP to present a compelling and credible narrative of its achievements. While reporting was largely complete (only one project had significant gaps), it overemphasized the positive and tended not to discuss – or demonstrate learning from – challenges encountered. The ‘all green’ dashboard initially provided in the self-assessment for this very review is an indication of this.

Coherence between indicators across the results chain is also limited. Several output indicators do not directly relate to output statements or lack short-term and realistic targets. Weak interlinkages between outputs, and lack of harmonization between their monitoring frameworks, hamper the measurement of their contribution to outcomes. Many outcome-level indicators are not specific to the UNDP contribution⁹¹ and lack an adequate focus on outcome-level behaviour changes. More clarity and detail are required on the tools and methods for data collection (means of verification) and how these have been adjusted over time. There is also lack of consideration for gender dynamics (e.g. data disaggregation and specific gender indicators) and for age (e.g. to measure impacts on youth or the elderly).

4. RECOMMENDATIONS AND MANAGEMENT RESPONSE

Recommendation 1 [Linked to findings 7-9 and crosscutting review questions on COVID-19 and positioning] – UNDP Mongolia should further refine and communicate its business case for 2021/2022 by further clarifying its offer and specifying how it intends to contribute to UNDAF objectives as well as the COVID-19 response and recovery in the immediate future.

UNDP should intensify its efforts to help the Government mitigate the socioeconomic impact of COVID-19, specifically on groups severely affected by the pandemic. This may involve institutional strengthening of the Cabinet Secretariat’s Office as the main influencer during the crisis, as well as the provision of country-specific analyses and solutions, focusing on the most sensitive governance and economic issues only a trusted partner like UNDP can tackle. To clarify its offer for 2021/2022, the country office should produce a concise theory of change diagram visualizing in an attractive format *who* UNDP Mongolia is and *how* it makes a difference. A short accompanying narrative should identify new intervention areas, synergies and coherence across portfolios, linkages with other actors, opportunities for innovation and new partnerships, as well as the main underlying assumptions and risks. Such a document can serve as a UNDP business case, positioning the office as a key partner with a distinct profile in Mongolia’s dwindling donor landscape. It can also guide the country

⁸⁹ As of 2018, 3.02 million ha of SPAs were still pending approval (2.45 million ha) or submission to Parliament (0.57 million ha). Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017; Terminal Evaluation Report, Mongolia’s Network of Managed Resource Protected Areas, 2018.

⁹⁰ Target 2.1.1 is set at 50 public hearings, cumulatively. In 2020, the country office reports six national public hearings and 421 public hearings by CRHs, 79 by *aimag*, and 342 by *soum*. Under this output, the country office also reports on extensive public consultations on proposed amendments to the Constitution (2019) on sections related to local governance – but it is not clear if these are being measured with the current indicator.

⁹¹ E.g. for outcome 2, the voice index is not an accurate indicator to measure success of the programme as reflected in the CPD.

office in identifying activities with sustainability potential, and serve as a communication tool to clarify the UNDP role vis-a-vis the United Nations Resident Coordinator's Office, which has been a source of confusion.

Management response: Recommendation accepted

UNDP will intensify its efforts to communicate its work supporting the Government in the COVID-19 response and recovery of the socioeconomic impact, while continuing to contribute to the UNDAF. This will build upon the joint work initiated with the Cabinet Secretariat as a government operational arm of the national programmes implementation. Capitalizing on the previous UNDP offer on the national strategy for COVID-19 response, the focus will be to clarify and communicate within UNDP, the UNCT and external partners the UNDP role in the rest of the current programme cycle and transition to the Country Programme in 2023-2027. The business case will be based on the seven distinct transformative missions suggested in the Mission-Oriented Framework, which is mapped in the Strategic Argument during the sensemaking journey. The Strategic Argument that UNDP developed in late 2020 aimed to design portfolios of mission for UNDP to help Mongolia transform in the post-COVID world.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (Initiated, Completed or No due date)
1.1 Organize an internal meeting to explore and identify the focus in the COVID-19 response (using analysis of the current conditions along with the data captured in the relevant surveys, portfolio areas recommended in the Strategic Argument and the UN-info). The discussion and the roadmap will be documented to guide the next steps in 2021/2022 and to transition to the next programme cycle smoothly.	End April 2021	Country office management, M&E		Initiated
1.2 A concrete design and roadmap for the portfolios will be developed based on stakeholder consultations.	Q4 2021	Country office management, M&E		
1.3 Regularly communicate through social media, UNDP website, country office monthly newsletters, blogs, and news releases to UNCT, external partners and the public, its programmatic work and results achieved as a contribution to the UNDAF, SDG attainment, and COVID-19 response and recovery.	Q4 2022	Country office communications		Initiated

Recommendation 2 [Linked to findings 3, 4, 10 and 12, review question 2 and crosscutting review questions on COVID-19 and positioning] - UNDP Mongolia should immediately review its staffing structure and tweak its results framework to ensure it is realigned with recent adjustments and fit for purpose.

Staffing for programme delivery needs to be reviewed as soon as possible. The office may require additional personnel to implement pipeline projects starting in 2021, which is challenging given a relatively high existing management efficiency ratio. In addition, programme leads need more space to engage in innovation, strategic and thought leadership work, including on the UNDP normative position to be conveyed through advocacy and policy advisory (see recommendations 3 and 5). As a preliminary step to act on recommendation 1, the results chain for the vast existing outcome 1 must be reviewed, to ascertain that the country office can prove its contribution. To ensure that progress can be fully demonstrated by the end of the programme cycle, adjustments to the measurement of results (e.g. tweaking indicators, revising targets, including disaggregation where possible) should be made as soon as possible and in line with the updated theory of change. New programmes (GCF, Korea International Cooperation Agency, EU) will also need to be reflected adequately in both outcome areas and should not be made to fit under existing headings where contribution lies elsewhere. This will help demonstrate the full extent of the country office results, and position UNDP as the partner of choice on a wide range of issues for the 2023-2027 period.

Management response: Recommendation accepted

The country office is reviewing its staffing structure with support from the Bangkok Regional Hub (BRH). The review was requested in February 2020 and initiated in November 2020. The terms of reference evolved adapting to the changing environment. In line with the first recommendation, the country office will review and explore the portfolio designs and tweak/ adapt the results framework indicators as an interim solution for the rest of the current programme cycle and to transition to the next programme.

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
2.1 Targeted review support on fit-for-purpose staffing structure developed, with BRH technical advice and support.	End April 2021	BRH and country office management		Initiated
2.2 Internal meeting looking at the indicators and the business case (combined with the action outlined under 1.1 above to make adjustments to results framework for better alignment with changing environment).	End June 2021	Country office management and M&E		
2.3 A roadmap and discussions outlining/ documenting the design of the programme approach (portfolios) with independent insight from consultancy support and will feed into the new CPD theory of change	Q4 2021	Country office management and M&E		

and design (informed by the CCA and new United Nations Sustainable Development Cooperation Framework (UNSDCF) theory of change).				
--	--	--	--	--

Recommendation 3 [Linked to findings 1-9 and 11, and review question 1] – In the next programme cycle, UNDP Mongolia should further enhance its focus on knowledge brokering, analysis and technical leadership, specifically in the realm of socioeconomic analysis.

An emphasis on ‘upstream’ work is expected from UNDP in middle-income countries. Delinking from the United Nations coordination role has freed space for UNDP Mongolia to focus on its key strengths and take on a more substantive leadership role, as demonstrated in the socioeconomic response to COVID-19. In its 2023-2027 CPD, UNDP needs to position itself clearly as a thought leader, and promote its added value in policy advice and knowledge brokering across the United Nations system and beyond. UNDP has the necessary clout to lead transformative, green and gender-responsive change in Mongolia, and must now take decisive steps to model a whole-of-society approach engaging broadly beyond the Government. Programme area leads need to adapt and operationalize the latest corporate guidance for the context of Mongolia, build on recently initiated socioeconomic and poverty analysis, and invest in demonstration projects to ensure proof of concept by collaborating with the upcoming A-Lab. The office is well positioned for analytical work in some of the programmatic areas that were left aside in 2017-2022 such as skills/ employment and youth, and could consider re-engaging more strongly, if a consolidated portfolio allows. International and national partners are available to collaborate, including the National Statistical Office, ILO, UNFPA and various civil society platforms (see recommendation 5).

Management response: Recommendation accepted

UNDP will use its strength and substantive leadership role that was demonstrated in the socioeconomic response to COVID-19 and position itself as a thought leader and knowledge broker. Capitalizing on its partnership with IFIs and other partners on analytical work, UNDP will continue to focus on socioeconomic analysis to capture multiple angles with a whole-of-society approach.

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
3.1 Hiring of an international economist at P4 level with in-depth expertise to bring to the programme and elevate the socioeconomic work, particularly related to COVID-19 recovery, also as a contribution to the development of the next CPD.	End May, 2021	BRH, country office management		Initiated
3.2 Leveraging the CCA, the programme environment and design will be explored through internal	End April, 2021	Country office management, M&E		

consultations/ dialogue (combined with actions 1.1 and 2.2).				
3.3 A-lab roadmap and the frontier challenges further elaborated.	End May, 2021	Country office management, A-lab		Initiated
3.4 Discussions initiated and meetings organised with IFIs (quarterly/bi-annual basis) to explore ideas and collaboration opportunities for further analytical work. This will be building up on earlier successful collaborations, e.g. with the ADB on SDG budgeting, and knowledge products, such as the Study on Covid-19 Impact on Women and Girls in Mongolia.	End 2021	Country office management, international economist		Initiated

Recommendation 4 [Linked to findings 1-6 and 11, and review question 1] – Programmatically, UNDP Mongolia should add depth to its governance programme and consolidate its portfolio on the environment-poverty nexus. There are significant opportunities to push for a “green recovery” from COVID-19, from which UNDP could capitalize.

UNDP Mongolia must make some tough choices regarding its highly fragmented portfolio on sustainable development, streamlining it and perhaps emphasizing some new areas going forward (see recommendation 3). A particularly promising area into which to bundle some existing work and partnerships is “green recovery” from COVID-19, where significant national and donor interest is noted. Such a focus would need to be operationalized further but could build on various assets in the office (history of engagement around climate and environmental issues, incoming GCF funding etc.). The UNDP governance portfolio could be more ambitious and normatively based, to include a strong focus on anti-corruption, gender and human rights. Emphasis on citizen voice needs to be reinstated as a core area of what UNDP does, believes in and stands for. Development financing is an additional growth area where UNDP expertise is sought and valued. The Mongolia country office is beginning to make a name for itself as a lab for experimentation in this area. This should be continued and knowledge, including of failed pilots and experiments, should be documented and shared widely across the region and globally.

Management response: Recommendation partially accepted

With regard to adding depth to the governance programme, while efforts are being made by the country office to enhance and add depth to the governance portfolio, it is still challenging to raise funding for governance work.

The country office has an annual allocation of \$350,000 under TRAC funding, the majority of which during the cycle has been allocated under the governance portfolio.

While the country office relies heavily on vertical funds and traditional donors, there are ongoing efforts to engage with non-traditional partners including from the private sector and IFIs, to expand the governance portfolio. The A-lab in Mongolia country office, for example, is working on digitalization for public service delivery, an area where private sector and possibly IFIs may be leveraged.

The country office will continue its work on “green recovery” and several initiatives are being launched in 2021 in this area.

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
4.1 Further strengthen its existing actions and concerted efforts on the green recovery (including enhancing livelihoods options, pilot initiative to introduce goat milk as a new livelihood option especially for women, address challenges faced by the cashmere sector due to COVID-19 through the Cashmere Platform, roll out new initiative on sustainable tourism, and debt for nature swap).	End 2022	Country office management, environment portfolio		Initiated
4.2 Explore further on ideas and issues with National Human Rights Commission and the National Gender Equality Commission to step up its existing partnership and work.	End 2021	Country office management, governance portfolio		Initiated

Recommendation 5 [Linked to findings 5-7 and 9, review question 2 and crosscutting review questions on positioning] – UNDP Mongolia should branch out its partnerships, with particular focus on civil society.

Being a thought leader and knowledge broker includes broad engagement and consultation, moving beyond servicing the Government of Mongolia, and promoting multidisciplinary solutions. Conducting a comprehensive landscape analysis of development partners and resources to ‘build forward better’ could provide entry points. Such a piece could build on the work of this review and its by-products such as the ‘formative analysis’. Partnership with civil society, or indeed strengthening civil society in its role to hold government accountable and accelerate the achievement of the SDGs, should be a key focus of UNDP work in Mongolia. This implies support beyond grant management to include areas such as the improvement of legal frameworks for civil society engagement, capacity development in the realms of advocacy, policy analysis and international fundraising, as well as facilitating direct engagement with government authorities at different levels. Partnerships with other non-state actors, such as foundations or the private sector, should also be examined and pursued where strategic, ethical and feasible.

Management response: Recommendation accepted

Strengthening its existing work with civil society, particularly the platform supported by UNDP Mongolia for the Civil Society contribution to the Voluntary National Review, it will revive/ adapt the civil-society advisory group to promote multidisciplinary solutions to accelerate the achievement of the SDGs. Recognizing the difficult environment for engaging the private sector due to its small size in Mongolia and sensitivities related to the extractive industry, the country office will take a cautious yet proactive approach, based on the partnership/ stakeholder analysis to reach out to private sector in and outside of the country.

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
5.1 Leverage Sounding Board members to collect solutions and multidisciplinary views and validation on the potential partnership and work with civil society (combined/ added as a step to the action 1.1. and 2.2 for a validation).	Q2, 2021	Country office management A-Lab		
5.2 Civil Society Advisory group (forum) established by reviving or adapting from the SDGs civil society platform.	Q1, 2022	Country office management, SDG portfolio		
5.3 Develop civil society engagement strategy (with components focusing on both engagement and advocacy; clarifying if a quota to be established for civil society representation percentage in the various project boards). The strategy will be developed engaging the existing civil society platform and validated by the group.	End 2021	Country office management		

* Status of implementation is tracked electronically in the ERC database.

Annex 1. Detailed assessment on Mongolia CPD/ Results and Resources Framework: Progress towards outputs and outcomes

Structure of Annex 1: Each CPD Outcome has a summary that includes a rating (including the colour coding), overall budget-related information and an assessment of UNDP contribution to the Outcome based on the outcome Indicator provided in the CPD results framework.

The assessment of CPD Outputs follows. Each CPD Output assessment contains a summary that present the rating (including the colour coding) and assessment of the CPD Output based on the Output Indicator provided in the CPD results framework as well as the number of projects that were tagged by the country office.

When appropriate, the evaluation team cross-referenced project results with various CPD Outputs.

UNDAF/CPD Outcome 1.	By 2021, poor and vulnerable people are more resilient to shocks and benefit from inclusive growth and a healthy ecosystem	
Outcome indicators	<p>Indicator 1.1 Proportion of people living below poverty line – (B=21.6%; T=18%; IM 2018 = 28.4%)⁹²</p> <p>Indicator 1.2 Unemployment rate, (by sex) – (B=7.5%; T=6%; IM 2019 =7.8%)</p> <p>Indicator 1.3 Specially protected area as proportion of total area (%)– (B=17.4%; T=18%; IM 2019 =19.36%)</p> <p>Indicator 1.4 Economic loss from natural hazards (in Tog millions) – (B=21,961; T=19,700; IM 2019 =48,100)</p> <p>Indicator 1.5 Annual greenhouse gas emission reduction from business as usual, in thousands of tons CO2 equivalent – (B=33, 212; T=31,884; IM 2019 = 33,212)</p>	<p>Outcome resources (\$m)</p> <p>UNDAF Estimated Resource requirements: \$34.2m</p> <p>CPD Estimate: \$39.8m [\$2.3m (regular), \$37.5m (other)]</p> <p>Expenditure⁹³ to date: \$10.569m [\$0.97m (regular), \$9.72m (other)]</p>
<p>Outcome 1 assessment</p> <p>1. IEO rating (CO rating): Moderate level of influence (moderate level of influence)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against outcome indicator (s): UNDP moderately influences the resilience of poor and vulnerable people to shocks and their benefit from inclusive growth and a healthy ecosystem in Mongolia. Progress in mitigating climate change and effectively managing natural resources to support the most vulnerable is mixed. Significant contributions were made to indicator 1.3, which relate to increasing the size of specially protected area in Mongolia. While contributions to indicator 1.4 (economic loss from natural hazards) and 1.5 (annual greenhouse gas emissions) are not measured, and available evidence point towards a modest influence of UNDP on these indicators. The contribution of UNDP to indicator 1.1 (poverty rate) and 1.2 (unemployment rate) is weak, however, as it would be expected for such high-level indicators and in light of the absence of meaningful efforts to contribute to tackling poverty and unemployment in Mongolia. UNDP exceeded its target of expanding the areas of state and local protected areas (SPA; LPA) in Mongolia by 0.6 percent, this through the cumulative effort of three interventions which started between 2012-2015 in the past CPD and end-up in 2017-2019.⁹⁴ IEO accounted for an expansion of 4.99 million ha (4.82 million ha of LPAs and 0.17 million ha of SPAs) by the “Land Degradation” 		

⁹² B= Baseline; T= Target and IM = Monitoring value reported by indicator matrix.

⁹³ All financial data were downloaded from Atlas the 24th of July 2020.

⁹⁴ Terminal Evaluation Report, Land Degradation Offset and Mitigation in Western Mongolia, 2019; Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017; Terminal Evaluation Report, Mongolia’s Network of Managed Resource Protected Areas, 2018.

project⁹⁵, the “Managed Resource Protected Area” project⁹⁶, and the “Ecosystem-Based Adaptation” project⁹⁷. Relatively to the total land area of Mongolia (1,553,560 km²),⁹⁸ this represents an increase of 3.21% of specially protected areas above the 0.6% targeted by the Country Programme (see output 1.5).

- In relation to indicator 1.4, UNDP effort did not translate directly into a measurable reduction in economic loss due to natural hazard. Progress was notable at improving the legal framework and stakeholders’ knowledge, awareness and skills for disaster risk reduction and response in cooperation with the National Emergency Management Agency (NEMA). On the legislative front, UNDP supported NEMA to develop a first draft of the Risk Insurance Law and the approval by the parliament of the revised law on disaster protection.⁹⁹ progress was limited in putting in place mechanism to assess natural and man-made risks at the subnational level and incorporate them into the subnational disaster management plan. While the COVID-19 pandemic was not an area of work at the design of this country programme, it could arguably by now be characterised as a natural disaster. UNDP has supported the GoM significantly through conducted the “COVID-19 Socio-Economic Assessment” and Established the “Covid19 - Rapid Response Facility.”¹⁰⁰
- In the area of climate change mitigation, which relate to indicator 1.5, notable UNDP contributions are the improved national GHG inventory methodology and data collection in the transport sector.¹⁰¹ Also, progress was made in preparing and developing the National REDD+ strategy¹⁰², a year or two after the planned publication date¹⁰³ mostly due to policy incoherence, weak government and project leadership and lack of technical capacity of the government. There is weak progress in reducing GHG emission per se as most of the activities implemented are small scale demo initiatives, installed in 2019 for which actual greenhouse gas emission reduction by the end of the current planning cycle would be less than 2% of the target. UNDP was able to support setting up six demo projects¹⁰⁴ which based on their lifetime (taken conservatively as 14 years) will lead to lifetime energy saved of 481,568,400 of Million Joule and lifetime direct GHG emissions avoided of 90,769 tonnes CO₂eq (see Special Notes above)¹⁰⁵
- Progress in mainstreaming the 2030 agenda is on track to meet the anticipated target. The SDGs are embedded in national and subnational medium-term plans and budgets under laws and regulations. Four ministries and two provinces also joined the initiative to align the SDGs into their planning and budgeting, as of 2020. (see output 1.1.)
- Key factors that enabled UNDP contribution to UNDAF outcome 1 are: UNDP long-standing operations in Mongolia and its good relationship with the Government of Mongolia (GoM); the strong institutional capacity of UNDP in leading biodiversity conservation and human development projects; the holistic approach adopted in the implementation of natural resource management projects; and the use of local stakeholders for the implementation of natural resource management projects, which improved cost-effectiveness, ownership and sustainability.
- Key factors have affected UNDP progress and contribution to the UNDAF outcome 1, however. This includes delays in the approval of key laws, regulations and policies promoted by UNDP. High turnover in government and weak capacity of the GoM to implement interventions, especially project funded by vertical funds. Weak M&E framework which do not ensure a clear mapping of the chain of results between UNDP interventions, and the CPD RF outputs and outcome and their associated indicators. Lack of financial resource in support of the CO activities, especially in the area of natural resources management – the delay in the approval of a US\$23m GCF funded project was arguably a key factor that affected the CO resource mobilization in support of activities toward outcome 1. Inadequacy of the CO human resources on the programmatic side to support the implementation of project and resource mobilization.

⁹⁵ Terminal Evaluation Report, Land Degradation Offset and Mitigation in Western Mongolia, 2019

⁹⁶ Terminal Evaluation Report, Mongolia’s Network of Managed Resource Protected Areas, 2018

⁹⁷ Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017

⁹⁸ See: <https://data.worldbank.org/indicator/AG.LND.TOTL.K2?end=2018&locations=MN&start=2018&view=bar>

⁹⁹ Terminal Evaluation Report: Strengthening local level capacities for disaster risk reduction, management and coordination in Mongolia, 2016

¹⁰⁰ Rapid Socio-Economic Impact Assessment of COVID-19 prevention Measures on Vulnerable Groups and Value Chains in Mongolia, 2020; MINI COVID-19 ROAR, 2020

¹⁰¹ KII, Oct 2020, meeting notes

¹⁰² https://redd.unfccc.int/files/national_strategy_and_action_plan_redd_mongolia_eng.pdf

¹⁰³ It is not clear when the REDD+ strategy was developed and published. However, according to the Annual work plan, it was due for publication in August 2018, but was not reported been published by the REDD+ terminal evaluation released in November 2018. Looking at chapter 10 of the report it looks like it might have been developed after September 2019. The strategy was uploaded on the NDC web portal in 2020 (see:

https://redd.unfccc.int/files/national_strategy_and_action_plan_redd_mongolia_eng.pdf) and could be accessible here:

https://redd.unfccc.int/files/national_strategy_and_action_plan_redd_mongolia_eng.pdf

¹⁰⁴ UNDP/GEF—Mongolia, Terminal Evaluation of the NAMA Project

¹⁰⁵ NAMA Terminal Evaluation Tracking Tool for Climate Change Mitigation Projects, 2020

3. Assessment of contribution to gender mainstreaming if relevant: UNDP planned to contribute to gender equality and the empowerment of women through mainstreaming it across interventions under outcome 1 rather than having dedicated interventions focusing on it. The gender-related outcome was limited however and in many respect except the availability of targeting data, most of the interventions with a planned contribution to gender mainstreaming failed to report on their impacts on women's life, notably in the area of mainstreaming the 2030 agenda in Mongolia (see output 1.1) and equitable, sustainable and low carbon development (output 1.6; 1.7 and 1.8). In the area of ecosystem services to support the livelihood of vulnerable people gender mainstreaming was addressed by interventions with a various degree of intensity. They mostly focused on the development of gender action plans or strategies, targeting and the economic empowerment of women through alternative income-generating activities albeit at a small scale (see output 1.4 and 1.5). In the areas of the resilience of rural and urban poor to shocks, the focus was also on gender targeting (see output 1.6, 1.7 and 1.8.). Finally, by generating gender-specific data and evidence and conducting policy advocacy to consider gender-specific interventions, UNDP pushed the GoM to mainstream gender perspectives in planning and take gender-sensitive action during the COVID-19 pandemic (see output 1.8).
4. **IEO statement of confidence about the rating:** IEO is fairly confident about the rating. This relates to the overall average/good availability of decentralized evaluations, the self-assessment reports brought in by the CO through the ROARs, and the response to the ICPR questionnaires. The evaluation also benefited from the existence of the Mongolia case study note from the thematic evaluation on MIC, the CO response to the SP questionnaire and key informant interviews note collected by this ICPR and the MIC thematic evaluation. Having a national think tank supporting the summative part of the evaluation was a valuable input to the ICPR process, as it allows to bring in local perspective and knowledge in the process of evaluation and allow for fairly smooth implementation of the evaluation in the context of COVID-19, with the international evaluation team working remotely due to travel restrictions.

CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.1: National and subnational medium-term plans and budgets as well as sector plans prioritize achievement of sustainable development goals (SDGs) and sustainable development with corresponding monitoring processes with reliable data in place	Indicator 1.1.1 Extent to which new national, subnational and sectoral plans prioritize SDG-related interventions in budget allocations B = 1; T= 3; IM= NA	<p>1. IEO rating (CO rating): On track (On track)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against output indicator(s): The SDGs are embedded into national and subnational medium-term plans and budgets under laws and regulations. Newly developed plans and regulations aligned with SDGs provided an opportunity to expand impacts of the CP and sustain positive changes in the long-term by ensuring an enabling legal and policy environment. Pilot projects to align sectoral and local planning and budgeting with SDGs enabled its further expansion into other sectors and provinces. According to the 2017-2019 UN Mongolia Country Results Report, the Mongolia CO has already enabled the legal environment and tools to mainstream the SDGs in national plans and frameworks. Four ministries and two provinces also joined the initiative to align the SDGs into their planning and budgeting, as of 2020. UNDP supported data readiness and SDG6 and SDG16 data collection methodologies. At the sectoral level, support to education and environment sector expenditure analyses incorporate SDG targets. <p>3. Assessment of contribution to gender mainstreaming if relevant: There is no gender-related evidence that is reported under this output. In the ROAR 2019, it's considered a "GEN1 project Activated 2030 which means the gender-related results are expected to be limited. Although UNDP included gender-related indicators in interventions result framework, data, and clauses in the laws, strategies, plans, and standards that are developed with the support of UNDP do report contribution to gender results.</p>	<p>00107311-(00099307)¹⁰⁶- Phase 1 SDGs implementation, National Road Map (2016-2018) \$0.18m [\$0.18m (Regular), \$0m (Others)]</p> <p>00109306-(00110325)- Support to SDG implementation (2018-2021) \$0.7m [\$0.56m (Regular), \$0.14m (Others)]</p> <p>00122623-(00128705)- Integrated approach to SDG Financing in Mongolia (2020-2022) \$0m [\$0m (Regular), \$0m (Others)]</p> <p>00114101-(00117231)- Activated2030 @ #Hub (2019-2020) \$0.07m</p>	<p>\$0.94 m [\$0.78m (Regular), \$0.16m (Other)]</p> <p>GEN0: 0% GEN1: 7% GEN2: 93% GEN3: 0%</p>

¹⁰⁶ Project Award ID in bold in parenthesis.

				<div>[\$0.05m (Regular), \$0.02m (Others)]¹⁰⁷</div> <div>00082167-(00065814)¹⁰⁸- Green Economy transition in dev countries & LDCs (2012-2018) \$0.04m [\$0m (Regular), \$0.04m (Others)]¹⁰⁹</div>
Supporting evidence	4.	List of achievements related to outcomes/output indicators <ul style="list-style-type: none">• Law on Development Policy and Planning was developed to regulate and guide planning and implementation at the national and local levels. The law enabled the legal framework to align national short/medium-term plans and budgets to the long-term development policy and the SDGs.• Draft amendments to the National Development Agency are presented to the Cabinet and approved by the Parliament. The legal recommendations were informed by the review of the Development Policy and Planning Law.• The long-term development policy of Mongolia “Vision-2050 was approved by Parliament.• “The Long-term Sustainable Green Development Goal-2025” was formulated and adopted in February 2019.• As a result of the “Localizing Sustainable Development Goals in Ulaanbaatar” initiative (May 2017 – March 2018), Ulaanbaatar city developed the Road Map 2030 agenda for the implementation of “the UB city's long-term development prospects-2030” and submitted it to the Citizens' Representative <i>Khural</i> for approval.• Orkhon <i>aimag</i> institutionalized the SDGs by adopting medium-term development policy documents aligned with the SDGs and national development goals.• SDGs responsive budgeting exercise and methodology for integrating the SDGs in budgeting were developed in 2018 and used for justification of the 2019 additional budget allocated for primary health.• SDG-informed budgeting initiative piloted at line ministries, Ministries of Health, Environment and Tourism, and Education and Science to support program or result-based budgeting reform and the medium-term public finance management reforms at large.• Mongolia's SDG dashboard was created in collaboration with the National Statistics Office, which will allow real-time monitoring and analyses as the system gets populated with more baseline data and targets.• Estimates for 31 SDGs indicators were derived following the new SDG definitions that can be disaggregated by gender, socioeconomic status, geography, and other characteristics		
	5.	List of challenges and/or factors contributing to or hindering performance in the output area <ul style="list-style-type: none">• Changes in the government resulted in delays of approval of laws, regulations and policies• Turnover of government officials• Weak political interest in prioritization of development projects• A lack of human resource capacity to implement projects in both CO and GoM• A lack of multi-stakeholder partnerships for development		
	6.	Bibliography <ul style="list-style-type: none">• Activated 2030: A Youth Enterprising project report, 2018• Ulaanbaatar city SDGs 2030 - full report (analysis, baseline, milestones, and targets), 2018		

¹⁰⁷ This project is identified by the CO as also contributing to output 1.9.

¹⁰⁸ This is the Global project under PAGE contributing to the development of the planning and capacity development of the national policies toward a green economy which is in line with SDGs. Reports were found [here](#) and uploaded to the shared folder. [2017 report here](#)

¹⁰⁹ Project added by CO after mapping was finalised and questionnaire was sent out.

	<ul style="list-style-type: none"> Key Informant Interviews 'Vision 2050' Long-term policy document SDGs dashboard (linked to the NSO website) Result Oriented Annual Report 2019 			
IEO assessment of adequacy of supporting evidence provided by CO	Adequate - Supporting evidence was sufficient to assess Output 1.1. As a main component of the CP (2017-2021), annual progress reports and micro assessments of all projects implemented under Output 1.1 were accessible and adequate to identify progress and assess impact. Cooperation projects were also well reported in other information sources, including websites of implementing partners and development partners in Mongolia. There is a lack of evidence to specify contributions of these interventions to gender equality in Mongolia. IEO is consequently fairly confident about its rating.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.2: International Think Tank (ITT) for Landlocked Developing Countries (LLDCs) capacity strengthened to deliver relevant policy advice to LLDCs including on the 2030 Agenda	Indicator 1.2.1 Extent to which other LLDCs acknowledge the capacity of the ITT B = 1; T= 3; IM= NA Indicator 1.2.2 Number of South-South and triangular cooperation partnerships that deliver measurable and sustainable development benefits for participants. B = 0; T= 4; IM= NA	<ol style="list-style-type: none"> IEO rating (CO rating): on track (on track) Justification of IEO rating: <ul style="list-style-type: none"> Against output indicator (s): Within the scope of the project, operationalization of the International Think Tank for Landlocked Developing Countries (2014-2018), ten LLDCs joined the platform and signed the Multilateral Agreement. As a fully operational international think tank, ITTLLDC is in the process of institutionalization. UNDP has contributed to the think tank exceeding its target on the number of cooperation partnerships. However, the output is expected NOT to be sustained in the long-term and has little strategic relevance for UNDP. Against outcome statement: Not applicable Assessment of contribution to gender mainstreaming if relevant: There is a lack of gender-disaggregated indicators to measure contribution. Although the ITTLLDC made the effort to promote gender equality by integrating gender issues and involving gender analysis in its research projects, the evidence is not sufficient to prove its contribution to gender equality. 	00090224-(00080572)- Operationalization of International Think Tank-Land Locked Developing Countries (2014-2018) \$0.5m [\$0m (Regular), \$0.5m (Others)] 00082167-(00065814)- Green Economy transition in dev countries & LDCs (2012-2018) \$0.04m [\$0m (Regular), \$0.04m (Others)] ¹¹⁰	\$0.54m [\$0m (Regular), \$0.54m (Other)] GEN0: 0% GEN1: 100% GEN2: 0% GEN3: 0%
Supporting evidence	<ol style="list-style-type: none"> List of achievements <ul style="list-style-type: none"> The ITT participated annually in sessions of the UN General Assembly, the UN Economic and Social Commission for Asia & the Pacific, the UN Conference on Trade and Development, Ministerial Meetings of LLDCs, Annual meeting of the Board of Governors of the Asian Development Bank, and the summit of global and regional think tanks. In 2014, the ITT implemented joint research with the UN-OHRLLS. The ITT collaborated with United Nations agencies, regional organizations, international research institutes, and internationally renowned universities. Memoranda of Understanding were established with stakeholders to undertake advocacy work in favour of LLDCs in partnership with relevant stakeholders and to assist in mobilizing international support and resources. Increased the number of ratifications for the Multilateral Agreement to 10 Members (Afghanistan, Armenia, Burkina Faso, Bhutan, Ethiopia, Kazakhstan, Kyrgyzstan, Lao PDR, Mongolia, Nepal, Paraguay, Tajikistan, and Niger) in 2017 and enabled the Multilateral Agreement to enter into force. 			

¹¹⁰ Project was removed by CO after mapping was done and questionnaire was submitted. It was moved to output 1.1.

	<ul style="list-style-type: none"> The Board of Governors of the ITLLDC, composed of representatives of the ratified countries, was established. The first meeting was successfully held in Ulaanbaatar on May 21, 2018. According to the General Assembly (GA) resolution A/C.6/73/L.8 in Nov 2018, GA granted the "Observer" status to the ITLLDC. <p>5. List of challenges, factors contributing to or hindering performance in the outcome / output areas</p> <ul style="list-style-type: none"> GoM's active financial and political support to the establishment of the ITLLDCs A lack of cooperative action between UNDP and ITLLDC A lack of capable human resources and capacity of the ITLLDC Lack of commitments from development partners to cover ITLLDC costs Insufficient political commitments from LLDCs <p>6. Bibliography</p> <ul style="list-style-type: none"> LLDC-ITT project final report, 2018 Result Oriented Annual Report 2018 Result Oriented Annual Report 2018 Key Informant Interviews http://land-locked.org/ 2017-2018 UN Mongolia Country Results Report (UNDAF 2017-2021) 			
IEO assessment of adequacy of supporting evidence provided by CO	Inadequate - Evidence provided was limited on the whole and inadequate regarding ITLLDC's contribution to gender equality. In addition, there is weak reporting, due to lack of adequate indicators and a project evaluation. However, IEO used as main source of evidence KILs and independent evaluation (MIC Evaluation) and is therefore fairly confident in the rating on progress toward output 1.2.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.3: Enhanced capacity and financing of stakeholders for sustainable natural resource management	Indicator 1.3.1 Level of institutional capacity to implement mitigation and offsetting framework B=41; T= 52; IM= 56	<p>1. IEO rating (CO rating): At-risk (On track)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against output indicator (s): According to the UNDP/UNEP/GEF capacity development scorecard,¹¹¹ mentioned by the CPD as the source of data to monitor indicator 1.3.1, enhancing the capacity to implement mitigation and offsetting framework includes two dimensions: (i) the existence and mobilization of resources, and (ii) the availability of required technical skills and technology transfer. The "Land Degradation Offset and Mitigation in Western Mongolia" is the only intervention (LD project) not mapped as contributing to output 1.3¹¹². Yet it has made and reported significant progress at improving the capacity of targeted institutions/stakeholders for the implementation of land degradation mitigation and offsetting frameworks. The LD project (initially mapped by the CO as contributing to output 1.4 and 1.5) provided evidence of progress toward improving the availability of technical capacity and resources to implement in selected targeted areas, land 	<p>00093061-(00047594)-4NR Support to GEF CBD Parties 2010 biodiversity targets-BIOFIN (2014-2020) \$0.44m [\$0m (Regular), \$0.44m (Others)]</p> <p>00099240-(00095244)- Strengthening human resources, legal frameworks, and institutional capacities to implement the Nagoya Protocol (2016-2020)</p>	<p>\$1.12m [\$0.00m (Regular), \$1.12m (Other)]</p> <p>GEN0: 0% GEN1: 100% GEN2: 0% GEN3: 0%</p>

¹¹¹ Monitoring Guidelines of Capacity Development in GEF Project, 2010; See: https://www.thegef.org/sites/default/files/publications/Monitoring_Guidelines_Report-final.pdf

¹¹² The CO re-mapped the land degradation project, rightly so as contributing to output 1.3 in its response to the ICPR questionnaire.

		<p>degradation offsetting and mitigation, and ecosystem-based adaptation frameworks. The 2019 terminal evaluation report of the LD project reported a 13% increase of local government capacity (target set was 25%) to apply mitigation hierarchy in planning and to work with mining companies in developing offset activities. It follows that despite significant progress made, the target set in indicator 1.3.1 is unlikely to be met with the sole contribution of the LD project.</p> <ul style="list-style-type: none"> • Against output statement: The key interventions listed under output 1.3, while contributing to capacity development, are more relevant to the areas of sustainable natural resource management and biodiversity conservation, rather than the more restricted areas of mitigation and offsetting framework. These four projects made significant progress at improving the capacity of the MET, the Ministry of Food, Agriculture and Light industry and the Ministry of Finance in developing strategies, policies and legislation for setting up and implementing biodiversity conservation frameworks, strategies and plans, notably in the area of biodiversity finance and the protection of genetic resources (Nagoya protocol) and the promotion of sustainable livestock value chains through the establishment of the sustainable cashmere platform, providing a framework to improve collaboration of stakeholders on sustainable cashmere, leverage private sector resources and link herders to fair markets for sustainable value chain development. • The “Ecosystem-Based Adaptation Approach to maintaining Water Security in Critical Water Catchment in Mongolia” project (EBA project) also not mapped as contributing to output 1.3¹¹³ made progress at improving the capacity of targeted institutions/stakeholders for the implementation of ecosystem based adaptation frameworks. • There are, however, substantial institutional capacity, and resource gaps, to implement key drafted policies and laws such as the Mongolia biodiversity finance plan¹¹⁴ and the law on genetic resources¹¹⁵ with associated regulation and implementation tools. Also, UNDP was not able to establish the funding windows for private equity investment in the sustainable livestock value chain as targeted.¹¹⁶ Finally, the small scale nature of training implemented by the BIOFIN and the engagement facility projects, coupled with the lack of monitoring data hampered IEO ability to credibly assess how together they improve the technical skills of national and local stakeholders in implementing biodiversity financing strategies or sustainable livestock value chain.¹¹⁷ • Overall, UNDP progress in contributing to output 1.3 and its associated indicator is mixed, with critical components missing for effectively improving the capacity to implement biodiversity conservation framework and strategies. Hence IEO rating of progress as “at-risk”. 	<p>\$0.35m [\$0m (Regular), \$0.35m (Others)]</p> <p>00111337-(00085915)- UNDP Mongolia - Engagement Facility, Value chain focused investment (2018-2019) \$0.31m [\$0m (Regular), \$0.31m (Others)]</p> <p>00117163-(00106358)- Biodiversity Finance Initiative (BIOFIN) Phase II (2019-2020) \$0.03m [\$0m (Regular), \$0.03m (Others)]</p>	
--	--	--	---	--

¹¹³ The CO re-mapped the land degradation project, rightly so as contributing to output 1.3 in its response to the ICPR questionnaire.

¹¹⁴ Third Quarterly Report 2018; First quarterly report 2019

¹¹⁵ 00099240-(00095244)- Strengthening human resources, legal frameworks, and institutional capacities to implement the Nagoya Protocol (2016-2020)

¹¹⁶ Engagement Facility project, Sustainable Cashmere Platform, Annual Progress Report, 2018; [Official Launch of Mongolian Sustainable Cashmere Platform on 20 November 2020, at the first Plenary Meeting, 2020](#)

¹¹⁷ The country office reported that Impact investment for Protected areas sustainable financing was piloted as one of the potential solutions for biodiversity financing. However, private sector stakeholders in meat industry were not ready to invest in the business model. Funding availability was the challenge.

		3. Assessment of contribution to gender mainstreaming if relevant: Despite being designed as having a limited contribution to gender equality and the empowerment of women, the review of the performance of the four projects contributed to output 1.3 shows very limited evidence of contributions to gender equality and the empowerment of women. The engagement facility through the sustainable cashmere platform have involved female stakeholders (48 women for 67 male). The result of this targeting for results in the area of gender equality and empowerment of women is not clear however. ¹¹⁸		
Supporting evidence	4. List of achievements: <ul style="list-style-type: none">Improved capacity for the implementation of land degradation offset and mitigation:<ul style="list-style-type: none">13% increase of local governments capacity (target set was 25%) to apply mitigation hierarchy in planning and to work with mining companies in developing offset activities. The project capacity scorecard estimated this progress¹¹⁹ based on monitoring studies implemented in 2017 and 2018, which measured participants gain of knowledge on delivered training content. The project reported implemented 12 different types of training (including study tour, seminar, meeting at Soums, consultations) targeting approximately a total of 2,175 participants¹²⁰, the majority of which participating in meeting organized at the local level in 114 Soums with a total of 1,500 people. Training content was about: (i) justification, methodology and benefits of transferring areas into a protected zone based on eco-regional assessment findings to prevent from land degradation; (ii) land use planning methodology and Government organizations' collaboration for sustainable land management; (iii) Environmental mining protection, (iv) Sustainable pasture management; and (v) Methodology to introduce offset mechanism. The increase in the capacity scorecard reported related to the post-training evaluation by the participants who indicated that 70 to 80% of the participants had gained useful information and knowledge on the content which were delivered during the capacity building training.¹²¹The land degradation project signed 3 MOUs between the MET and the 3 participating mining companies which result in the mining companies developing offset plans and environmental management plan and increased their 2019 budgets for environmental management including offsets (70% for Khotgor mine, 49 % for Bayan Airag mine, and 10 % for Khushuut mine).¹²²Improved capacity for the implementation of ecosystem-based adaptation framework through integrated water resource management:<ul style="list-style-type: none">The EBA project developed landscape-level integrated land use and water resources monitoring and planning system focused upon reduction of ecosystem vulnerability to climate change. This included the implementation of 2 EBA strategic priorities, the development of 3 Integrated Water Resource Management (IWRM) plans, 10 Aimag government agencies implementing integrated strategies/management plans. It also included the establishment of 2 river basin administrations, 3 river basin councils, and putting in place trained staff for relevant agencies and river basin organizations. The project also produced 25 government policy documents adopting EBA principles and practices, and an increase of US\$1.8m of government expenditure in support of 2 EBA strategic priorities and 3 IWRM throughout the project.Improved capacity and financing of targeted institutions and stakeholders for sustainable natural resource management including biodiversity conservation:<ul style="list-style-type: none">Drafted law on genetic resources, which incorporate traditional knowledge concept, with associate baseline study, monetary and non-monetary benefits, and its socio-economic impact assessment; The law is pending approval at the parliament.¹²³Drafted supporting regulations and contractual agreements and designed the clearing house mechanism to support the implementation of the new law to monitor the unethical and unsustainable practice of biological/genetic resources utilization in the agricultural, pharmaceutical and biotechnology sectors, and ensure the return of benefit from their utilization in monetary and non-monetary terms to the right holders.¹²⁴			

¹¹⁸ UNDP, Sustainable Cashmere Platform, stakeholder mapping and engagement, 2020

¹¹⁹ 2019, land degradation offset Terminal Evaluation Report;

¹²⁰ Participant duplication were not taken into account

¹²¹ Land degradation offset Final Progress Report 2019

¹²² 2019, land degradation offset Terminal Evaluation Report, 2019

¹²³ Project Fourth Quarterly Report 2018

¹²⁴ Project Fourth Quarterly Report 2018

	<ul style="list-style-type: none"> ○ Estimated the national financial gap for biodiversity conservation and identified financial solutions to help Mongolia achieve the Aichi Biodiversity Targets and SDG related biodiversity targets. The estimated financing gap is 44-50% of the required finance. Developed a biodiversity finance plan which identified innovative financing mechanisms and started implemented feasibility studies in 2017.¹²⁵ These financing mechanisms include the realignment of natural resources tax, the re-introduction of pasture fee, the establishment of an environmental trust fund and the enterprise based sustainable financing at local protected areas. Implementation strategy of innovative financing solutions are being developed. • Establish sustainable cashmere platform, which provides a framework to leverage private sector resources and to link herders to fair markets.¹²⁶ • Implemented viability and scalability of the sustainable cashmere value chain in Mongolia. This included training to herders' cooperatives to become trusted suppliers of sustainable cashmere; secured two verbal commitment of prospective buyers to act as willing buyers of sustainable cashmere and tested the blockchain technology for traceability. <p>5. List of challenges, factors contributing to or hindering performance in the output areas</p> <ul style="list-style-type: none"> • Key enabling factors for sustainable natural resource management including land degradation offset and mitigation initiative are: (i) the holistic approach to natural resource management adopted by the project (cross-sectoral and landscape-level planning; adequate regulatory framework and capacity building); Alignment with national policies, mid and long term development plans in demonstration landscapes; Strong participation of project stakeholders, especially mining companies and local technical committees; the later were a key factor of success of the project in to enhance ownership, cost-effectiveness, targeting and sustainability of activities; and use of existing best practices in sustainable land management, such as rangeland use agreement with herders organizations, rotational grazing and provision of economic incentives to reduce grazing pressure. There is still a need to secured and formalized capacity building efforts as it remains a high priority to sustainably strengthen environmental governance of mining and stakeholder commitments.¹²⁷ • Weak measurement of progress in building the technical capacity of targeted human resources through the Nagoya protocol and BIOFIN project <ul style="list-style-type: none"> • There is no assessment made of the project contribution in increasing to 45-65%, from a baseline of 30%, the capacity of competent state authorities and related agencies in developing, implementing and enforcing the Nagoya Protocol measured by the UNDP ABS Capacity Score card. Progress to date as reflected in the annual progress report of the project in 2019 included information sharing on ABS domestic legislation to 600 people, assessment of Knowledge Attitude and practices of government stakeholders and sharing of information to 200 people at local level on ABS legislation and requirements of Biocultural Community Protocol. This monitoring data reflect implementation of project activities. They do not show, however, whether they have effectively led to increase in capacity. For instance several assumptions need to hold true to insure that these activities led to improved technical capacities, and included as presented in the project document: the effective application of knowledge and abilities acquired; stability of human resources within institutions that benefit from human resources activities. It is not clear from the evidence provided that these assumptions were held and that ended capacity has increased marginally as targeted. • Weak progress in mobilizing financial resources in support of the implementation of biodiversity conservation and the promotion of sustainable livestock value chain <ul style="list-style-type: none"> • Little progress was made for the establishment of a funding window for private equity (PE) investment fund aiming at recalibration of livestock value chains for inclusive and sustainable growth.¹²⁸ • The second phase of BIOFIN just began with the aim of completing the design and implementation of Biodiversity financing solutions; consequently, it is unlikely that biodiversity finance will increase over the course of this planning cycle. • Weak collaboration of with the private sector on the promotion of sustainable livestock value chain <ul style="list-style-type: none"> • In 2019 UNDP failed to jointly organize with the sustainable fiber alliance, a major association of national and international retailer a conference on sustainable cashmere. This resulted in two conferences, few weeks apart, with a different set of international retailers. Given UNDP high leverage with the national government, such uncoordinated actions have a strong potential to negatively affect cohesion the marketplace.¹²⁹ Fortunately, to date the CO reported that the Mongolia Sustainable Cashmere Platform has
--	---

¹²⁵ Third Quarterly Report 2018; First Quarterly Report 2019

¹²⁶ [Official Launch of Mongolian Sustainable Cashmere Platform on 20 November 2020, at the first Plenary Meeting](#), 2020

¹²⁷ Land degradation offset Terminal Evaluation Report, 2019

¹²⁸ Sustainable Cashmere Platform, Annual Progress Report, 2018

¹²⁹ See: <https://www.undp.org/content/undp/en/home/blog/2019/creating-a-market-for-sustainable-cashmere.html>; and <https://montsame.mn/en/read/190480>

	<p>gained the support from almost all key stakeholders including the Sustainable Fibre Alliance in Mongolia. While this represent a significant course correction, preserving and strengthening this collaboration moving forward is recommended to improve the private sector involvement in the sustainable livestock value chain in Mongolia.</p> <ul style="list-style-type: none"> • Inadequate use of digital technologies: <ul style="list-style-type: none"> • The development of blockchain technology for facilitating traceability in the cashmere value chain has failed. This because the blockchain technology developed is not users friendly, faced challenges to be institutionalized and had a prohibitive cost. In addition, UNDP missed the opportunity in leveraging on existing successful traceability system put in place by the government of Mongolia in collaboration with the Swiss development agencies, "Animal health traceability system" pilot project is being upscaled. While this traceability system is focused on the national market, using a web-based platform, lessons learned might be useful for the deployment of block chain in the sustainable cashmere value chain. For instance, on how to ensure stakeholder buy-in and agility in design which were key constraints to the deployment of the blockchain technology.¹³⁰¹³¹ <p>6. Bibliography</p> <ul style="list-style-type: none"> • Strengthening human resources, legal frameworks, and institutional capacities to implement the Nagoya Protocol (2016-2020): 2017 global progress; 2018 and 2019 report; quarterly progress reports • 4NR Support to GEF CBD Parties 2010 biodiversity targets-BIOFIN (2014-2020): Global 2019 evaluation of the BIOFIN initiative¹³², 4th quarterly and 1st quarterly progress report of BIOFIN implementation in Mongolia • UNDP Mongolia - Engagement Facility, Value chain focused investment (2018-2019): 2018 annual progress report • UNDP Mongolia 2017-2019 ROARs • UNDP Mongolia CPD 2017-2021 • UNDP Mongolia response to ICPR questionnaire, 2020 • Notes with key informants, 2020 			
IEO assessment of adequacy of supporting evidence provided by CO	<p>Inadequate- Despite the fact that the interventions, mapped by the CO as contributing to output 1.3, provided a moderate level of performance reporting through quarterly/annual progress reports and ROARs, there is no overall assessment of these individual interventions to the indicator 1.3.1. The only source of evidence provided by the country office related to the results from the land degradation offset and mitigation project, which was not mapped initially, during the ICPR mapping exercise, by the country office as contributing to output 1.3. Even when this evidence is brought in, it is not clear at an aggregate level, how the other key interventions listed by the country office as contributing to output 1.3 are actually contributing to indicator 1.3.1. Indicator 1.3.1 might have been too narrowly define to capture contribution from other interventions which relate broadly to biodiversity conservation.¹³³ In addition, when IEO broaden implicitly the scope of indicator 1.3.1 to biodiversity conservation in line with the formulation of output 1.3, there is a weak reporting of progress toward improving the technical capacity of institutions and their human resources to implement biodiversity conservation frameworks and strategies which is a key component of capacity development. Despite data gaps, the IEO is fairly confident in the rating on progress toward output 1.3, given additional information and stakeholder views it was able to collect.</p>			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.4: Increased community participation in	Indicator 1.4.1 Number of community managed local protected	<ol style="list-style-type: none"> 1. IEO rating (CO rating: On track (On track) 2. Justification of IEO rating: 	00079875-(00062394)- Ecosystem Based Adaptation Approach to	\$1.09m [\$0.03m (Regular), \$1.06m (Other)]

¹³⁰ Sustainable Cashmere Platform, Annual Progress Report, 2018

¹³¹ See: <https://www.eda.admin.ch/countries/mongolia/en/home/news/news.html/content/countries/mongolia/en/meta/news/2018/-animal-health-traceability-system--pilot-project-is-being-up-sc>

¹³² Terminal Evaluation of UNDP-BMU Project: Building Transformative Policy and Financing Frameworks to Increase Investment in Biodiversity Management - Phase I (BIOFIN) (UNDP PIMS ID: 3918), UNDP. 2019

¹³³ See: <https://www.iucn.org/resources/issues-briefs/biodiversity-offsets>

managing natural resources for enhanced resilience of ecosystem and livelihoods	areas through formal agreements B= 0; T= 50; IM= 89	<ul style="list-style-type: none"> • Against output indicator (s): The Mongolia's network of managed resource protected areas initiative, credibly reported establishing 89 CBOs with LPAs covering 489,300ha. These LPAs were not yet formally recognized as of April 2018, at the time of the project evaluation. While the land degradation offset project has contributed to the expansion of LPAs in targeted areas, it is unclear how many CBOs were formalized in the process.¹³⁴ Performance reporting for the ecosystem-based adaptation project did not indicate a contribution to indicator 1.4.1. It follows that progress was made in formalizing community-managed local protected areas, but the target is not reached by the cumulative efforts of the interventions which are already closed since 2018 or 2019. • Against output statement: The three interventions have contributed to improved environmental status and reduced environmental pressure at the level of LPAs. Another project, ENSURE (See output 1.7), is making progress in promoting the participation of community into natural into the management of natural resources. As of 2020, 225 pasture user groups and 15 forest user groups (in demonstration landscapes incorporate green development measures into their contracts with <i>soum</i> administrations. While pastureland and forest are not necessarily local protected areas, the progress made by ENSURE represent a significant increase in the community managed natural resources through formal agreement. • Consequently, IEO assesses UNDP progress toward output 1.4 and its associated indicator as "On track", but will strongly recommend the CO to expand the formulation of Indicator 1.4.1 to effectively take into account ENSURE like type of contributions which do not aligned strictly with the concept of local protected areas. A strict adherence to the formulation of indicator 1.4.1 would have led to an "at risk" rating as the formalization of the established CBOs are beyond the control of the three projects listed by the CO as contributing to output 1.4. <p>3. Assessment of contribution to gender mainstreaming if relevant: Most of the key interventions contributing to output 1.4 are marked GEN2 indicating significant cross-sectional contribution to gender mainstreaming. Gender mainstreaming was addressed by interventions with a various degree of intensity mostly focused on targeting and the economic empowerment of women through alternative income-generating activities, albeit at a small scale.</p> <ul style="list-style-type: none"> • The land degradation offset project adopted a targeting strategy to gender mainstreaming. It developed the Gender Action Plan in 2017, which sought to involve more women in capacity building activities at local and national level. The project 2019 terminal evaluation report found that project encouraged the participation of female government officers and rural women in planning workshops and meetings throughout its implementation period. Community-led activities such as the provision of safe drinking water and building reservoir were of great benefits of women-led households. Reporting on the outcome of gender mainstreaming activities in the area of women economic and political empowerment were weak, however. The final project report does not cover this aspect of the project, and no specific data by the terminal 	<p>maintaining Water Security in Critical Water Catchment in Mongolia (2012-2018) \$0.61m [\$0.01m (Regular), \$0.6m (Others)]</p> <p>00086907-(00074554)-Mongolia's Network of Managed Resource Protected Areas (2013-2018) \$0.15m [\$0.01m (Regular), \$0.14m (Others)]¹³⁵</p> <p>00094432-(00087440)-Land Degradation Offset and Mitigation in Western Mongol (2015-2019) \$0.33m [\$0.02m (Regular), \$0.32m (Others)]¹³⁶</p>	<p>GEN0: 0% GEN1: 0% GEN2: 100% GEN3: 0%</p>
---	--	--	--	--

¹³⁴ Terminal Evaluation of the Project on Land Degradation Offset and Mitigation; see: <https://erc.undp.org/evaluation/evaluations/detail/9092>

¹³⁵ This project is identified by the CO as also contributing to output 1.5.

¹³⁶ This project is identified by the CO as also contributing to output 1.5.

		<p>evaluation report was provided in term of the number of women targeted by the project and gender related results.</p> <ul style="list-style-type: none">• The Mongolia Network of Managed resource protected area project, despite being a GEN2 project, did not have a clear strategy to gender mainstreaming and did not include gender mainstreaming target into its result and resource framework. Progress were made however in targeting women participation into the project through the representation of women in LPA governance structure (72.9%); and 50% of small grants distributed to CBOs in 2016 were awarded to women., which on average between US\$ 70-85 per person per year.• The ecosystem-based adaptation project was assessed as having a significant focus on gender mainstreaming by the 2018 terminal evaluation report. This included the consideration of gender in baseline studies, the implementation of activities to address the economic need of women, notably women-headed households by enhancing and diversifying income generation from horticultural product processing, improved their skills in business planning and increase their agency through membership in local committees.		
Supporting evidence	4. List of achievements	<ul style="list-style-type: none">• Improved community participation in the management of local protected areas (LPAs)<ul style="list-style-type: none">○ The MRPA project reported establishing 89 CBOs with LPAs covering 489,300ha. These LPAs were not yet formally recognized as of April 2018, the time of the project evaluation. Also, 1,300 people, mainly traditional nomadic herders, directly benefited from 3 LPAs demonstration activity (Gulzat LPA in western Mongolia and the Khavtgar LPA and Tumenkhaan-Shalz in eastern Mongolia.).• Improved community participation in the management of pasture and forest in key demonstration landscapes<ul style="list-style-type: none">○ A newly developed seven year project, “Ensuring Sustainability and Resilience of Green Landscapes in Mongolia (ENSURE)” not listed as contributing to output 1.4 (see output 1.7 below), is capitalizing on progress made by the MRPA project in the promotion of community participation in the management of natural resources.¹³⁷ The 2020 annual monitoring report of the project reported the voluntary organisation of 225 herder groups in 13 soums which have established pastureland use agreements on 609,000 ha of pastureland. ENSURE supported these groups to discuss and approve 5-year comprehensive actions plans with the aims to reconciling numbers with pasture carrying capacity and improve knowledge of other biodiversity conservation activities. Additionally, forest management plans were developed for 15 forest user groups.• Contributed to improved environmental status and reduced environmental pressure at the level of LPAs: For instance, there was an observable increase by 33% from a baseline of the population of Argali (<i>Ovis ammon</i>) at the Gulzat LPA in western Mongolia over the course of the MRPA project; There were several instances of herders interviewed by the MRPA terminal evaluation team which indicate reduced threat from wildlife hunting and other illegal activities in targeted PAs.¹³⁸ UNDP maintained water provisioning services supply by mountain steppe ecosystem by internalizing climate change risks in land and water management resource regimes. This translated to an increase in mean annual streamflow of 35% and 6 % in Kharkhiraa River and Turgen.¹³⁹• Developed a comprehensive database on LPAs.<ul style="list-style-type: none">○ As of April 2018, 1,361 out of 2,593 LPAs were deemed free of legal issues. These LPAs cover 23.7m ha or 15.13 % if Mongolia land area. An institutional agreement was set to maintain the LPA database integrated onto the knowledge platform managed by the Environmental Management Centre (www.eic.mn).¹⁴⁰		
	5. List of challenges, factors contributing to or hindering performance in the outcome/output areas			

¹³⁷ GEF and GoM, Ensuring Sustainability and Resilience (ENSURE) of Green Landscapes in Mongolia, Project Document, 2018

¹³⁸ Terminal Evaluation Report, “Mongolia’s Network of Managed Resource Protected Areas-MRPA”, 2018

¹³⁹ Terminal Evaluation Report, “Ecosystem Based Adaptation Approach to maintaining Water Security in Critical Water Catchment in Mongolia -EBA”, 2018

¹⁴⁰ Terminal Evaluation Report, “Mongolia’s Network of Managed Resource Protected Areas-MRPA”, 2018

	<ul style="list-style-type: none"> • UNDP long-standing operations in Mongolia and strong institutional capacity in leading biodiversity conservation and human development projects was key for satisfactory implementation of the project.¹⁴¹ • Weak capacity of government to implement interventions, leading to delays in project implementation. <ul style="list-style-type: none"> ○ The MRPA project experience delays in implementation in 2014-2015 due to the initial weak capacity of the government to implement procurement and human resources management.¹⁴² • Changes in government leadership and weak policy framework affected the adoption of the legal framework in support of setting up LPAs- <ul style="list-style-type: none"> ○ MRPA policy reforms were not achieved as planned. Progress provides the basis for the revision of the Law on Special Protected Areas and amendment to the Law on Environmental Protection that would recognize local protected areas (LPAs) as part of the national system, provide the legal status of communities based organizations under a managed resource protected area modality. Change in government in the lifespan of the project has affected the adoption of promoted legislative reform.¹⁴³ Key national strategies such as the National Biodiversity Strategy and Action Plan do not include specific targets to elevate the legal status of LPAs, to recognize LPAs as part of the NPAs system, and to directly address the need to strengthen community conservation capacities. • Weak M&E framework <ul style="list-style-type: none"> ○ The MPRA project had a major shortcoming in the M&E design of the project, including inconsistency in the assessment of the GEF tracking tools, lack of common biodiversity protocols and the non-validation and update of a number of indicators in the project result framework.¹⁴⁴ 			
	<p>6. Bibliography</p> <ul style="list-style-type: none"> • Land Degradation Offset and Mitigation in Western Mongol (2015-2019): 2018 APR; 2019 project Final Report; 2017 project Audit Report; 2018 Mid Term Review report; and 2019 Terminal Evaluation Reports • Mongolia's Network of Managed Resource Protected Areas-MRPA (2013-2018): 2018 Semi-Annual Progress Report; 2016 Mid Term Review & 2018 Terminal Evaluation Report. • Ecosystem Based Adaptation Approach to maintaining Water Security in Critical Water Catchment in Mongolia -EBA (2012-2018) The project 2018 terminal evaluation report; 2012-2013 Annual Progress Reports; 2013-2017 Donor Report • ENSURE Project document, 2018; ENSUREm 2020 Annual Monitoring Report • UNDP Mongolia 2017-2019 ROARs, • UNDP Mongolia CPD 2017-2021 • UNDP Mongolia response to ICPR questionnaire, 2020 • Interviews notes with key informants 			
IEO assessment of adequacy of supporting evidence provided by CO	<p>Inadequate – Most of the projects implemented under output 1.4 provided annual progress report and decentralized evaluation reports, providing a good based for assessment of programme level performance. The lack of clarity, however, on the contributions of these interventions to increased community participation in managing natural resources for enhanced resilience of ecosystem and livelihoods, hampered IEO assessment of progress toward output 1.4. It is not clear, for instance, whether the expansions of local protected areas include de facto the granted of the formal agreement to communities for the management of LPAs. This critical lack of evidence made IEO moderately confident about the rating of progress to output 1.4 and its associated indicator.</p>			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.5: Sustainable land	Indicator 1.5.1 Pastureland area	<p>1. IEO rating (CO rating): On track (on track)</p> <p>2. Justification of IEO rating:</p>	00093549-(00086253)-UN-REDD National Programme	\$2.82m [\$0.04m (Regular), \$2.788m (Other)]

¹⁴¹ Terminal Evaluation Report, “Mongolia's Network of Managed Resource Protected Areas-MRPA “, 2018

¹⁴² Terminal Evaluation Report, “Mongolia's Network of Managed Resource Protected Areas-MRPA “, 2018

¹⁴³ Terminal Evaluation Report, “Mongolia's Network of Managed Resource Protected Areas-MRPA “, 2018

¹⁴⁴ Terminal Evaluation Report, “Mongolia's Network of Managed Resource Protected Areas-MRPA “, 2018

<p>management models tested and scaled up in partnership with public and private sector for increased coverage (SDG 13.1, 13.2, SDG 15.2) coverage</p>	<p>sustainably managed and rehabilitated (hectares)</p> <p>B= 960,000 T= 1,460,000 IM= 1451,185,000</p> <p>Indicator 1.5.2 Existence of strategy for Reducing Emissions from Deforestation and Forest Degradation (REDD)¹⁴⁶</p> <p>B= 1 T= 2 IM= 1</p>	<ul style="list-style-type: none"> • Against output indicator (s): The CO has reported contributing to an expansion of 1,185,000 ha of pastureland sustainably managed and rehabilitated. Based on the evidence provided, 616,870 ha of land could be accounted for from the MRPA (510,451 ha) and the LD (106,419 ha) projects. Of this, only 78,000 ha were explicitly defined as pastureland. Through the EBA project, landscape-level adaptation techniques to maintain ecosystem integrity and water security were implemented in 17 targeted soums. The area covered by these interventions and the nature of land managed are not known, however. The ENSURE project, described under output 1.4 above, reported establishing pastureland use agreements for 609,000 ha of pastureland, while this represent significant progress towards indicator 1.5.1, it is too early to establish whether this will effectively translate into the land being sustainably managed and retabulated. • In additions, UNDP interventions have led to a significant increase in the areas of land covered by local protected areas (LPA) and state protected areas (SPA), approximately 4.99 million ha (4.82 million ha of LPAs and 0.17 million ha of SPAs) by the “Land Degradation” project¹⁴⁷, the “Managed Resource Protected Area” project¹⁴⁸, and the “Ecosystem-Based Adaptation” project¹⁴⁹. Relatively to the total land area of Mongolia (1,553,560 km²),¹⁵⁰ this represents an increase of 3.21% of specially protected areas. This achievement does not translate; however, in these lands, being effectively under sustainable land management models. Progress for the rehabilitation of pastureland is limited to part of the 78,00 ha of land brought under sustainable land management (SLM) practices by the LD project and the recent 609,00 ha of pastureland brought under management by the ENSURE project. Provided that protected areas in Mongolia are generally pastureland¹⁵¹It follows that the interventions contributing to output 1.5 have made significant progress toward achieving indicator 1.5.1. Moving forward, it will be necessary for the CO to consolidate achievement made across interventions, and provide transparent and verifiable monitoring data for achieving the target of 1.46 m ha of pasture land brought under SLM and rehabilitated, noting that rehabilitation does not immediately follow sustainable land management practices. • The strategy for reducing emission from deforestation and forest degradation was developed and adopted by Mongolia, likely in 2020 after two years delay, despite significant progress made 	<p>Mongolia (2015-2019) \$1.92m [\$0m (Regular), \$1.92m (Others)]</p> <p>00094049-(00065831)- Mongolia REDD+ Road Map validation (2015-2019) \$0.04m [\$0m (Regular), \$0.04m (Others)]</p> <p>00086907-(00074554)- Mongolia’s Network of Managed Resource Protected Areas (2013-2018) \$0.18m [\$0.01m (Regular), \$0.17m (Others)]¹⁵⁴</p> <p>00094432-(00087440)- Land Degradation Offset and Mitigation in Western Mongol (2015-2019) \$0.68m [\$0.03m (Regular), \$0.65m (Others)]¹⁵⁵</p>	<p>GEN0: 0% GEN1: 1% GEN2: 99% GEN3: 0%</p>
--	--	--	--	---

¹⁴⁵ UNDP, ENSURE Annual Monitoring Report, 2020

¹⁴⁶ Indicator is not reflected in the Country Programme Document.

¹⁴⁷ Terminal Evaluation Report, Land Degradation Offset and Mitigation in Western Mongolia, 2019

¹⁴⁸ Terminal Evaluation Report, Mongolia’s Network of Managed Resource Protected Areas, 2018

¹⁴⁹ Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017

¹⁵⁰ See: <https://data.worldbank.org/indicator/AG.LND.TOTL.K2?end=2018&locations=MN&start=2018&view=bar>

¹⁵¹ Statement made by the CO in its audit trail to IEO reporting, February 2021

¹⁵⁴ This project is identified by the CO as also contributing to output 1.4.

¹⁵⁵ This project is identified by the CO as also contributing to output 1.4.

		<p>by the project in ensuring the availability of crucial building blocks for its drafting. Institutional bottlenecks were a key factor hampering progress.¹⁵²</p> <ul style="list-style-type: none"> Overall, UNDP contribution to output 1.5 and its associated indicator could be rated as “On track”. Against output statement: Not applicable <p>3. Assessment of contribution to gender mainstreaming if relevant: In addition to the contribution of the land degradation offset and the MRPA projects contribution to gender mainstreaming, reflected in output 1.4 above, the REDD+ project has produced a 2017 report on Gender and Social Inclusion which informed the MET’s revised Gender Action Plan. It A draft Handbook on Gender Sensitive and Socially Inclusive Stakeholder Engagement, and training guide on gender sensitive and socially inclusive stakeholder participation¹⁵³ was drafted but not yet approved.</p>		
Supporting evidence	4. List of achievements	<ul style="list-style-type: none"> Sustainable Land Management (SLM) practices were applied in rangeland improvements over 78,000 ha, including water sources protection, cropland rehabilitation and agroforestry).¹⁵⁶ 28,419 ha of land offset areas were added through the land degradation project.¹⁵⁷ The 2020 annual monitoring report of the ENSURE project reported establishing pastureland use agreements on 609,000 ha of pastureland. Tested community conservations in three pilot LPAs (510,451 ha) in collaboration with 33 CBOs and local government under the MRPA project.¹⁵⁸ Implemented landscape-level adaptation techniques to maintain ecosystem integrity and water security under conditions of climate change. <ul style="list-style-type: none"> This included 17 targeted Soums reflecting IWRM into their annual plan, developed and implemented EBA plans; Rehabilitation of 44 spring in targeted river basin; improved use of surface water, improvement of livelihood activities and household income albeit at a very small scale (only 20 households were reported experiencing an increase in income in relation to project activities). Increased extent of state and local protected areas: <ul style="list-style-type: none"> 1.01m ha of LPA through the EBA project¹⁵⁹ 3.3m ha of areas LPAs were added by the LD project under formal protection, providing protection from the development of extractive industries, and management for conservation values.¹⁶⁰ 683,851 ha of under-represented ecosystems to the protected area system, including 173,000 ha to the State-Protected Area (SPA) system and 510,451 ha to the LPA system by the MRPA project.¹⁶¹ 		

¹⁵² FAO, UNDP, UNEP, National Strategy and Action Plan for Reducing Emissions from Deforestation and Forest Degradation (REDD+), No date. See: https://redd.unfccc.int/files/national_strategy_and_action_plan_redd_mongolia_eng.pdf; listing of the REDD+ strategy on the NDC Mongolia website in 2020 but strategy not accessible, See: <http://ndc.mne.gov.mn/en/rule/1/82>

¹⁵³ See: <http://reddplus.mn/mon/wp-content/uploads/2020/01/Gender-Responsive-and-Social-inclusion-training-module-MNG-final-agreed-vers.pdf>

¹⁵⁶ 2019, land degradation offset Terminal Evaluation Report, 2019

¹⁵⁷ 2019, land degradation offset Terminal Evaluation Report, 2019

¹⁵⁸ Terminal evaluation MRPA

¹⁵⁹ Terminal Evaluation Report, “Ecosystem Based Adaptation Approach to maintaining Water Security in Critical Water Catchment in Mongolia -EBA”, 2018

¹⁶⁰ ERMAL EVALUATION OF THE PROJECT ON LAND DEGRADATION OFFSET AND MITIGATION; see: <https://erc.undp.org/evaluation/evaluations/detail/9092>

¹⁶¹ Terminal evaluation MRPA

	<ul style="list-style-type: none"> ○ REDD+ strategy developed¹⁶² <p>5. List of challenges, factors contributing to or hindering performance in the outcome/output areas</p> <ul style="list-style-type: none"> • National REDD+ strategy was developed with significant delays. Several factors have delayed the achievement of this goal, namely: <ul style="list-style-type: none"> ○ weak government leadership with decision making power, partly related to the unavailability of the UN-REDD) National Programme Director; the limited time allocated to the project (3 years); uncertainty about the content of the strategy to be drafted, as new government regulation requires the development of a REDD+ National Program, which mandate detailed plan including strategy and investment plan unlike traditional REDD strategies developed in other countries such Myanmar, PNG and Viet Nam; the mixed quality of reports on drivers and policies and measures; the decision to incorporate the six sub-national actions plans in the strategy and the very challenging nature of the drafting task given the weak capacity of the Project Management Unit and Department of Forest Policy and Coordination, MET.¹⁶³ ○ The non-consideration of soil carbon and the permafrost layer in the boreal forest (partly due to challenging scientific and methodological work needed), which represent a significant gap of Mongolia reporting in the Agriculture, Forests and Other Land Use restoring to the UNFCCC and its potential for greenhouse gas emission due to anthropogenic driver.¹⁶⁴ ○ The REDD+ final evaluation raised concern for the continuation of REDD+ implementation in Mongolia, as the main priority for the country and the forest sector is an adaptation and for which donor finance is more likely to be available. Building on current progress and re-moulding achievement toward the adaptation agenda with mitigation as a co-benefit is the most plausible pathway of the REDD+ efforts in Mongolia. (reference) The CO have noted however that the second phase for the REDD+ in Mongolia was planned and will be implemented with FAO.¹⁶⁵ • Weak M&E of achievements across interventions <ul style="list-style-type: none"> ○ Progress reported by the CO in its indicator matrix does not explicitly relate to interventions implemented by UNDP. The CO reported an increase of 1.96 percent of specially protected areas as of 2019. This, based on data sourced from the National Specially Protected Areas Database (managed by the Ministry of Environment and Tourism). Also, there is a lack of clarity of whether progress reported is directly or indirectly related to UNDP interventions¹⁶⁶. The 3.21 percent increase estimated by IEO was based however on the terminal evaluation reports of the three interventions implemented by UNDP, and which are the natural source of information to indicate progress toward indicator 1.3. • Delays in the formal approval of state-protected areas proposals <ul style="list-style-type: none"> ○ As of 2018, 3.02 million of SPAs were still pending approval by (2.45 million ha) or submission to the parliament (0.57 million ha).¹⁶⁷ <p>6. Bibliography</p> <ul style="list-style-type: none"> • UN-REDD National Programme Mongolia (2015-2019). 2015, 2016, 2018 Annual progress reports; 2018 Mid-term review & Terminal Evaluation Reports. • Land Degradation Offset and Mitigation in Western Mongol (2015-2019): 2018 APR; 2019 project Final Report; 2017 project Audit Report; 2018 Mid Term Review report; and 2019 Terminal Evaluation Reports
--	---

¹⁶² FAO, UNDP, UNEP, National Strategy and Action Plan for Reducing Emissions from Deforestation and Forest Degradation (REDD+), No date. See: https://redd.unfccc.int/files/national_strategy_and_action_plan_redd_mongolia_eng.pdf; listing of the REDD+ strategy on the NDC Mongolia website in 2020 but strategy not accessible, See: <http://ndc.mne.gov.mn/en/rule/1/82>

¹⁶³ 2018 Final Evaluation of UN-REDD Mongolia National Programme

¹⁶⁴ 2018 Final Evaluation of UN-REDD Mongolia National Programme

¹⁶⁵ 2018 Final Evaluation of UN-REDD Mongolia National Programme

¹⁶⁶ The CO feedback to IEO request in accessing the land use cover of the land brought under formal protection suggest that the expansion of 3.4 million ha of SPA might not be solely the result of UNDP activities. The CO response reads as "...The SPA expansion was result of different stakeholders, such as UNDP, TNC, WWF, local governments, and the community groups. They have jointly conducted a broader set of preparation activities such as developing the justification for the proposed protected area, organizing discussions and consultations at local level, and conducting public awareness activities."

¹⁶⁷ Terminal Evaluation Report, Ecosystem Based Adaptation Approach to Maintaining Water Security in Critical Water Catchment in Mongolia, 2017; Terminal Evaluation Report, Mongolia's Network of Managed Resource Protected Areas, 2018

	<ul style="list-style-type: none">• Mongolia's Network of Managed Resource Protected Areas-MRPA (2013-2018): 2018 Semi-Annual Progress Report; 2016 Mid Term Review & 2018 Terminal Evaluation Report.• UNDP Mongolia 2017-2019 ROARs• UNDP Mongolia CPD 2017-2021• UNDP Mongolia response to ICPR questionnaire, 2020• Interview notes with key informants			
IEO assessment of adequacy of supporting evidence provided by CO	Adequate – Most of the project provided performance reporting and decentralized evaluations, which provided a good basis for the assessment of progress toward output 1.5 and its associated indicators. IEO is fairly confident about the rating attributed.			
CPD Output	Adequate, key interventions provided sufficient level of performance reporting.	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.6: Effective institutional legislative and policy frameworks in place to enhance the implementation of targeted mitigation and disaster and climate risk management measures (SDG 11.3; SDG 13.1 and 13.2)	<p>Indicator 1.6.1 Leveraged volume of investment to climate change adaptation and mitigation measures (in \$ millions)</p> <p>B= 0; T=20; IM 2019 = NA</p> <p>Indicator 1.6.2 Implementation of comprehensive measures – plans, strategies, policies, programmes and budgets – to achieve low-emission and climate-resilient development objectives has improved. B= 2; T= 5; IM 2019 = NA</p>	<p>1. IEO rating (CO rating): At risk (At risk)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none">• Against output indicator (s): The NAMA project has delivered its planned interventions on time regardless of the barrier. The final evaluation report of the NAMA project assessed it as “moderately satisfactory,” but its contribution to the output 1.6 and its indicator 1.6.2 is not clear due to a misalignment between project indicators and output indicators. There were delays in the approval of a US\$ 23m <u>GCF Project on “Improving Adaptive Capacity and Risk Management of Rural communities in Mongolia. This slowed progress toward indicator 1.6.1 and was caused by the donor organization which made it challenging for the CO to deliver the intervention in a timely and comprehensive manner. The GCF project finally approved in 2020 would allow for significant progress toward indicator 1.6.1, but the achievement of the USD 20M target by 2022, is unlikely. Hence the rating of progress as “at-risk”.</u>• Against output statement: The NAMA project has contributed to the development of State policy on the Construction Sector (reflecting low-carbon urban development issues and with GHG reduction targets). This included the approved Energy Efficiency Building Code.¹⁶⁸ UNDP also contributed to knowledge improvement through improved national GHG inventory methodology and data collection in the transport sector; Developed MRV methodology and guidelines, and used for MRV for two demonstration projects; and developed a cost-benefit analysis tool of different energy saving technologies in the building sector.⁰¹⁶⁹ <p>3. Assessment of contribution to gender mainstreaming if relevant: The NAMA project took gender concerns into account designing a gender action plan, organizing the training by ensuring gender-balanced participation, which is adequate with the limited focus of the project on gender. In addition,</p>	00093540-(00086244)-Nationally Appropriate Mitigation in Construction (full) (2016-2020) \$0.59m [\$0.02m (Regular), \$0.56m (Others)] ¹⁷²	\$0.58m [\$0.02m (Regular), \$0.56m (Other)] GEN0: 0% GEN1: 100% GEN2: 0% GEN3: 0%

¹⁶⁸ See: <https://www.legalinfo.mn/annex/details/11242?lawid=15595>

¹⁶⁹ KII, Oct 2020, meeting notes

¹⁷² This project is identified by the CO as also contributing to output 1.10.

		the CO reported the MRV system for energy efficiency measures in the construction sector incorporated a gender specific indicator. IEO was not able to substantiate this claim however. ^{170 171}			
Supporting evidence	<div>4. List of achievements</div> <ul style="list-style-type: none">Developed GHG inventory methodologyLaunched and operationalized the web based GHG emission inventory system for the construction sector through NAMAIdentified key GHG and non-GHG parameters and indicators for the construction sector through NAMADeveloped MRV methodology and guidelines, and used for MRV of two demonstration projectsCarried out cost-benefit analysis and developed the methodology with an Excel-based tool for marginal abatement cost curves (MACC) of different technologies including high-efficiency boilers, improved insulation, triple glazed windows, improved ventilation with heat recovery system, solar panels, and efficient lighting;Implemented four demonstration (pilot) projects: ERC (rooftop solar system); CDC Lab (insulation); Soum heating system (high-efficiency boiler), School building retrofit in Gobi-Altai (roof renovation and indoor heating system renovation)Conducted an assessment on the “Financial Scheme for Energy Efficient buildings in Mongolia”Contributed to the development of State policy on the Construction Sector (reflecting low-carbon urban development issues and with GHG reduction targets)An MoU was created between MCUD and ERC to cooperate on the implementation of the National Energy Saving Program, including working together on the operationalization of data collection frameworks for the energy consumption and GHG inventory system. <div>5. List of challenges, factors contributing to or hindering performance in the outcome/output areas</div> <ul style="list-style-type: none">Good relations with the government counterpartsInitial delays in the NAMA project approval required the PIU to implement the Project in a shorter implementation period (32 months) than originally planned (42 months).Revised (energy-relevant) building draft Handbook on Gender Sensitive and Socially Inclusive Stakeholder Engagement has been slow and official approval is still pending.Lack of knowledge of GHG emissions and green developmentA lack of human resources to work on the project and UNDP’s new structure increased staff workloads <div>6. Bibliography</div> <ul style="list-style-type: none">Terminal Evaluation Report; Nationally Appropriate Mitigation Actions in the Construction Sector in Mongolia (Draft), 2020Mid-term Review of UNDP/GEF Project: Nationally Appropriate Mitigation Actions in the Construction Sector in Mongolia, 2018Key Informant Interview, 2020Project document: Nationally Appropriate Mitigation Actions in the Construction Sector in Mongolia, 2016Result Oriented Annual Report 2018				
	IEO assessment of adequacy of supporting evidence provided by CO				
Inadequate- Considering the output characteristics of the NAMA projects, including the misalignment between output indicator and project indicator, it’s challenging to assess the output progress with one rating. UNDP is moderately confident about the rating as there is a clear lack of progress toward indicator 1.6.1.					
CPD Output	CPD Output Indicators	UNDP progress and contribution		Key interventions	Expenditure 2016–19 (\$m)
Output 1.7: Livelihood quality and	Indicator 1.7.1 Income level of targeted 200	<div>1. IEO rating (CO rating): At-risk (At risk)</div> <div>2. Justification of IEO rating:</div>		00074488-(00059535)- UNDP Seoul Policy Centre-	\$2.16m [\$0.00m (Regular), \$2.16m (Other)] GEN0: 5%

¹⁷⁰ Project Implementation Report, UNDP, 2018

¹⁷¹ See: <https://erc.undp.org/evaluation/evaluations/detail/12589>

<p>sustainability of resource-dependent rural communities increased (SDG 13.1, 13.2)</p>	<p>forest, pasture and water-user groups/communities, disaggregated by sex of household head B= 0; T20 =; IM 2019 = NA</p> <p>Indicator 1.7.2 Number of provinces adopting green development programme that incorporates cross-cutting issues B= 0; T= 5; IM 2019 = NA</p>	<ul style="list-style-type: none"> • Against output indicator (s): • This output aims for increased livelihood quality and sustainability of resource-dependent rural communities. ENSURE is making progress towards indicator 1.7.1, notably by organising pasture user groups into cooperative and designing strategies for the marketing of livestock and livestock related products, and piloting payment for ecosystem services schemes through a public private partnership.¹⁷³ It is however too soon to assess actual contribution to indicator 1.7.1. The EBA project not listed by the CO as contributing to output 1.7. had led to an increase in annual income of 20 out of 102 poor household's up to above living standards.¹⁷⁴ This progress is however limited compared to the target pf 200 natural resource user groups. • Observable progress towards indicator 1.7.2 were only limited to the promotion and advocacy for green development programme through the ENSURE and PEI projects. The Long-term Sustainable Green Development Goals –2025" for Erdenet city, Orkhon aimag" in 2019, and the 2021-2025 Sustainable development plan of Zavkhan aimag. Approved on the 31 of December 2021¹⁷⁵ are the two green development programme designed by the PEI and ENSURE project respectively.¹⁷⁶ In addition, delays in the GCF approval of the US\$ 23m <u>Project on "Improving Adaptive Capacity and Risk Management of Rural communities in Mongolia"</u> made it challenging for the CO to contribute to output 1.7. as planned. Hence IEO rating of progress as "at-risk". • Against output statement: NA <p>3. Assessment of contribution to gender mainstreaming if relevant: There is no established contribution to gender equality and the empowerment of women, by interventions contributing to output 1.7. The ROARs state that the gender-related results are not yet available to report under this output, but the main project, the ENSURE project, has set outputs indicators that include gender-disaggregated data. It also took gender concerns into account when organizing trainings by ensuring that gender-balanced participation. Due to a lack of evidence, however, it's not possible to assess its impact on gender equality as of 2019. Other projects, including the UNDP Seoul Policy Centre-Volume based waste, the Poverty-Environment Initiative-Phase II, and the UN Partnership for Action on Inclusive Green Economy, did not include any gender-specific interventions. Survey and Reports have not mentioned any gender-disaggregated data or evidence.</p>	<p>Volume based waste (2010-2017) \$0.05m [\$0m (Regular), \$0.05m (Others)]</p> <p>00088344-(00075132)-PEI Joint UNDP-UNEP Poverty-Environment Initiative-Phase II (2013-2018) \$0.04m [\$0m (Regular), \$0.04m (Others)]</p> <p>00090714-(00081451)-Innovation Facility (2014-2019) \$0.05m [\$0m (Regular), \$0.05m (Others)]</p> <p>00103218-(00100102)-ENSURE (full project) (2018-2026) \$1.35m [\$0.01m (Regular), \$1.35m (Others)]</p> <p>00105802-(00104078)-ENSURE Project Preparation (2017-2019) \$0.19m [\$0m (Regular), \$0.19m (Others)]</p> <p>00106637-(00105341)-UN Partnership for Action on Inclusive Green Economy-UN PAGE (ODA Countries) (2017-2021) \$0.02m [\$0m (Regular), \$0.02m (Others)]</p>	<p>GEN1: 24% GEN2: 71% GEN3: 0%</p>
--	---	--	---	---

¹⁷³ ENSURE annual monitoring report. 2020

¹⁷⁴ Terminal Evaluation Report, "Ecosystem Based Adaptation Approach to maintaining Water Security in Critical Water Catchment in Mongolia -EBA", 2018

¹⁷⁵ This evidence come from CO statement, IEO was not able to corroborate this through the 2020 monitoing report of the ENSURE project, but there is an indication of UNDP working with the aimag in this area. See: <https://montsame.mn/en/read/220853>

¹⁷⁶ Results Oriented Annual Report, UNDP, 2019, p.3

			00110884-(00105341)-UN Partnership for Action on Inclusive Green Economy (2017-2020) \$0.03m [\$0m (Regular), \$0.03m (Others)] 00093554-(00086259)-Environmental Governance for Sustainable Natural Resource Management (2014-2020) \$0.42m [\$0m (Regular), \$0.42m (Others)] ¹⁷⁷	
Supporting evidence	4. List of achievements	<ul style="list-style-type: none"> Progressed toward increasing income level of pasture, forest and water user groups <ul style="list-style-type: none"> 20 out of 102 poor household's annual income increased up to above living standards.¹⁷⁸ ENSURE is making progress toward improving natural resources user-group incomes.¹⁷⁹ This include supporting 225 herders groups in organizing sale of livestock and livestock products in the cooperative manner, the development of new income generating a activities notably probiotic and to pilot payment of ecosystem services through Public Private Partnership mechanisms.¹⁸⁰ Promoted and advocated for green development programme through the ENSURE, PEI and LDO projects.^{181 182} <p>ENSURE project assisted in developing 11 soums landscape-based development plans, which have green development principles incorporating biodiversity and ecosystem services to the development planning. The 2021-2025 Sustainable development plan of Zavkhan aimag was approved on the 31 of December 2021¹⁸³</p> <p>The Land Degradation Offset Project supported the development and approval of the Khovd aimag Green Development Policy.¹⁸⁴</p> <ul style="list-style-type: none"> Provided capacity development on sustainable and green development measures, such as an enhanced seasonal movement and benefits of decreasing the number of herds with additional co-benefits of avoiding encroachment into biodiversity habitats. Organized consultation with target beneficiary communities, reaching almost 9,000 herders. Supported forest taxation and inventory on umbrella biodiversity species at target landscapes. Conducted a Knowledge, Attitude and Practices survey to diagnose and examine the understanding of pasture and forest degradation, rare species and plants, local challenges and possible solutions. Developed the information and awareness plan on "Changing old habits and exercising good practice." Ensured cooperation with schools and other relevant organizations in target soums to support the participation of eco clubs of secondary schools in biodiversity conservation, including wild animals and rare plants, improving ecosystem services and environmental protection through capacity strengthening. Organized public awareness activities on the importance of green development with the focus on pasturelands, forest, biodiversity, and resource efficiency. 		

¹⁷⁷ This project is identified by the CO as also contributing to output 2.3.

¹⁷⁸ Terminal Evaluation Report, "Ecosystem Based Adaptation Approach to maintaining Water Security in Critical Water Catchment in Mongolia -EBA", 2018

¹⁷⁹ ENSURE annual monitoring report. 2020

¹⁸⁰ ENSURE annual monitoring report. 2020

¹⁸¹ Results Oriented Annual Report, UNDP, 2019, p.3

¹⁸² Results Oriented Annual Report, UNDP, 2019, p.3

¹⁸³ This evidence come from CO statement, IEO was not able to corroborate this through the 2020 monitoing report of the ENSURE project, but there is an indication of UNDP working with the aimag in this area. See: <https://montsame.mn/en/read/220853>

¹⁸⁴ Terminal Evaluation Report, Land Degradation Offset and Mitigation in Western Mongolia, 2019

	<ul style="list-style-type: none"> o Developed and disseminated public advocacy and awareness materials for the general public and target groups. o Established platforms, including www.ensure.mn and the Facebook page "Let's be friendly to our nature."¹⁸⁵ o Developed "The Long-term Sustainable Green Development Goals –2025" for Erdenet city, Orkhon aimag" in 2019 through the PEI.¹⁸⁶ o Started a local dialogue on sustainable long-term visions in Sukhbaatar and Uvs based on the Orkhon experience and using their technical expertise, and subsequently approved their local development plans incorporating green development principles and SDGs, through the PEI.¹⁸⁷ o BIOFIN developed an inclusive meat business and its investment plan to support the sustainable operation of locally protected areas.¹⁸⁸ • Studied and promoted "Volume Based Waste Fee System."¹⁸⁹ <ul style="list-style-type: none"> o Conducted training on Waste Management and Volume Based Waste Fee System for the section leaders, organizers and social workers of the khorroos and households, as well as the specialists of the Waste Service Organizations. o Developed information, training and awareness campaign materials. o Conducted research, evaluation and the project outcomes report. o Developed policy recommendations <p>5. List of challenges, factors contributing to or hindering performance in the outcome / output areas</p> <ul style="list-style-type: none"> • Good relations with government counterparts. • The GoM's active commitment to project implementations. • Delays in GCF approval of the project "Improving Adaptive Capacity and Risk Management of Rural communities in Mongolia", making the CPD output pending for implementation in the coming years.¹⁹⁰ • A lack of human resources to work on the project and UNDP's new structure increased staff workloads. <p>6. Bibliography</p> <ul style="list-style-type: none"> • Steering Committee Report: Ensuring Sustainability and Resilience (ENSURE) of Green Landscape in Mongolia, 2019 • Annual Report: Ensuring Sustainability and Resilience (ENSURE) of Green Landscape in Mongolia, 2019 • Result Oriented Annual Report 2018 • Result Oriented Annual Report 2019 • Key Informant Interviews • Project Document: UN partnership for Action on Inclusive Green Economy • Final evaluation of the Poverty-Environment Initiative (PEI) 2013-2018 			
IEO assessment of adequacy of supporting evidence provided by CO	Inadequate - There is a lack of reports and evidence for projects including the UN partnership for Action on Inclusive Green Economy, Innovation Facility, and Poverty-Environment Initiative. Therefore, it was challenging to assess the projects based primarily on the Results Oriented Annual Reports. The project, Environmental Governance for Sustainable Natural Resource Management (2014-2020), is considered to be under Output 1.7, but there was no evidence to demonstrate its connection to it. Also ROARs reports for Output 1.7 have not mentioned the project. Consequently, IEO is moderately confident about the rating of UNDP progress toward output 1.7 and its associated indicators.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.8: Mechanisms in place to assess natural and	Indicator 1.8.1 Number of newly developed subnational	<ol style="list-style-type: none"> IEO rating (CO rating): off-track (Off-track). Justification of IEO Rating: 	00085836-(00072800)- Strengthening local level capacities for disaster risk	\$0.47m [\$0.03m (Regular), \$0.44m (Other)]

¹⁸⁵ <https://www.facebook.com/EnsureMongolia/>

¹⁸⁶ Results Oriented Annual Report, UNDP, 2019, p.3

¹⁸⁷ Results Oriented Annual Report, UNDP, 2019, p.3

¹⁸⁸ Results Oriented Annual Report, UNDP, 2019, p.3

¹⁸⁹ Volume-Based Waste Fee System Pilot Project Report, UNDP, 2019

¹⁹⁰ Results Oriented Annual Report, UNDP, 2018, p.5

man-made risks at subnational level that are incorporated into subnational disaster management plan (SDG 13.2)	disaster management plans that reflect locally specific risks and vulnerabilities B= 0; T= 21; IM 2019 =NA	<ul style="list-style-type: none"> Against output indicator(s): The project, Disaster Risk Reduction, could not reach the output target 1.8 that was aiming for 21 subnational disaster management plans by 2022. There is no evidence action towards the development of subnational plans in the annual project work plan (2017-2018), which was implemented within the scope of the extension of the DRR project with Central Emergency Relief Fund. This is because CERF was dedicated to Dzud (harsh winter) related interventions. Against output statement: Not applicable <p>3. Assessment of contribution to gender mainstreaming if relevant:</p> <ul style="list-style-type: none"> Regarding gender mainstreaming, there is no gender-disaggregated data or indicators to show the projects' contribution to gender equality in Mongolia. There are also no gender-specific interventions implemented under the projects towards Output 1.8. As a response to the COVID-19 pandemic, UNDP has taken two initiatives under Output 1.8, the "COVID-19 Socio-Economic Assessment" and "Covid19 - Rapid Response Facility" in cooperation with other agencies in 2020. Although those two initiatives were unplanned, their contribution to gender equality amid COVID-19 were significant. By generating gender-specific data and evidence and conducting policy advocacy to consider gender-specific interventions, UNDP pushed the GoM to mainstream gender perspectives in planning and take gender-sensitive action during the pandemic. 	reduction management and coordination in Mongolia (2013-2017) \$0.43m [\$0m (Regular), \$0.43m (Others)] 00120580-(00085915)-UNDP Mongolia - Engagement Facility - COVID-19 Socio-Econ Assessment (2020-2020) \$0.03m [\$0.03m (Regular), \$0m (Others)] 00121158-(00085915)-UNDP Mongolia - Engagement Facility- Covid19 - Rapid Response Facility (2020-2020) \$0.01m [\$0m (Regular), \$0.01m (Others)]	GEN0: 0% GEN1: 0% GEN2: 100% GEN3: 0%
Supporting evidence	<ul style="list-style-type: none"> List of achievements <ul style="list-style-type: none"> Developed a smartphone application to raise awareness and improve the skills needed for disaster risk reduction and response, in cooperation with NEMA. Risk assessment methodologies developed in 2017 Provided assistance to 4000 herder households affected by dzud, jointly with FAO Mongolia Supported and took part in the largest ever nationwide earthquake drill in Ulaanbaatar in April 2019 Supported NEMA in organizing a consultative meeting on monitoring of the Sendai Framework for Actions on DRR. UNDP and the National Emergency Management Agency have developed the first draft of the Risk Insurance Law. Parliament approved the revised Law on Disaster Protection Conducted the "COVID-19 Socio-Economic Assessment" Established the "Covid19 - Rapid Response Facility" List of challenges, factors contributing to or hindering performance in the outcome / output areas The COVID-19 related interventions faced the following challenges: <ul style="list-style-type: none"> The limited knowledge and experience of national think-tanks and experts on disaster and disaster risk management. Newness of applying the concept "Leaving No One Behind (LNOB)" The lack of national gender-disaggregated data, especially those related to women entrepreneurs, was a major constraint in the identification of the specific needs of women. The division of labour/assignments between Resident Coordinator's Office and UNDP was unclear initially. Limited human and financial resources to review the 4-year action plan of the GoM in a timely fashion after a request from the GoM. Bibliography <ul style="list-style-type: none"> Result Oriented Annual Report 2019 Result Oriented Annual Report 2018 Result Oriented Annual Report 2019 			

	<ul style="list-style-type: none"> Annual Report -2013: Strengthening local level capacities for disaster risk reduction, management and coordination in Mongolia, 2014 UN Mongolia Country Results Report 2017-2018 UN Mongolia Country Results Report 2018-2019 UN Mongolia Country Results Report 2019-2020 The project document: Strengthening local level capacities for disaster risk reduction, management and coordination in Mongolia, 2013 Annual work Plan, Disaster Risk Reduction at the local level, 2018 Terminal Evaluation Report: Strengthening local level capacities for disaster risk reduction, management and coordination in Mongolia, 2016 Presentation: Support to the National Response to contain the impact of COVID-19, UNDP, 2020 Rapid Socio-Economic Impact Assessment of COVID-19 prevention Measures on Vulnerable Groups and Value Chains in Mongolia, 2020 Key Informant Interviews MINI COVID-19 ROAR, 2020 			
IEO assessment of adequacy of supporting evidence provided by CO	Inadequate - Documents provided by CO were insufficient to evaluate Output 1.8 properly. The main project, DRR, was extended by one year, but actions taken during the extension are not aligned with Output 1.8. All reports, including the Result Oriented Annual Reports (2017-2019) and UN Mongolia Country Results Report (2017-2019), don't include any explanation or response to the target of Output 1.8. The only project report provided, the Terminal Evaluation Report conducted in 2016, shows no evidence for Indicator 1.8.1. As shown in the project document, there is no output or intervention linked to the indicators of Output 1.8. There appears to be a misalignment between the project results framework and CP results framework, although it may also be caused by poor reporting or a lack of evidence. Consequently, IEO is moderately confident about its rating.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.9: Urban policies and programmes focus on poverty reduction and foster accelerated low carbon development (SDG 11a; 11.3)	<p>Indicator 1.9.1 Policies and strategies integrate measures tackling urban poverty. B= 0; T=3; IM 2019 = NA</p> <p>Indicator 1.9.2 Relevant new approved policies and regulations integrate low-carbon urban development. B= 0; T= 2; IM 2019 = NA</p>	<p>1. IEO rating (CO rating): On track (On track)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against output indicator (s): There is good progress toward output 1.9 and its associated indicators. UB city baselines were prepared for all relevant SDGs. The main challenge remain the operationalization of the objective related to poverty reduction (UB City SDG Road Map) and feasibility of its targets. Youth Enterprising Lab (The Activated2030 at #Hub) is contributing to the entrepreneurial capabilities of young Mongolians, however stronger linkages between outcome level and output 1.9 and its associated indicators need to be in place. The CO has improved the national GHG inventory methodology and data collection in the transport sector and contributed towards the update of the country NDC, which was provided when Mongolia announced a nationally determined contribution for the Paris Agreement, Nov 2019, Government Decree 407 - annexes on NDC.¹⁹¹ Also, UNDP contributed to the development of National Programme and Action Plan on reduction of air and environmental pollution which would have led to the banning of raw coal and the used of refined coal with significant potential for GHF emission reduction.¹⁹² 	<p>00102620-(00099307)- Preparatory Assistance for the implementation of the SDGs in Mongolia - Roadmap UB city (Phase 1 SDGs) (2016-2017) \$0.2m [\$0m (Regular), \$0.2m (Others)]</p> <p>00114101-(00117231)- Activated2030 @ #Hub (2019-2020) \$0.05m [\$0.03m (Regular), \$0.02m (Others)]¹⁹⁴</p>	<p>\$0.28m [\$0.03m (Regular), \$0.25m (Other)]</p> <p>GEN0: 0% GEN1: 18% GEN2: 82% GEN3: 0%</p>

¹⁹¹ This work started in 2019 and continued in 2020, throughout this process UNDP provided support in consolidating sectoral inputs and finalizing the whole NDC document. See; The banning of raw coal was part of measures included in the National Programme on Reduction of Air and Environmental Pollution for which UNDP contributed to through the development of the Programme and its Action Plan..

¹⁹² "Raw Coal is Prohibited in Ulaanbaatar", Specialized Inspection Agency, accessed October 10, 2020, <http://inspection.gov.mn/new/ulaanbaatar/?p=42056>

¹⁹⁴ This project is identified by the CO as also contributing to output 1.1.

		<ul style="list-style-type: none">• The National REDD+ strategy was developed, albeit with two years of delay. The delay was mostly due to policy incoherence, weak government and project leadership and lack of technical capacity of the government. It follows that overall UNDP progress toward output 1.9 and its associated indicator is “on-track”.• Against output statement: No data <p>3. Assessment of contribution to gender mainstreaming if relevant: The interventions contribution to gender mainstreaming are weak relative to their gender markers. Based on a joint UNDP-UNEP data availability assessment, a sex disaggregation study by UNDP, data ecosystem mapping, and the work of SDG Working Groups on localizing SDGs, a roadmap on monitoring the SDV and SDGs has been developed by the national authorities. This roadmap outlines the steps and resources required for filling data gaps and suggests sequencing and prioritization. Based on the roadmap, UNDP and the government will jointly mobilise necessary resources for the roadmap implementation. ¹⁹³Despite understanding that gender-related problems affect poverty dynamics, the approved indicators of the UB roadmap are not aligned with the vision. While targeting the poverty reduction, the appropriate indicators associated with gender equality are still lacking because the reported figures in the roadmap were still not women-focused or gender-disaggregated. Thus, the statistics were not very useful in identifying how women are being affected in many areas, including crime. Close monitoring is needed on the determination of the figures used.</p>	00116398-(00120098)- Deepening efforts to accelerate NDC implementation (2019-2021) \$0.03m [\$0m (Regular), \$0.03m (Others)]	
Supporting evidence	<p>3. List of achievements</p> <ul style="list-style-type: none">• Developed the UB SDG roadmap.• Contributed to the development of Mongolia National Determined Contribution under the framework of the Paris agreement.¹⁹⁵• improved national GHG inventory methodology and data collection in the transport sector. The GHG inventory system will be set up and made operational for the transport sector with improved data collection.¹⁹⁶• Implemented the phase I of the REDD+ programme, and the REDD+ strategy is adopted¹⁹⁷ (see output 1.5 for detailed assessment) <p>4. List of challenges, factors contributing to or hindering performance in the outcome / output areas</p> <ul style="list-style-type: none">• Weak operationalisation of the UB city road map objectives related to poverty reduction and lack of feasibility and quality of the roadmap.<ul style="list-style-type: none">• For example, the poverty level was forecasted to decrease to 10.3% in 2020 from 24.8% in 2016 according to the SDG roadmap of 2018, but in reality, the level, measured before the outbreak of the COVID-19, remained at 28.4% in 2019 according to the National Statistics Office. In other words, the attainability of the approved figures of the poverty level reduction during this cycle is unlikely. In the executive summary of the last evaluation document of the previous cycle, 2012-2016, it was stated clearly that there could be a potential increase of poverty in the city — “Due to limited political space accorded to discourse on poverty in the country.• Weak reporting of performance and progress<ul style="list-style-type: none">• The Activated2030 at #Hub, a year-long projects, lack performance reporting on its contribution toward indicator 1.9.1., through the promotion of your enterprise.			

¹⁹³ UNDP, *Project Document for SDGs implementation project- Supporting the Implementation of the 2030 Agenda in Mongolia* (Ulaanbaatar: UNDP, 2018), https://info.undp.org/docs/pdc/Documents/MNG/01%20Prodoc_%20%2007%20June%20%202018%20SDGs.pdf

¹⁹⁵ See: <http://ndc.mne.gov.mn/storage/document/files/5fa2478d3f359.pdf>

¹⁹⁶ KII, Oct 2020, meeting notes

¹⁹⁷ KII, Oct 2020, meeting notes

	<ul style="list-style-type: none"> The reduction of carbon emission in the city is a consequence of the government decision in the second quarter of 2019 to ban¹⁹⁸ the use of raw coal by producing more refined coal that is being distributed throughout the city. The CO has contributed to the development of the National Programme and Action Plan in reducing Air and Environmental Pollution. Evidence of a strong linkage between that progress and the government decision in banning the use of RAW coal, and the level of contribution attributable to UNDP is not clear however. <p>5. Bibliography</p> <p>Deepening efforts to accelerate NDC implementation in Mongolia /2019-2021/ NDCP Facilitation – Mongolia. ATLAS BU: MNG10- Project No.: 00120098 UNDP GENDER MARKER: TRACKING GENDER-RELATED INVESTMENTS AND EXPENDITURES IN ATLAS A GUIDANCE NOTE FOR UNDP STAFF https://1212.mn/BookLibraryDownload.ashx?url=Yearbook-2019.pdf&ln=Mn 2016 Country Programme Action Plan Evaluation.pdf Results Oriented Annual Report - MNG - 2019.pdf UBCitySDGroadmapmergedLAST_20181023023812.pdf Activated2030 Project Documents_Scanned</p>			
IEO assessment of adequacy of supporting evidence provided by CO	Adequate – Additional evidence was provided during the review process to validate the self-assessment. Sufficient level of confidence in rating.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 1.10: City governments implement and foster low-carbon and energy-efficient technology applications	Indicator 1.10.1 Reduction of greenhouse gas emissions (in tons of CO2 equivalent) B= 0; T= 100,000; IM 2019 = NA	<p>1. IEO rating (CO rating): Off track (At-risk)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against output indicator (s): There is weak progress in reducing GHG emission by 100,00 tCO₂e as targeted by the CPD as most of the activities implemented are small scale demo initiatives, effectively installed in 2019. Based on the NAMA project terminal evaluation report and tracking tool, GHG emission reduction by 2022 is estimated to be 19,450 tCO₂-eq, hence IEO rating as “off-track”. Against output statement: NAMA pilots have led however to lifetime energy saved of 481,568,400 Million Joule and lifetime direct GHG emissions avoided of 90,769 tonnes CO₂eq (see Special Notes above)¹⁹⁹ <p>3. Assessment of contribution to gender mainstreaming if relevant: The project adopted a de facto gender targeting approach in line with its GEN1 rating. Although the project did not have any focus on gender issues initially, there was a change in attitude as the project later revised several outputs relating to women such as the number of women participating in decision making and capacity development, and the number of female beneficiaries in the demonstration projects.</p>	00093540-(00086244)- Nationally Appropriate Mitigation in Construction (full) (2016-2020) \$0.66m [\$0.03m (Regular), \$0.64m (Others)] ²⁰⁰	\$1.0.66m [\$0.03m (Regular), \$1.63m (Other)] GEN0: 0% GEN1: 100% GEN2: 0% GEN3: 0%
Supporting evidence	<p>4. List of achievements</p> <ul style="list-style-type: none"> Although the achievement in terms of the initial goal was not accomplished, with only four demo projects saving GHG emission set up and implemented. The initial plan was for 			

¹⁹⁸ “Raw Coal is Prohibited in Ulaanbaatar”, Specialized Inspection Agency, accessed October 10, 2020, <http://inspection.gov.mn/new/ulaanbaatar/?p=42056>

¹⁹⁹ NAMA Terminal Evaluation Tracking Tool for Climate Change Mitigation Projects, 2020

²⁰⁰ This project is identified by the CO as also contributing to output 1.6.

	<p>School building retrofit in Gobi-Altai aimag, Jargalan soum (energy efficiency (EE) measures including roof renovation and indoor heating system renovation); CDC Laboratory Building retrofits (EE measure: triple-glazed windows and basement wall isolation); Soum central heating system renovation in Dundgobi aimag, Erdenedalai soum (EE measures: HE boiler, insulation of heating pipelines, installation of the water softener equipment, heat meters, pump and its frequency convertor controlling systems); Energy Regulatory Commission (ERC) new office building (EE/RE measures: solar panel modules with smart metering system). However, not all demo projects were completed in the time frame as two out of six were still pending by early 2020 where they should have been already complete, namely the Municipality building (installation of heat meters in 24 buildings; MUST new laboratory building (rooftop solar panels).²⁰¹</p> <ul style="list-style-type: none"> Based on the lifetime of the demos (taken conservatively as 14 years) lifetime energy savings and GHG emission reduction are 481,568,400 of Million Joule 90,769 tonnes CO₂eq.²⁰²; the actual reduction is less than half of the initial goal of 100,000 tCO₂. <p>5. List of challenges, factors contributing to or hindering performance in the outcome / output areas Weak engagement with stakeholders and budget constraint - According to the executive summary the main challenges are a lack of common understanding among stakeholders on what exactly NAMA entails. Some understand it to be individual demo projects, while others think of it more of the national standard that regulates the entire construction sector. Thus, clear communication from the beginning was required. Secondly, the final project document mentioned the funding as an issue in regards to why the project was only implemented at a localised level, not nation-wide.</p> <p>6. Bibliography NAMA_Project inception Report_FINAL_20170801.pdf Executive Summary NAMA TE Feb2020.pdf FINAL_Mongolia NAMA TE v3a (clear) with Mongolian ExSum-2.pdf FINAL_Management_Response_NAMA May 2020.pdf Terminal Evaluation Report, Jan 2020</p>	
IEO assessment of adequacy of supporting evidence provided by CO	<p>Inadequate -The provided supporting evidence was not enough to check the figures and contribution thoroughly. IEO is however fairly confident about its rating.</p>	
UNDAF/CPD Outcome 2.	<p>By 2021, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized</p>	
Outcome indicators	<p>Indicator 2.1 Voice and accountability index - (B = 56.7; T= 70; IM 2016 = 61.10)</p> <p>Indicator 2.2 Proportion of seats held by women in national parliament and sub-national elected offices - (B = 14,5 and 27,3 %; T = 30%, 40%; IM 2016 = 17%, 27%)</p> <p>Indicator 2.3 Young people's turnout in parliamentary elections (B = 56.8%; T = 62.4%; IM 2019 = 56.8%)</p> <p>Indicator 2.4 Government effectiveness (B = 37.5; T=50; IM 2019 = 50.48%)</p>	<p>Outcome resources (\$m) UNDAF/UNDAF Estimated Resource requirements: \$7.6m CPD Estimate: \$10.67m [\$0.98m (regular), \$9.69m (other)] Expenditure to date: \$5.58m [\$0.52m (regular), \$5.06m (other)]</p>
<p>Outcome 2 assessment</p> <p>1. IEO rating (CO rating): Moderate level of influence, (Moderate level of influence)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against outcome indicator (s): The level of UNDP contribution is moderate, outputs are linked to outcome level, however, indicators are not attributable and specific to UNDP. Many factors are contributing to achievements of this outcomes and that go beyond the UNDP control, especially related to participation, women and youth engagement in high decision-making levels, political, social and cultural. The voice and accountability index (indicator 2.1) is the extent to which a country's citizens are able to participate in selecting their government, but also encompasses domains of freedom of expression, freedom of association, and a free media which are beyond the scope of UNDP work. In relation to indicator 2.1, UNDP and others' efforts to increase the quota of women candidates for parliamentary election met with success with 		

²⁰¹ UNDP/GEF—Mongolia, Terminal Evaluation of the NAMA Project

the 2015 Election Law increasing the quota for women candidates to 30%; however, the revision was overturned and quotas reverted to the former level of 20% in 2016²⁰³. Women political representation was also low in the national and local elections in 2020²⁰⁴. Young people turnout in the parliamentary elections remains low. UNDP contributed to efforts toward youth empowerment through revision of civic education curricula in secondary schools and tertiary institutions. However, there is a gap between the identified issue and the programme response strategy. Despite the recognition of youth disillusionment as an emerging risk, the evaluation team could not find evidence of policy level initiatives by UNDP to address youth employment through instruments such as access to finance, entrepreneurship skills development centres, etc. The review noted a lack of inclusive strategies at CP or programme level that target participation of youth and other marginalized groups.

- Key results that contributed toward the UNDAF Outcome 2 were; revision and formulation of laws on legislation and development policy and planning which are expected to improve the accountability of the government and seen as critical for ensuring voice and accountability in governance. In particular, UNDP's technical assistance on Constitutional review (2015 and 2016) and the support to formulating the Development Policy and Planning Law (2015), as well as its ongoing work on strengthening local governance, have informed the key amendments of the Constitution in 2019 and associated preceding deliberations. Having added a specific clause on it, the amendment of the 1992 Constitution ensures a consistency of development policies and a stability of the planning system and processes, despite changes in the Government. Two out of three amendments related to a local governance were informed by UNDP commissioned studies, as well as a review of implementation of a Law on Administrative and Territorial Units and their Governance. On the other hand, the Civil Service Law helped establish mechanisms that provide equitable and favourable treatment for all people, including women and marginalized groups. Women in senior roles in the civil service and locally elected women have increased their roles in decision-making forums. Accountability of civil service has been enhanced with interventions that focused on changing the current civil service into a professional, citizen-centred civil service, accountable and inclusive of poor and marginalized groups. UNDP has been instrumental in developing capacity of various institutions mostly at the national level, but more prominently at the subnational level during this CPD. On sensitive issues, like the ethics councils, UNDP has been able to deliver. UNDP is also finding normative and implementation space for further anti-corruption support to the government.
- UNDP achieved this by building on its experience in the country and by demonstrating its value in the governance area through convening multisector stakeholders in policy, capacity and implementation level interventions. Donors of the programme noted UNDP role and added value as a partner in governance by bringing into the partnership connections, knowledge of challenges and gaps in the government, and ability to identify and build on complementarities of each partner. Government respondents' value in the legacy and mandate of UNDP and its contribution in the governance sector throughout the years.

Key challenges that affected contribution to the UNDAF outcome 2 are:

- **List of challenges, factors contributing to or hindering performance in the outcome areas**

UNDP Mongolia recognized as a key government partner, facilitator of multi-stakeholder consensus and dialogue of reforms in the country.
UNDP mandate and reputation in the country

- Lack of implementation capabilities within the local and central government
- Political consensus on the relevance of the legal reform; weak financial
- Sustainability of interventions remains a challenge, but there are early signs of local cost-sharing of activities;
- Cultural and historical factors, following the single party system until the 1990s. Serving citizens, the rights holders, and being "downward accountable" still doesn't come naturally;.
- Challenges relate to cultural stereotypes and social norms related to gender
- Weak Political will and consensus towards the administrative decentralisation remain a priority by the government.
- Implementation and enforcement of laws due to strategies are hampered by lack of capacities, duplication, unclear responsibilities and inconsistent and quite often contradicting clauses in laws and regulations²⁰⁵.
- Highly politicised government and lack of discussion on substantive policy issues beyond parties' power relations.

3. **Assessment of contribution to gender mainstreaming:** Gender disaggregated data were provided, but not adequate indicators to measure progress in gender equality. The contribution is mostly through the Women in Leadership Training and mainstreamed into the civil service and local bodies interventions. Tailored made trainings for elected women were instrumental in increasing participation of women in decision-making. UNDP support to women empowerment and professionalization of the civil servants positively influence civil service effectiveness, transparency, and accountability in environmental governance

²⁰³ Theory of Change CPD 2017-2021

²⁰⁴ Women won 13 seats out of 76 or 17 percent, National elections 2020

and local government. UNDP worked on strengthening the capacity of all local councils through tailored and dedicated interventions for women. Through the trainings, they improved their problem-solving skills and confidence to lead diverse initiatives, tackle local problems via collective lobbying across party lines and effective engagement with citizens.

4. **IEO statement of confidence about rating:** IEO is fairly confident about the rating. This relates to the overall availability of independent evaluation, the self-assessment reports brought in by the CO through the ROARs, and the response to the ICPR questionnaires and the KII. The national think tank supporting the summative part of the evaluation also provided inputs input to governance programme assessment.

CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 2.1: Frameworks and dialogue processes utilized for effective and transparent engagement of citizens with their elected representatives (SDG 16.6 and 16.7)	<p>Indicator 2.1.1 Number of public hearings conducted by the Parliament and local Hurals (B=0; T=50, IM 2019 = NA²⁰⁶)</p> <p>Indicator 2.1.2 Extent to which effective mechanisms/platforms to engage civil society have been established (B=1, T=2, IM 2019=1²⁰⁷)</p>	<p>1. IEO rating (CO rating): Off track (Off track)</p> <p>2. Justification of IEO rating:</p> <ul style="list-style-type: none"> Against output indicator (s): For the civic engagement output, the review team found challenging assessing its achievement based on the targets. Target 2.1.1 is set at 50 public hearings, cumulatively. CO reports 6 national public hearing and 421 public hearings by CRHs, 79 by aimag, and 342 by soum. As it stands, the CO has surpassed the target 6-fold midway CPD. In the best case, this is an overly underestimated target that does not distinguish between national and local levels and lacks to pinpoint a realistic progress. CO also reports on extensive public consultations on proposed amendments to the Constitution (2019) on sections related to local governance which are not clear if being captured under this output. On the mechanisms and platforms that engage civil society - the CO reports that currently there is some extent of engagement with civil society, as the small grant programme has adopted monitoring voluntary groups, civil society councils and model session procedures. Review team did not find sufficient on the quality and sustainability of CS engagement through the small grant programme. Against output statement: The output statement defines establishment of frameworks and dialogues for increased transparency between the citizens and elected officials. The current output indicators do not measure the progress of this output, as not strongly linked to the output statement. If we consider public hearing as a demonstration of the <i>hural</i> increased responsiveness, this is only one aspect of the UNDP support. Under this output, UNDP is further supporting both the national governance and <i>hurals</i> internal and organizational capacities for transparency and accountability as well as effective engagement of citizens in local government. The current activities under this output are contributing towards building procedures for dialogues with citizens through guideline, trainings, small grant programmes for CHRs, technical support, and knowledge management. The engagement with civil society has been through the grant scheme which proposing a scheme of collaboration between local hurals and local NGO and through the model meeting procedures for CHRs which provide the legal basis for citizen engagement. These partnerships have been successful in increasing engagement of NGOs in local decisions. The model session procedures are the initial steps in formalizing these engagements, however replication of such mechanism and regulated use still need to be seen. Model Meeting Procedure for Citizens' Representatives' Hurals (CRH) was updated with support of SRBM project and disseminated to all khurals. All CRHs newly formed after 2020 local elections adopted their Meeting Procedures, and most of them used the model Meeting Procedure with almost 	<p>00085905-(00072915)- Support to Participatory Legislative Process (2013-2016) \$0m [\$0m (Regular), \$0m (Others)]</p> <p>00100364-(00096426)- Strengthening Representative Bodies in Mongolia (2017-2020) \$2.93m [\$0.42m (Regular), \$2.51m (Others)]²⁰⁸</p>	<p>\$2.92m [\$0.42m (Regular), \$2.50m (Other)]</p> <p>GEN0: 0% GEN1: 0% GEN2: 100% GEN3: 0%</p>

²⁰⁶ Data for this indicator will be available in 2021

²⁰⁷ 0 (none) = Not at all, 1 (minimal) = to a very partial extent, 2 (partially) = to some extent; 3 (largely) = to a significant extent;

²⁰⁸ This project is identified by the CO as also contributing to output 2.2.

		<p>no change. Article 10.2 of the model Meeting Procedure provides that government and non-government entities, businesses and citizens may propose issues to be discussed by CRHs. Meeting minutes shall be made public (Art 19.2), and information and documents related to the issues to be discussed by the CRHs shall be made available to relevant entities and citizens (Art 11.10). An example of engaging public in CRH is Bayankhongor aimag youth council, which proactively identifies issues concerning youth and submit proposals for CRH meeting agenda to get decisions made on those issues.</p> <ul style="list-style-type: none">• The model session procedure is a “model” because there is no legal mechanism to mandate local self-governing bodies. The model CRH meeting/session procedure has articles on engaging public, and most CRHs adopted the model session procedure after 2020 elections. So, it is kind of formalized, but the challenge is how these engagement processes will be widespread routine practice. <p>3. Assessment of contribution to gender mainstreaming if relevant: The UNDP gender marker for this outcome shows that expenditures were mostly GEN 2. Contribution to gender mainstreaming were quite pronounced through the training and small grant project. Training to elected women equipped them with skills and knowledge to identify local issues, work together to find solutions and to demonstrating themselves in CHRs by teaming across political parties, local government and geography. Total number of women benefiting from these activities is 34 percent of the total.</p>		
Supporting evidence	<p>4. List of achievements</p> <ul style="list-style-type: none">• Public consultation procedures at local level and legal compliance with CHRs decisions following the instructions established by the manual and guidance to fulfil the Law on General Administrative Procedure. As a result, 23% of aimag and 18% of CRHs have updated their meeting procedures. After 2020 is expected a 50 percent update of procedures, preliminary estimation are already backing this up.• CHRs and CSO implementing small grant programmes (14 CHRs, 8 CHRs in partnership with 5 NGOs) resulting in CHRs becoming more responsive to the needs of the marginalized and creating precedents for participatory decision-making, budgeting and oversight²⁰⁹• Improvement on CHRs practices of informing citizens of their decisions, an increase of 12.9 percent in rural areas and 5.7 percent in urban areas²¹⁰.• National trainings for newly elected local representatives (covering more than 86% of local councillors), developed template toolkits and model procedures for oversight; and conducted public citizen perception surveys.• UNDP developed a position paper based on international comparative experiences of local government systems and options for reform; these were discussed at a high-level National Forum.• Web application connecting all 361 local councils across Mongolia, a knowledge hub for local councils themselves and the means for the citizens to get familiarized with the activities of their elected representatives and a channel of communication. www.khural.mn• An online complaints system of the Petitions Standing Committee; videoconferencing for consultations on draft laws with local citizens and local governments; and periodic citizen updates on interactive websites of local governments.• Knowledge sharing initiative bringing together different actors from the government and international organizations contributed to high level dialogue and cross-sector exchange of views on the subject. <p>5. List of challenges, factors contributing to or hindering performance in the outcome / output areas</p> <p>Enabling factors</p> <ul style="list-style-type: none">• The Strengthening Representative Bodies in Mongolia (2017-2020) builds on the foundation laid by the “Capacity Strengthening of Local Self-governing Bodies” (CSLB) and “Support to Participatory Legislative Processes” (SPLP) projects, both implemented by the Parliament Secretariat with support from SDC and UNDP from 2013-2016. A new approved phase will run for the period 2021 to 2023.• UNDP reputation and legacy in legal reform and collaboration with different stakeholders			

²⁰⁹ Evaluation of CHRs - Universal Rights and Development NGO, 2020

²¹⁰ Public perception of local representatives’ bodies, MMCG, 2020

	<p>Hindering factors</p> <ul style="list-style-type: none"> Lack of ownership from the part of the Parliament Secretariat, high turnover of the staff on <i>Hurals</i> and overall lack of legal and policy expertise within the local (<i>hurals</i>) and national level (parliament secretariat). Risks related to the lack of resources for small grants. According to self-reporting, in 2018 the small grants programme has seen a drop in the number of <i>hural</i> grantees working on the grant projects, while NGOs have been able to continue while <i>Hurals</i> have had difficulties pursuing these projects due to lack staff. The grants made available to NGOs by the small grant scheme were limited, mostly due to fact that small grants are labour intensive. In 2019, 6 out of 26 total small grants were implemented by NGOs. Over the last 4 years, 18 grants NGOs. Small grants implemented by NGO were implemented well and opportunities are opening up for <i>Hurals</i> to be paired with appropriate NGOs or local resource persons to support project implementation. As reported, this engagement has not taken the form of a systematic and established mechanisms and platforms of engagement and of mechanisms in place that are monitoring and enforcing/maintaining it. CRHs have faced challenges in the present round of small grant studies, <i>Hurals</i> better twinning with appropriate NGOs NGOs had difficulties in completing commitments with the approved funds <p>6. Bibliography</p> <ul style="list-style-type: none"> The public hearing - Mongolian Parliament update on approval of the draft law on revision in the parliament session procedure, June 2019 (in Mongolian). The public hearing - thematic area: air-pollution (in Mongolian). The public hearing - thematic area: child rights and protection and violence against children (in Mongolian). http://www.parliament.mn/n/9qyo 			
IEO assessment of adequacy of supporting evidence provided by CO	<p>Adequate - The provided evidence by the CO was not sufficient/adequate to provide with confident results on the achievement of the targets of output. The evidence was provided in Mongolian and dating all in 2019. No other evidence was provided from previous years. IEO strengthened evidence with additional documentation and Key informant interview notes. MIC UNDP Evaluation, and 2017-2019 UN Mongolia Country Results Report provided further evidence on the results under this output. As a result, IEO is confident about its rating of UNDP progress toward output 2.1.</p>			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 2.2: Women leaders have the right skills to execute political and public leadership	<p>Indicator 2.2.1 Number of women benefiting from measures supporting their preparedness for leadership and decision-making roles B = 1800; T = 2000; IM 2018 = 2100</p>	<ol style="list-style-type: none"> IEO rating (CO rating): On track (on track) Justification of IEO rating: <ul style="list-style-type: none"> Against outputs indicators: Target of this indicator has been reached. However, the indicators measure only partially the output progress, (only the quantitative aspect of women benefiting from the project). The output defines as achievement women acquiring skills to execute public and political leadership which the current indicator fails to measure. Against output statement: Despite the non-adequacy of the indicator, IEO has found evidence of this initiative being implemented efficiently and contributing to the output level. Women elected official had acquired skills to execute their roles through trainings, networking activities and training of trainers which are explained in the list of achievements. Women elected official gaps in skills, networking and building confidence. Assessment of contribution to gender mainstreaming: CO marked as GEN 1 (72%) and GEN 2 (28%) CO has indicated that for this output resources allocated were mostly GEN 1, however the review team found contribution to gender equality, gender indicators and reporting on gender are available as well as contribution of women in political decision-making.. 	<p>00100364-(00096426)- Strengthening Representative Bodies in Mongolia (2017-2020) \$0.22m [\$0.03m (Regular), \$0.19m (Others)]²¹¹</p> <p>00109272-(00110242)- Citizen-centred civil service (2018-2021) \$0.56m [\$0.02m (Regular), \$0.54m (Others)]²¹²</p>	<p>\$0.77m [\$004m (Regular), \$0.73m (Other)]</p> <p>GEN0: 0% GEN1: 72% GEN2: 28% GEN3: 0%</p>
Supporting evidence	<p>4. List of achievements</p>			

²¹¹ This project is identified by the CO as also contributing to output 2.1.

²¹² This project is identified by the CO as also contributing to output 2.4.

	<ul style="list-style-type: none">• Women political empowerment initiatives to capacitate and give confidence to locally elected women to effect change, promote their achievements, re-run for elections or compete for higher level elections.• Women Leadership Trained more than 2000 elected women representatives (EWRs) from all local councils nation-wide, to enable problem- solving skills and confidence, networking and alliances between women across levels and even more importantly across parties.• 11 trained aimags undertook a number of actions related to prevention from gender-based discrimination in labour relations and workplace harassment, including revision of internal organizational rules on harassment related complaints handling, dismissal of civil servants involved in abuse of authority, allocation of additional local government budgets for implementation of gender action plans and trainings for <i>soum</i>-level public organizations.• 'HeForShe' movement (together with UNFPA and a member of parliament), a campaign for increasing support among men as champions of equality and allies for women, which has seen over 700 signatures. The awareness cappaign focused on equal opportunities and parity in work environments and decision making structures, and also on gender based domestic violence.• Citizen-centered civil service in Mongolia, contributed in improving representation of women in senior roles in the civil service through drafting and approval processes for several key operational regulations of the revised Civil Service Law. This is work in progress, results are still to be seen in terms of women's representation in senior roles; public oversight council is a different area; and in including gender non-discrimination provisions in internal procedures of government entities. <p>5. List of challenges, factors contributing to or hindering performance in the output area</p> <ul style="list-style-type: none">• Gender stereotypes and gender norms• The political structure remains male-dominated• Underrepresentation of women in political levels, which is seen as one of the factors hindering political empowerment of women at the local and national level. Despite the political representation quotas, these have not been difficult to reach in the past and recent elections.• The mechanisms of the political system - the political arena encompasses the electoral process and machinery, recruitment into the legislature as well as the exercise of decision-making power within the legislative, and the executive themselves.• Gender relations and perceptions of gender identity permeate traditional political culture, in particular among the party• Lack of performance reporting in term of the outcome levels results such as changes in economic, political and leadership status of women, the intended or unintended effects on norms and rules, and challenges faced.• Lack of gender sensitive M&E framework <p>6. Bibliography</p> <ul style="list-style-type: none">• Press Release on Women's Leadership in Local Governance, 2018.• SRBM MonFemNet report, 2018• Citizens Representative Hurals Survey, 2018 SRBM• Women Leadership Good Practices (Mongolian)• SRBM mid-year progress report, 2020• SRBM progress report, 2019• SRBM progress report 2018• MIC Evaluation, Mongolia Case Study, 2019• UNDAF report results			
IEO assessment of adequacy of supporting evidence provided by CO	Adequate - In addition to the evidence above, IEO consulted the IEO MIC Evaluation, SRBM mid-term evaluation and notes from key informant interviews. Consequently, IEO is confident about its rating.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19 (\$m)
Output 2.3: Extractive industries legislation standards	Indicator 2.3.1 Number of government agencies adopting concrete plans to	1. IEO rating (CO rating): On track (on track) 2. Justification of IEO rating:	00120928-(00085915)- UNDP Mongolia - Engagement Facility -	\$0.004m [\$0m (Regular), \$0.004m (Other)]

safeguards, and corruption prevention strategies improve overall governance of the sector.	mitigate sector-specific corruption risks informed by law and corruption-risk assessments (B = 0, T= 2, IM 2019 = 2 ²¹³)	<ul style="list-style-type: none"> Against outputs indicators: The output statement defines as a result, an improved governance of extractive industries through legislation standards safeguards and corruption prevention strategies. Current indicator measures the number of government agencies that have plans in place that can mitigate corruption risks and target have been reached with the Ministry of Mining and Heavy Industry. However, this output statement implies improvement of the extractive sector which should be measured by indicators on the extent to which these plans are used and have been successful in fighting corruption and how well human rights and gender considerations have been mainstreamed. <p>3. Assessment of contribution to gender mainstreaming and HR. The UNDP gender marker for this outcome shows that expenditures were mostly GEN 2. The project aims to strengthen the gender and human rights dimensions in large-scale mining sectors through sensitizing and mainstreaming these principles in the actions plans. In strategic collaboration with the National Human Rights Commission enabled the drafting and inclusion of a chapter on the right to live in a healthy and safe environment in the National Human Rights Commission's 2018 Annual Report on the Status of Human Rights and Freedom in Mongolia, which was submitted to and endorsed by the country's parliament²¹⁴. However, there were no gender indicators and reporting on gender equality under this output.</p>	Business and Human Rights (2020-2021) \$0.02m [\$0m (Regular), \$0.02m (Others)]	GEN0: 0% GEN1: 0% GEN2:100% GEN3: 0%
Supporting evidence	<p>4. List of achievements</p> <ul style="list-style-type: none"> UNDP supported the National Human Rights Commission in development of a methodology for human rights impact assessment, piloting the same in mining sites, and extending outreach to provinces. Findings of the Corruption Risk Assessment of the Mining Sector in Mongolia informed preparation of the GoM Action Plan for addressing the corruption risks in the mining sector. Two studies supported by UNDP (on the rule of law in public administration and legality in mining) informed the drafting of stronger mining laws and regulation: The Law of Offenses, the new Mineral Law, the Environmental Impact Assessment Regulation and the Environmental Monitoring Plan Regulations, which are expected to strengthen environmental protection in the mining sector for affected communities across the country. The findings and recommendations on the mine closure procedures, informed by the international best practice, were endorsed by MMHI to be included in the new Mineral Law in Dec 2018. Draft law has not been taken forward by the Government to Parliament (standard legal process steps before approval) due to the Government change after the election in June 2020 and the COVID-19 related restrictions. <p>5. List of challenges, factors contributing to or hindering performance in the output area</p> <p>Enabling factors</p> <ul style="list-style-type: none"> There is a good momentum to continue focus on governance and environment and the counterpulls of partnering with private enterprises in extractives, the emerging practice area of Business and Human Rights is seen as a new entry point, based on the principles of responsible corporate citizenship and voluntary commitments towards 'doing the right things'²¹⁶. Opportunities on the complementary spaces of multiple agencies working within the same problem areas of extractive industries. <p>Limiting factors</p>		00093554-(00086259)- Environmental Governance for Sustainable Natural R. Mgmt (2014-2020) \$0m [\$0m (Regular), \$0m (Others)] ²¹⁵	

²¹³ Source: 1. MoMHI (2018) 2018 Implementation Action Plan of MoMHI on National Campaign Against Corruption, Ministry of Mining and Heavy Industry of Mongolia, available at: <http://www.mmhi.gov.mn/public/files/id/17>, accessed 26/07/2018. 2. NEMA (2018a) 2018 Anti-Corruption Action Plan, National Emergency Management Agency, available at: <http://nema.gov.mn/wp-content/uploads/2018/01/Авлигын-эсрэг-үйл-ажиллагааны-2018-оны-төлөвлөгөө.pdf>, accessed 26/07/2018.

²¹⁴ Strengthening Environmental Governance for Sustainable Natural Resource Management Global Programme – Swedish Environmental Protection Agency, Annual Report 2018

²¹⁵ This project is identified by the CO as also contributing to output 1.7.

²¹⁶ MIC evaluation

	<ul style="list-style-type: none"> Corporate direction has not been always clear on how to engage with an international copper mining enterprise Challenging to measure the impact of corruption risk assessment and review of rule of law in environmental sector due to lack of appropriate indicators 			
	6. Bibliography <ul style="list-style-type: none"> Human rights impact assessment of mining and transportation of coal from Tavan Tolgoi, 2019 Mineral Law https://www.legalinfo.mn/law/details/63 Environmental Governance Programme Annual report 2018 UNDP training module on responsible mining in Mongolia, March 2019 and link to Mongolian version Workshop on participatory environmental monitoring, 2019 Workshop on Chemicals management and operational safety in mining sector Country story: Mongolia on EGP Chemicals management and operational safety in mining sector Responsible mining benchmark, 2018 Regulation on Mine Closure, 2019 Regulation on Environmental Management Plan 2019 (annex to the Minister order A/618 of the Ministry of Environment and Tourism) 			
IEO assessment of adequacy of supporting evidence provided by CO	Adequate – The quality of evidence is moderate, results and contribution were not able to be corroborated by documentation provided by the CO. IEO consulted additional sources to triangulate, mostly project documentation and MIC evaluation. As a result, IEO is moderately confident about the rating attributed.			
CPD Output	CPD Output Indicators	UNDP progress and contribution	Key interventions	Expenditure 2016–19(\$m)
Output 2.4: Strengthened legal and policy framework for a professional civil service	Indicator 2.4.1 Number of complaints received by Civil Service Commission on unlawful dismissal B=626; T=400; IM=514 Indicator 2.4.2 Human resources management processes and procedures meet minimum benchmarks ²¹⁷ of fair, accountable recruitment, performance evaluation, and promotion mechanism. B=0.2; T=4; IM=1 ²¹⁸	<ol style="list-style-type: none"> IEO rating (CO rating): On track (on track) Justification of IEO rating: Against outputs indicators: Indicators are not adequate to measure the output. Output statement identify results in both legal and policy framework realms for the civil service that contribute to an effective civil service. Indicators measure complains by Civil Service on unlawful dismissal and quality of HR processes against 'sector' benchmarks. Besides complains and quality HR processes, a stronger civil servant sector indicates addressing of complains and implementation of the HR processes. Target 2.4.1 was surpassed in 2018 (630) but then regressed by dropping to 514, in 2019. This drop needs further analysis from the CO to explain what caused the drop and check if the set target is the right guiding posts for this output. The HR target has not been accomplished to date, Assessment of contribution to gender mainstreaming The UNDP gender marker for this outcome shows that expenditures were mostly GEN 1, however gender results have addressed gender-based discrimination in labour relations, capacity gaps and raising awareness on gender equality. 	00109272-(00110242)- Citizen-centred civil service (2018-2021) \$1.87m [\$0.05m (Regular), \$1.82m (Others)] ²¹⁹	\$1.87m [\$0.05m (Regular), \$1.82m (Other)] GEN0: 0% GEN1: 100% GEN2: 0% GEN3: 0%
Supporting evidence	4. List of achievements <ul style="list-style-type: none"> Civil service reform and related regulations Mandatory training mechanisms for all civil servants, with the goal of strengthening skills and capacities of civil servants to operate in a professional, citizen-cantered manner with respect for human rights at the national and local levels on a variety of issues. 			

²¹⁷ The standard requirements reflected in these new HR procedures are the minimum/standard benchmark for a modern, professional, politically neutral civil service

²¹⁸ 0 (none) = Not at all, 1 (minimal) = to a very partial extent, 2 (partially) =to some extent; 3 (largely)=to a significant extent; 4 (fully)=to full extent

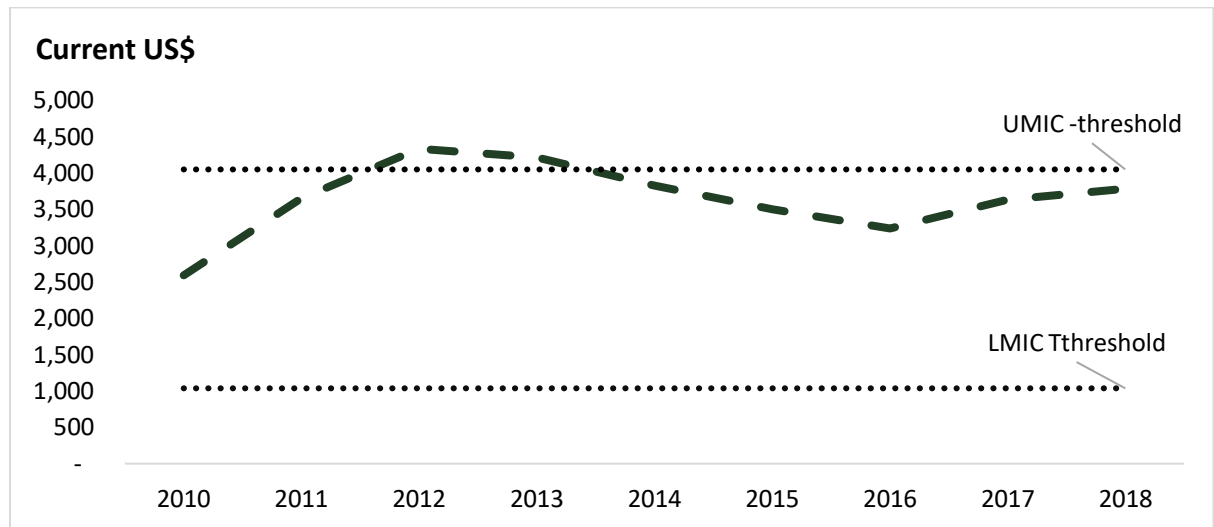
²¹⁹ This project is identified by the CO as contributing to output 2.2.

	<ul style="list-style-type: none"> • Gender-sensitive human resources procedures and practices into public administration. • Awareness rising on the implementation of the new Civil Service Law. • Performance-based evaluation system for evaluating civil service. • Parliament Secretariat to expand the capacity of the Evaluation Unit by clarifying its mandate, redefining job descriptions and human resources. The Parliament Secretariat is conducting a regular monitoring of implementation of laws and developing such monitoring tools as demonstrated in the case of laws that are relevant to local governments and the state structure in general. The results of this evaluative work are not fully documented. • Strengthened legal and policy framework for a professional civil service has generated significant changes. • The Civil Service Law (2017) and the subsequent Regulation on Developing Job Descriptions (2019) ensured changes to job descriptions to match the profile of preferred candidates and introducing a merit based civil service with continuity and job security. • A guiding policy document to implementation of the Law on Civil Service, drafting of 14 regulations (examination, promotion, dispute resolution, etc.). These reform concepts were discussed by a core group of 870 senior civil servants across aimags and soums to develop recommendations to specific regulations of the Revised Law on Civil Service, that entered into force in 2019. Mandatory professionalization training was introduced for civil servants for the first time in the country's civil service system, UNDP provided technical support to the National Academy of Governance develop a training package. • Gender and workplace harassment trainings for civil servants holding managerial posts, raising awareness on gender equality in general as well as their duties and obligations set forth by the Law on Gender Equality (2011). So far, 420 civil servants have been trained as trainers on gender and human rights nationwide. • Civil Service Council approved 6 procedures which regulate the HR processes including the career-based promotion and HR audit which covers all aspects of human resource management, including selection, appointment, promotion, rotation, transferring, evaluation, reward, and sanctions as well as upholding of codes of conduct for civil servants. In 2020, the Civil Service Council launched the HR auditing process with trainings organized for the key stakeholders in the civil service HR management, including the Secretaries and Members of the CSC branch departments from 21 provinces and the ministries. • 110 Ethics Councils have been established nationwide under the new principles of the revised Civil Service Law with the technical support from the project. <p>5. List of challenges, factors contributing to or hindering performance in the output area</p> <p>Enabling factors</p> <ul style="list-style-type: none"> • UNDP plays a role in facilitating the discussion on the civil reform and in advancing synergies with other UNDP priorities such as women's political empowerment. • UNDP has facilitated the national broader consensus on where the civil servant reform is headed and what are the priorities, through public discussion including key players in the country. However, a revision of the current commitment of political players in the country for this reform need to take place in order to continue having an all-parties political support of the civil service reform. • UNDP support through analytical research on stability and staff turnover, accountability mechanisms for breaches of the Civil Service Law and gender parity in the civil service. <p>Limiting factors</p> <ul style="list-style-type: none"> • Availability of funds and high political turnover both at national and local levels. • Public service reform agenda continues to remain a priority for the government. • A stronger gender focus in the civil servant reform. <p>6. CO Bibliography</p> <ul style="list-style-type: none"> • Civil Service Council news update 2019 • Cabinet Secretariat of Government of Mongolia - information Public Managers' Consultative Meeting • National Consultative Meeting of Public Manager, Sep 2018 - Welcome remark • National Human Rights Commission of Mongolia website - The training-of-trainers on gender and human rights was held in central region
IEO assessment of adequacy of supporting evidence provided by CO	<p>Adequate – Evidence provided by the CO was inadequate but complemented with the additional evidence: Civil Service Annual Reports 2018, 2019, MIC country assessment and KII. As a result, IEO is confident about the rating provided.</p>

Annex 2. Key country and programme statistics

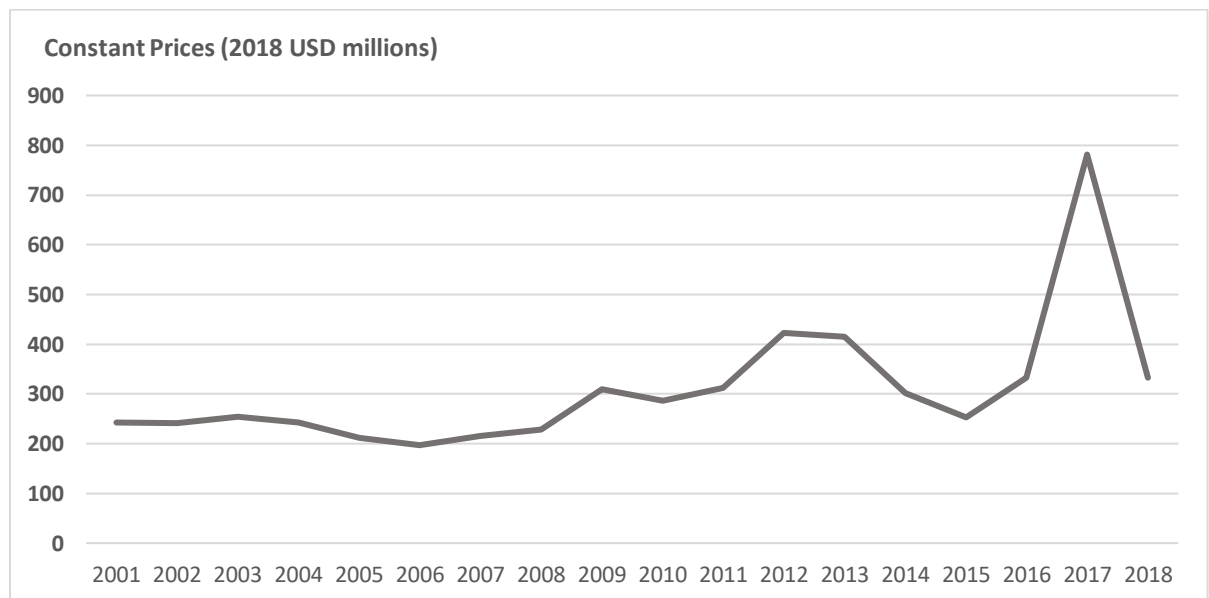
Country statistics

Figure 1. Mongolia Gross National Income per capita atlas method 2010-18



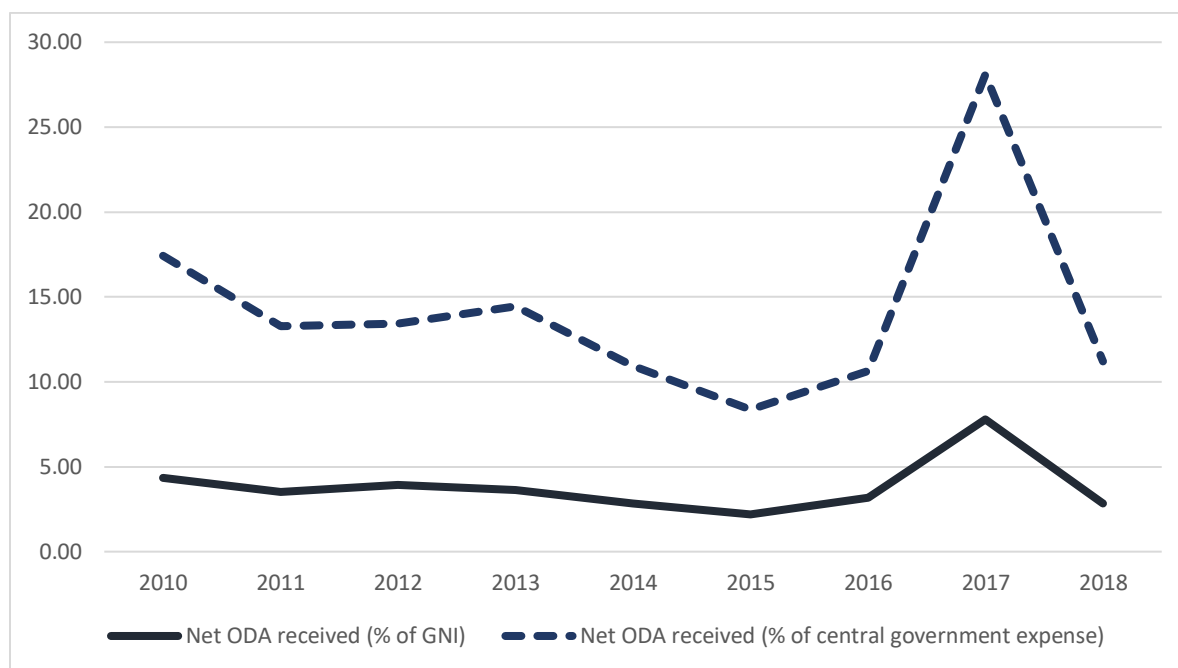
Source: World Bank Data (2020)

Figure 2. Net ODA Received, Mongolia 2000-2018



Source: OECD Query Wizard for International Development Statistics (2020)

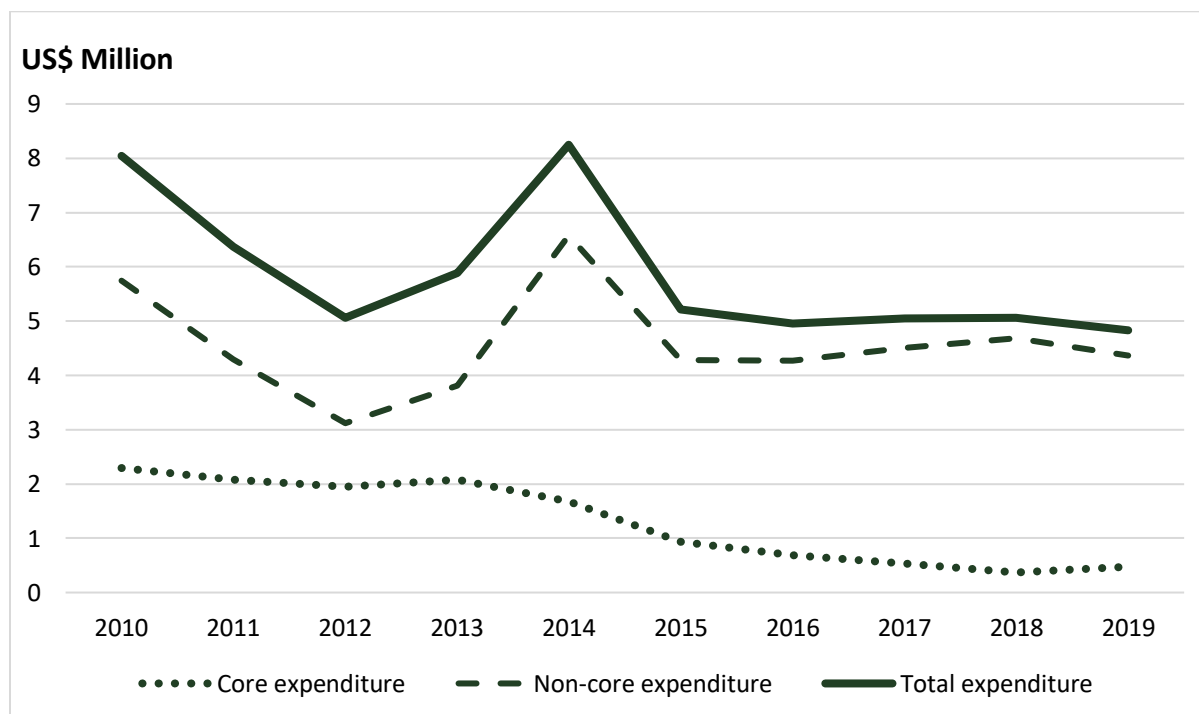
Figure 3. Net ODA Received as a percentage of GNI and Government expenditure, Mongolia, 2010-2018



Source: World Bank (2020)

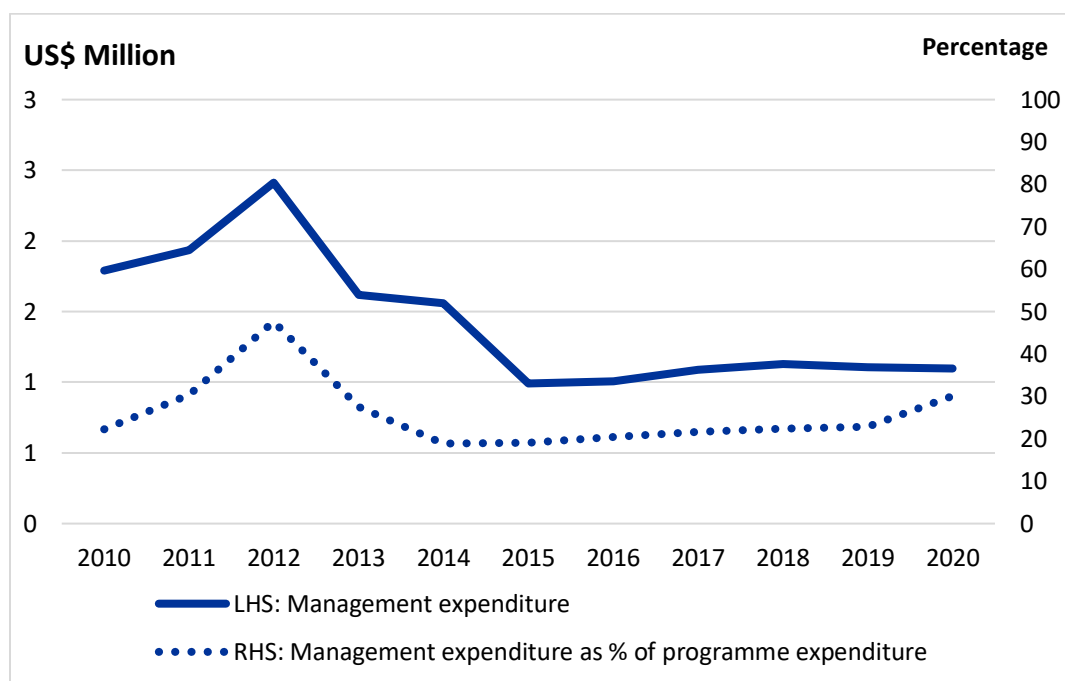
UNDP programme statistics

Figure 4. UNDP Mongolia, core & non-core programme expenditure, 2010-19, (US\$ Million)



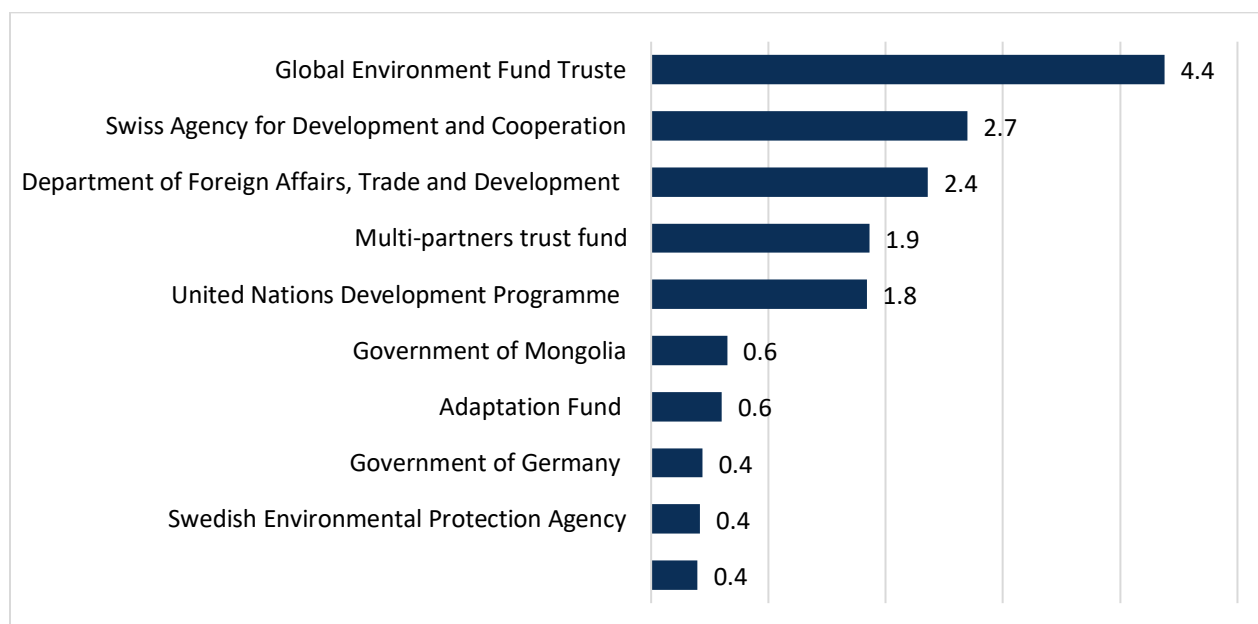
Source: Atlas (2020)

Figure 5. UNDP Mongolia management expenditure, 2010-20, current prices (US\$ Million)



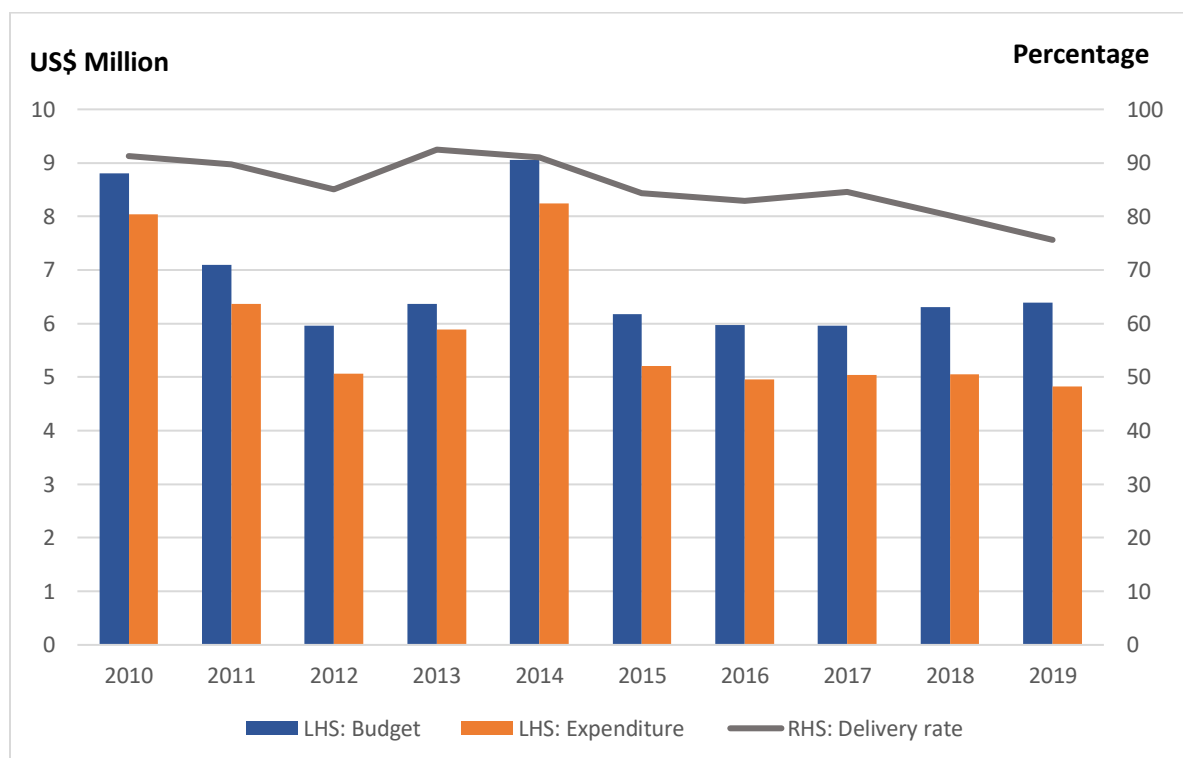
Source: Atlas (2021)

Figure 6. Top 10 donors to UNDP Mongolia, 2017-2020 (US\$ Million)



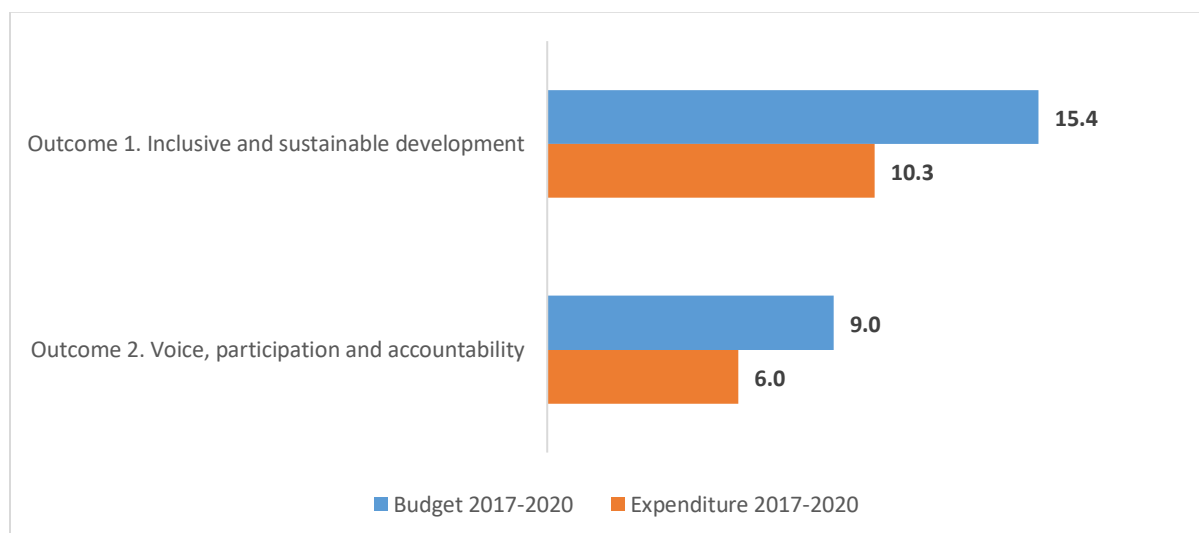
Source: Atlas (2020)

Figure 7. UNDP Mongolia programme delivery rate, 2010-19



Source: Atlas (2020)

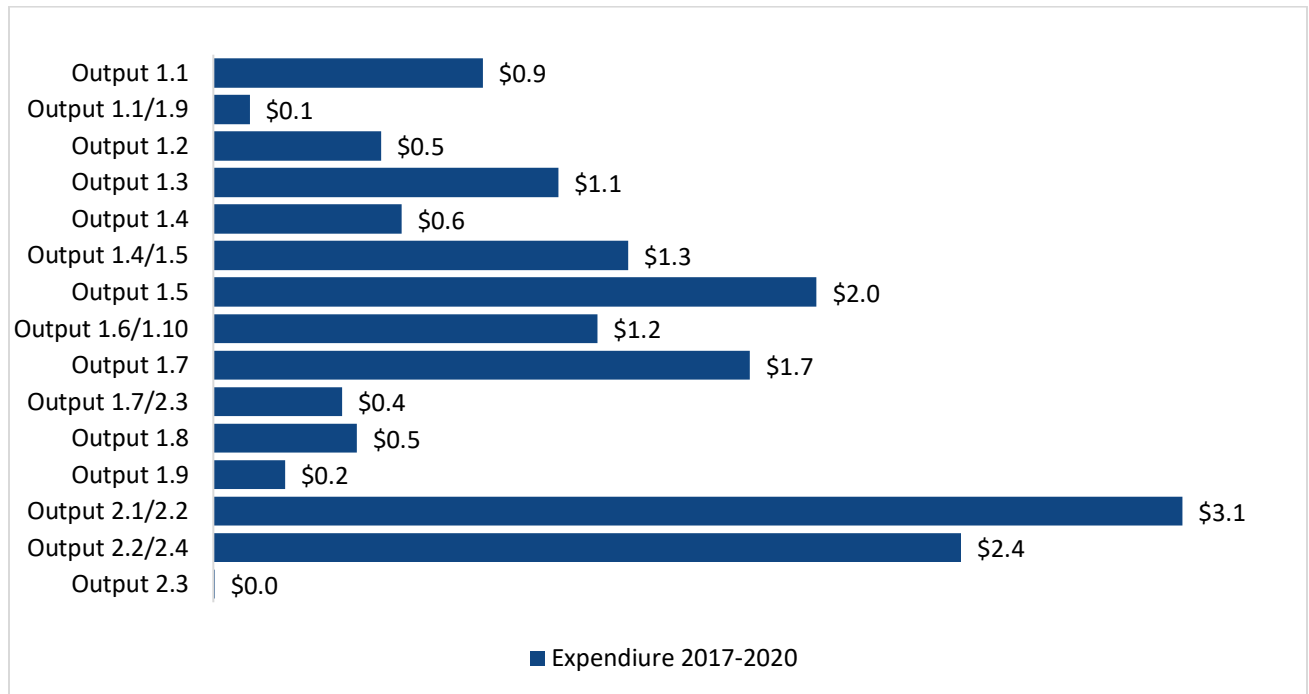
Figure 8. Budget and expenditure by CPD outcomes, 2017-2020 (US\$ Million)



Source: Atlas (2020)

Note: the environmental governance for sustainable natural resource management project with US\$ 0.5m budget and US\$ 0.4 m expenditure contribute to both outcome 1 and 2. The financial data are however imputed for outcome 2 mostly for adapting to the figure format

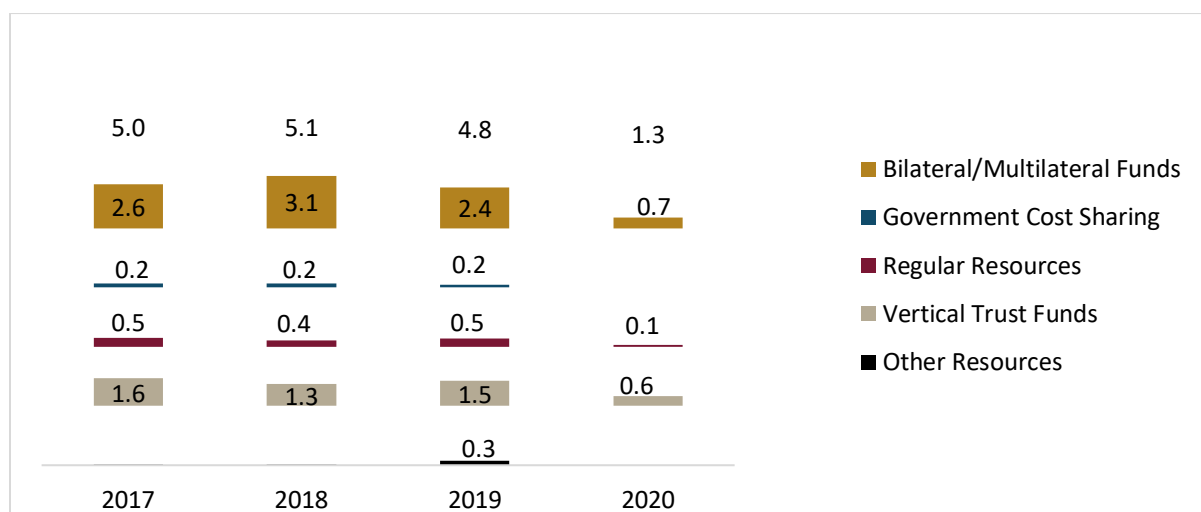
Figure 9. Expenditure by CPD output, 2017-2020 (US\$ Million)



Source: Atlas (2020)

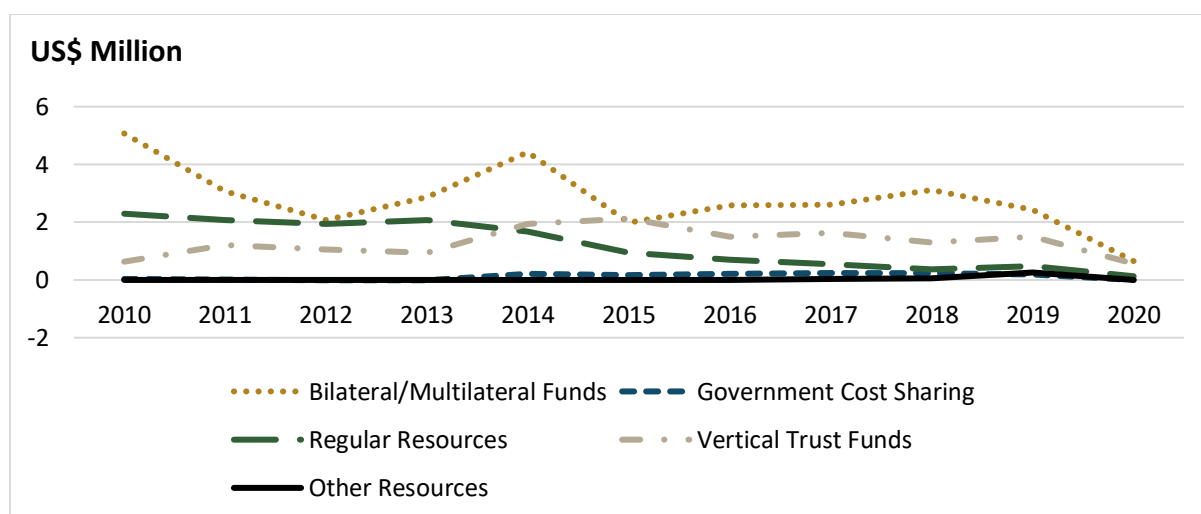
Note: **Output 1.1:** National and subnational medium-term plans and budgets as well as sector plans prioritize achievement of sustainable development goals (SDGs) and sustainable development with corresponding monitoring processes with reliable data in place; **Output 1.2:** International Think Tank (ITT) for Landlocked Developing Countries (LLDCs) capacity strengthened to deliver relevant policy advice to LLDCs including on the 2030 Agenda; **Output 1.3:** Enhanced capacity and financing of stakeholders for sustainable natural resource management; **Output 1.4:** Increased community participation in managing natural resources for enhanced resilience of ecosystem and livelihoods; **Output 1.5:** Sustainable land management models tested and scaled up in partnership with public and private sector for increased (SDG 13.1, 13.2, SDG 15.2) coverage; **Output 1.6:** Effective institutional legislative and policy frameworks in place to enhance the implementation of targeted mitigation and disaster and climate risk management measures (SDG 11.3; SDG 13.1 and 13.2); **Output 1.7:** Livelihood quality and sustainability of resource-dependent rural communities increased (SDG 13.1, 13.2); **Output 1.8:** Mechanisms in place to assess natural and man-made risks at subnational level that are incorporated into subnational disaster management plan (SDG 13.2); **Output 1.9:** Urban policies and programmes focus on poverty reduction and foster accelerated low carbon development (SDG 11a; 11.3); **Output 1.10:** City governments implement and foster low-carbon and energy-efficient technology applications; **Output 2.1:** Frameworks and dialogue processes utilized for effective and transparent engagement of citizens with their elected representatives (SDG 16.6 and 16.7); **Output 2.2:** Women leaders have the right skills to execute political and public leadership; **Output 2.3:** Extractive industries legislation standards safeguards and corruption prevention strategies improve overall governance of the sector.; **Output 2.4:** Strengthened legal and policy framework for a professional civil service

Figure 10. UNDP Mongolia Expenditure by fund source (US\$ million) and year



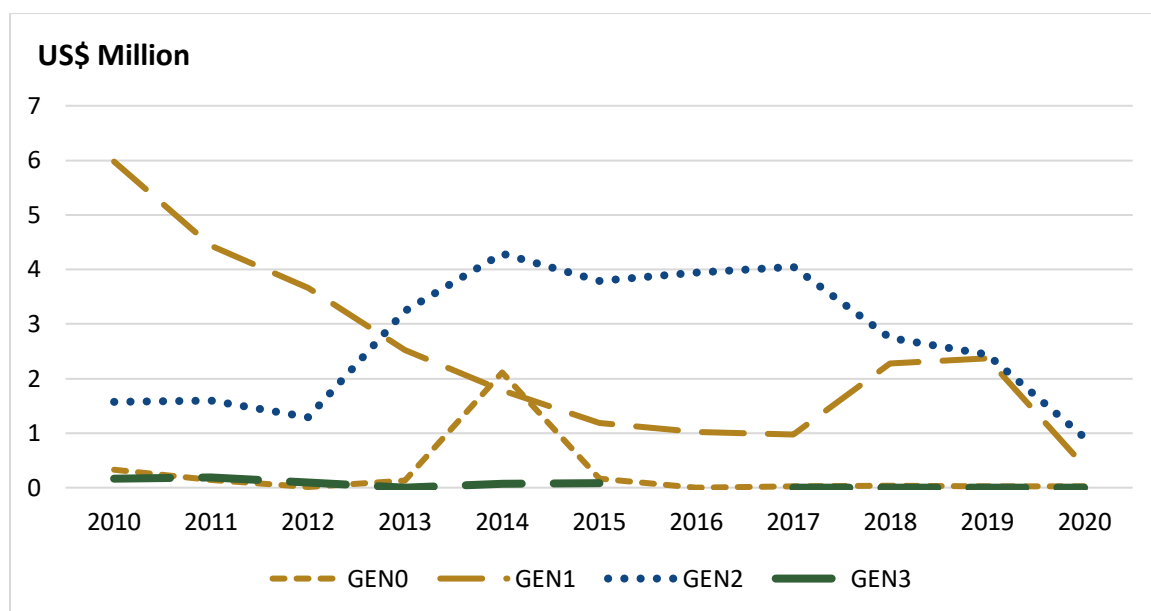
Source: Atlas (2020)

Figure 11. Trend in programme expenditure by fund source and year



Source: Atlas (2020)

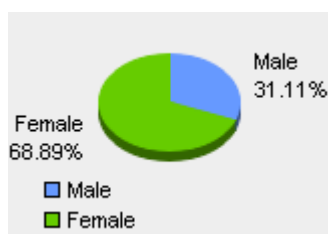
Figure 12. UNDP Mongolia programme expenditure by gender marker, 2011-19



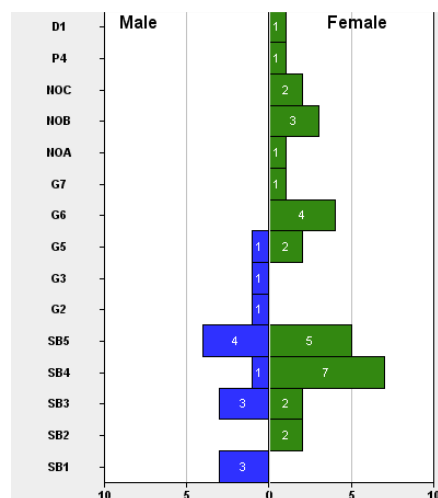
Source: Atlas (2020)

Figure 13. Gender breakdown of staffing

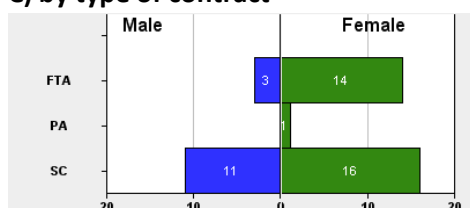
a) by sex



b) by grade



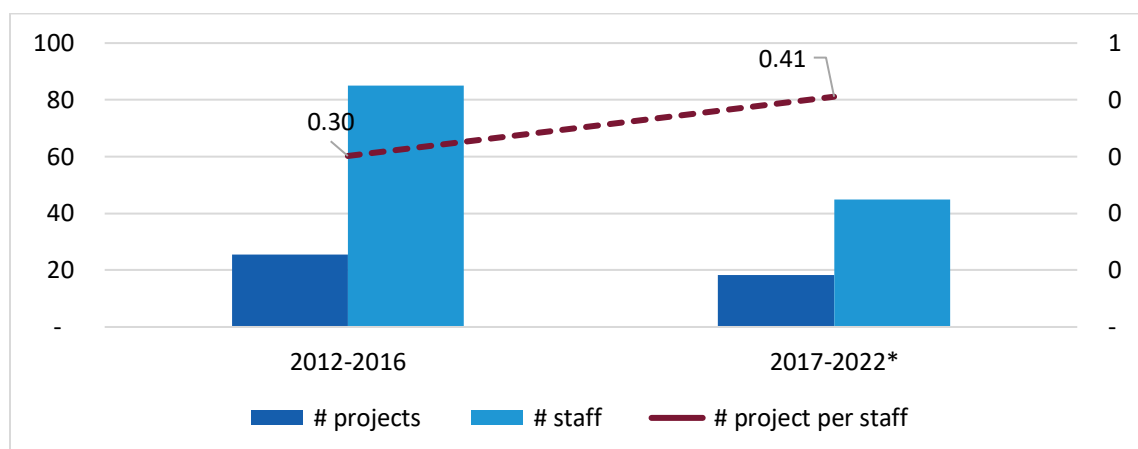
c) by type of contract



Source: Atlas (2020)

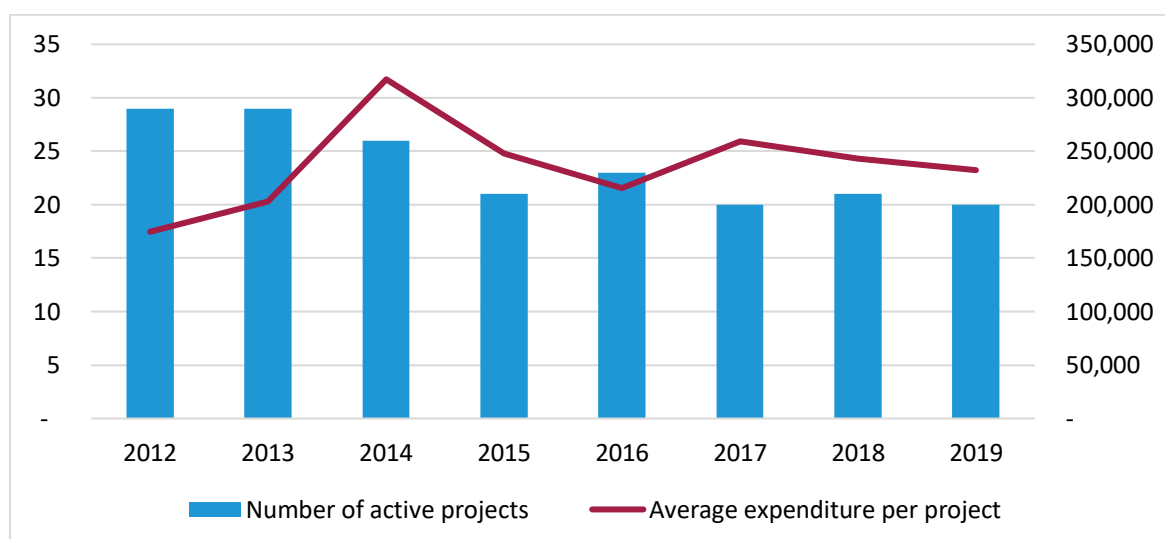
Fragmentation analysis

Figure 14: Change in the average number of active projects per planning cycle



Source: Atlas-PowerBi 2020

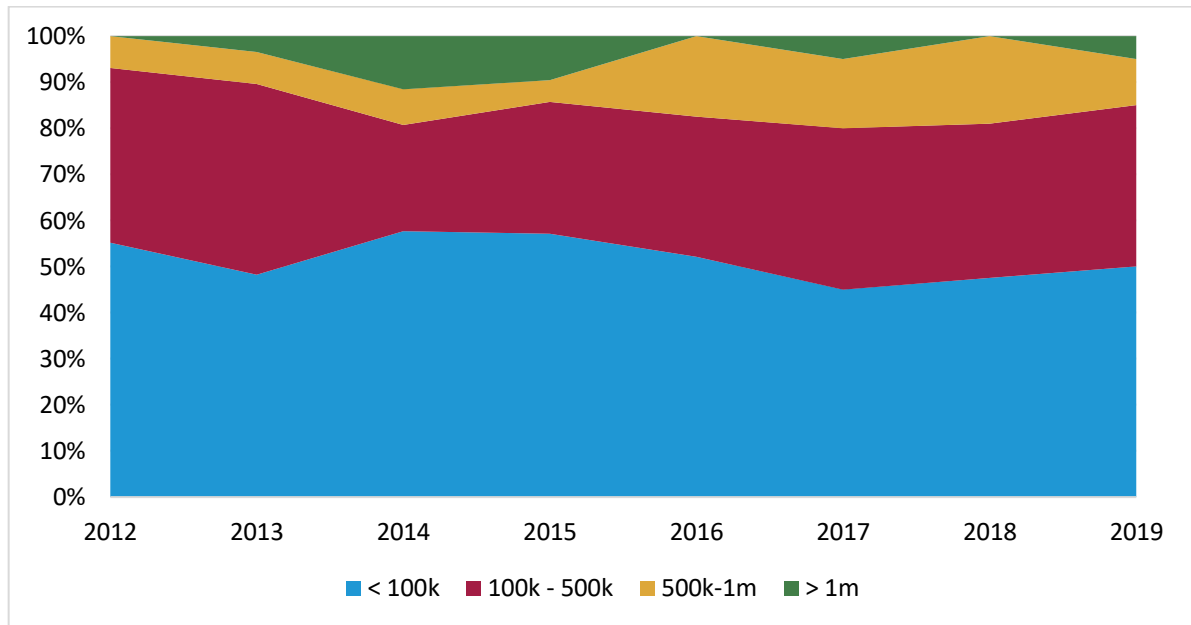
Figure 15: Evolution of the number and size (US\$) of the project from 2012-to 2019²²⁰



Source: Atlas-PowerBi 2020

²²⁰ 2020 data is not included as it will make smaller the average size of the project as financial figure for 2020 are not yet known.

Figure 16: structural change in the size of projects from 2012 to 2019

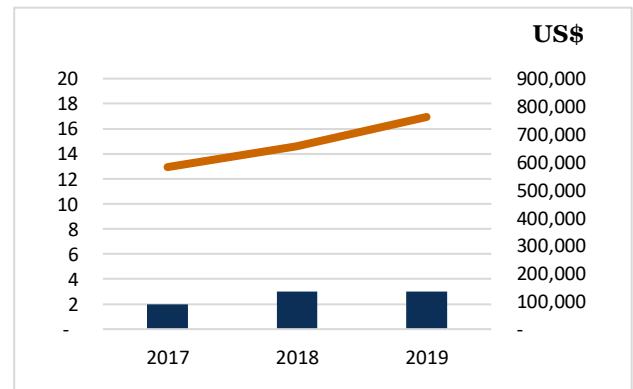
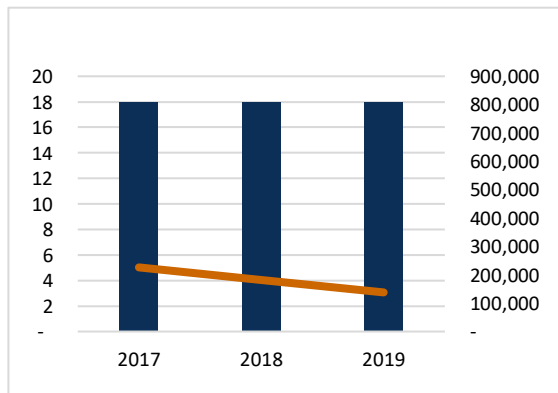


Source: Atlas-PowerBi 2020

Figure 17. Evolution of the number and size (US\$) of project under outcome 1&2

a) Outcome 1- Inclusive and sustainable development

b) Outcome 2 - Voice, participation and accountability



■ LHS: Number of active project

— RHS: Average size of project

Source: Atlas-PowerBi 2020

Annex 3. ICPR Methodology and design matrix

ICPRs are typically conducted in the penultimate year of UNDP country programmes to feed into the process of developing the new country programme. In the case of Mongolia, the ICPR is conducted two years before the end of the programme due to an extension of the country programme by one year, to end 2022. The ICPR covered work undertaken in the current programme cycle and focus on capturing the country office's contribution to UNDAF outcomes, including through COVID-19 adaptation, and progress towards agreed outputs and output indicators in the country office's results framework. It also assessed the relevance of country programme design and make recommendations as to UNDP's strategic positioning.

The ICPR addressed the following questions:

- What progress has UNDP made towards planned country programme outputs, and how is this contributing to UNDP/UNDAF outcomes in the current programme period?
- How has UNDP performed in planning, implementation, reporting, and evaluation of development results?
- How well did the country programme adapt and respond to the COVID-19 pandemic? *[mainstreamed]*
- To what extent is the adapted programme in sync with relevant local coordination systems and with the efforts of other key actors?
- How could the CO further enhance its strategic positioning in the 2023-27 period? *[mainstreamed]*

Methodology

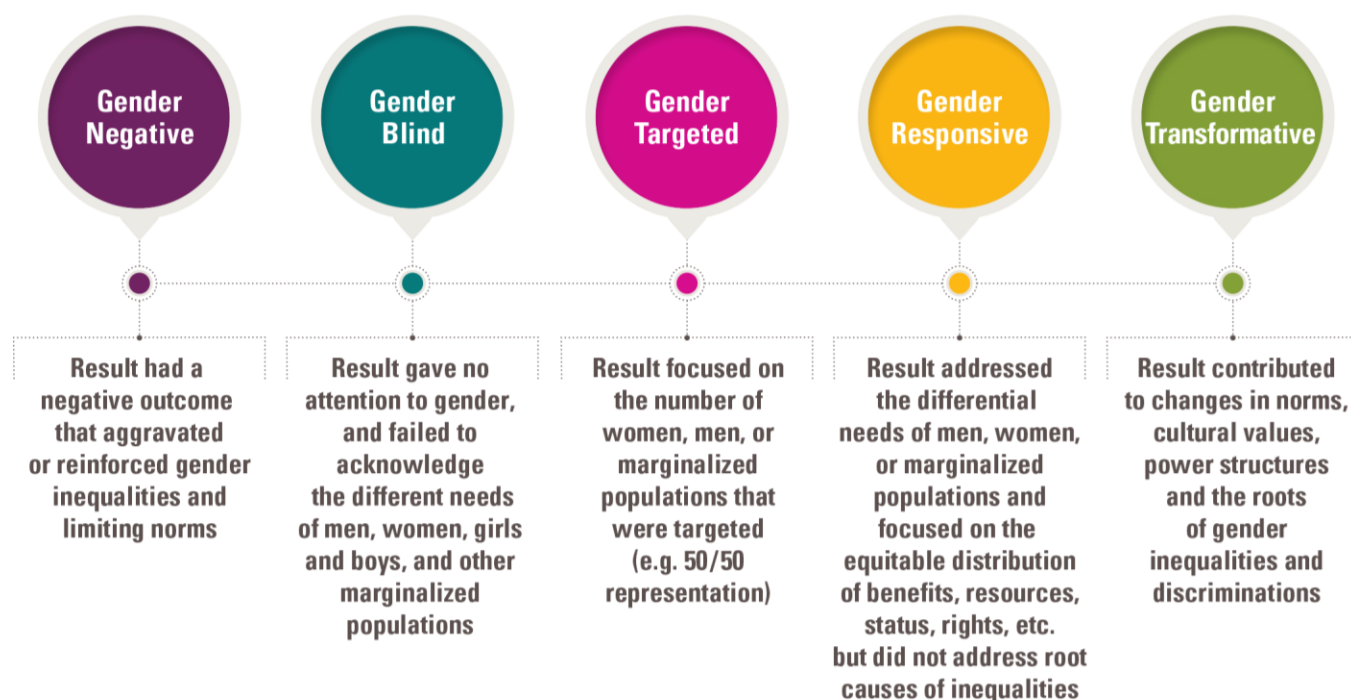
ICPRs adhere to the United Nations Evaluation Group (UNEG) Norms & Standards and Ethical Guidelines for Evaluation.²²¹ The ICPR questions, data sources, and approaches for analysis are elaborated in a design matrix.

The ICPR is an *independent validation of the UNDP country office's self-assessment* which uses a standard ICPR questionnaire and adopts a system of ratings of progress towards outputs, and contribution to outcomes identified in the CPD's results and resources framework (see explanation below). The ICPR is not a comprehensive evaluation of the country programme. Based on the evidence presented by the Country Office (CO) in the ICPR questionnaire and other documentation, the IEO provides an independent judgment on: whether there is sufficient evidence to support the COs self-assessment; whether CO ratings are consistent with the definitions and methods described below. A lack of evidence to justify CO ratings is an important factor in the IEO downgrading them.

The review will pay particular attention to validating *evidence about the country programme's focus on promoting gender equality and key gender results*.

²²¹ <http://www.uneval.org/document/detail/1914>; <http://www.uneval.org/document/detail/2866>

Figure 1. Gender Results Effectiveness Scale



Source: Adapted from the Evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, IEO, UNDP, 2015

To assess gender, the evaluation considered the gender marker in the portfolio analyses by outcome area and the gender results effectiveness scale (GRES) when assessing results. The GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative (see figure 1 below). Gender-related questions will be incorporated in the data collection methods and tools, such as the self-assessment questionnaire and interview questions and reporting.

Given the current context of the global coronavirus pandemic, the review additionally focused on the impact of the pandemic on UNDP programme performance, and how the CO adapted to it in terms of programme implementation and support to the Government of Mongolia. This included a landscape analysis to ascertain the extent to which the adapted programme in sync with relevant local coordination systems and with the efforts of other key actors and to inform UNDP's strategic positioning for the next country programme.

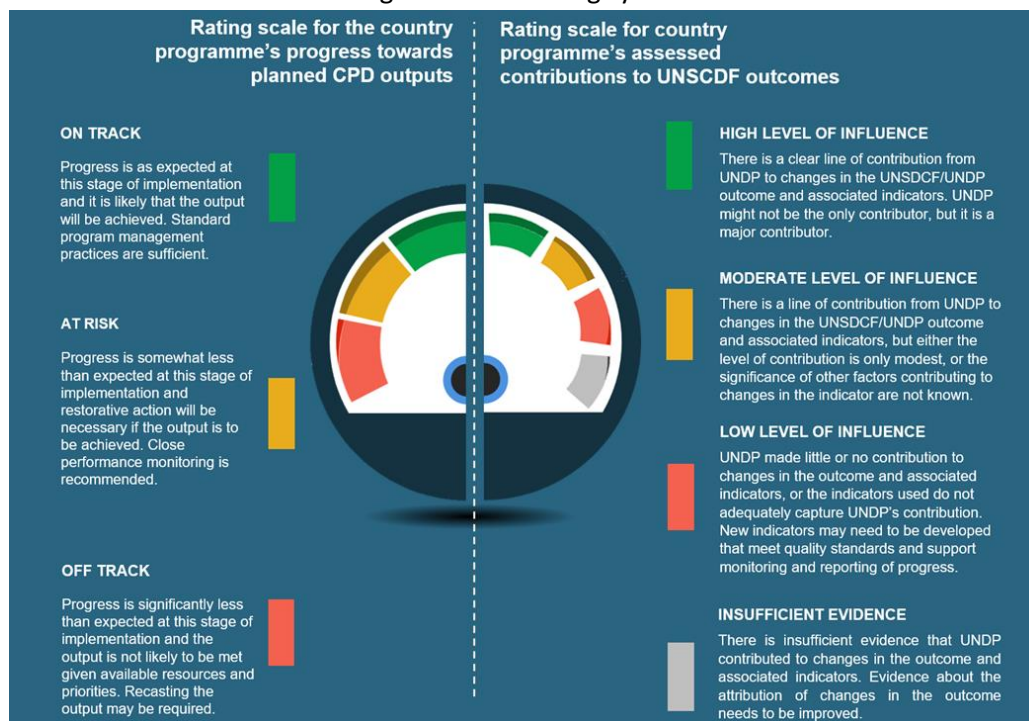
The ICPR data sources consisted of i) programme and project documents, their planning and reporting tools (ROARs, AWP, CPR), evaluation reports, and other documentary evidence provided in support of self-assessed performance against the agreed country office results framework; ii) interviews with UNDP (CO and RB) staff and selected key stakeholders; and iii) any additional material as required, if the evidence identified in the self-assessment and interviews is insufficient.

A standard set of contextual parameters about the country and UNDP programme (e.g. programme delivery rates, budget/expenditures, planned vs actual resource mobilised, etc) will be systematically collected and used in the analysis. Results are summarised in a standardised Annex to the report.

ICPR rating system

ICPRs employ a rating system (see figure 2). The IEO *apply a rating to the country programme's progress towards planned CPD outputs* as follows:

Figure 2: ICPR rating system



- **On track:** Progress is as expected at this stage of implementation, and it is likely that the output will be achieved. Standard program management practices are sufficient;
- **At risk:** Progress is somewhat less than expected at this stage of implementation, and restorative action will be necessary if the output is to be achieved. Close performance monitoring is recommended;
- **Off track:** Progress is significantly less than expected at this stage of implementation and the output is not likely to be met given available resources and priorities. Recasting the output may be required.

To determine the appropriate rating, the IEO examined the results chain running from supporting interventions to CPD outputs associated indicators. In addition to assessing whether targets associated with indicators have been met, the IEO considered how well these indicators capture the significance of UNDP's contributions to the agreed output.

The IEO *apply a rating to the country programme's assessed contribution to UNDAF outcomes*, based on the level of influence UNDP has on associated outcome indicators, as follows:

- **High level of influence:** There is a clear line of contribution from UNDP to changes in the UNDAF outcome and associated indicators. UNDP might not be the only contributor, but it is a major contributor.
- **Moderate level of influence:** There is a line of contribution from UNDP to changes in the UNDAF outcome and associated indicators, but either the level of contribution is only modest, or the significance of other factors contributing to changes in the indicator are not known.
- **Low level of influence:** UNDP made little or no contribution to changes in the outcome and associated indicators, or the indicators used do not adequately capture UNDP's contribution. New indicators may need to be developed that meet quality standards and support monitoring and reporting of progress.
- **Insufficient evidence:** there is insufficient evidence that UNDP contributed to changes in the outcome and associated indicators. Evidence about the attribution of changes in the outcome needs to be improved.

Ratings are based on the CO's approved results and resources framework. If CPD outputs and associated output indicators remain in the results framework but the country programme took no actions to help achieve them, they were rated as off track, even if the lack of action was justified for reasons beyond UNDP's control. Similarly, if the country office is using outcome indicators that UNDP has had no significant influence over, or where there is

insufficient evidence that UNDP contributed to changes in the indicator, the IEO assessed UNDP as having a low level of influence on the achievement of the associated UNDAF outcome.

To understand the implementation progress of the CPD, the IEO also *examine and assess any approved changes to planned results* in the approved CPD, and the basis for these changes.

Ratings and the basis for them were set out in a standardised tabular format.

ICPR Design Matrix

Review Questions	Sub-questions	Data/Info to be collected	Data collection methods and tools (e.g.)
RQ 1. What progress has UNDP made towards planned CPD outputs, and how is this contributing to UNSDCF outcomes in the current programming period?	What are the results UNDP expected to contribute towards Cooperation Framework outcomes, and the resources required from UNDP and other financing partners for achieving those results?	<ul style="list-style-type: none"> • UNSDCF & CPD • Indicative Country Office Results and Resources Framework (from CPD) • Current Country Office Results and resources framework (if different from the one included in the CPD) • Explanation for revisions (if any) to country office results and resources framework, and of approval of these changes through the monitoring and programme board or Executive Board. • Data to validate CO explanation of changes in context since CPD approval (if any significant changes have occurred). 	<ul style="list-style-type: none"> • Comparison of resource estimates in UNSDCF and CPD in light to delivery over CPD • Analysis of justification for and implications of any changes (if any) country office results and resources framework since approval of the CPD.
	If there have been any changes to the programme design and implementation from the initial CPD, what were they, and why were the changes made (COVID-19 or other)? Have changes been fully documented?		
	What is the evidence of progress towards planned country programme outputs and that results will be sustainable? What adjustments have been made to enable sustainability ("build back better")?		
	To what extent did the achieved results contribute to achievement of intended outcomes?		
RQ2. How has UNDP performed	What results has UNDP achieved in promoting gender equality?	<ul style="list-style-type: none"> • Evidence in ICPR questionnaire detailing CO self-assessment of performance and evidence identified. • Project documents, annual workplans, annual progress reports, audits and evaluations covering the agreed ICPR project list. • Monitoring data, including performance against outcome and output indicators, and associated baselines and targets, and evidence of attribution of related changes to UNDP interventions. • Attribution of expenditure by gender marker • ROAR covering CPD period to date. • Programme level audits, if available. • Interviews with country office staff and/or key stakeholders. • Other, as required. 	<p>Triangulate data collected (e.g. cross-check interview data internal and external sources) to validate or refute statement of achievement or contribution.</p> <p>Assessment to consider, validity and reliability of evidence of:</p> <ul style="list-style-type: none"> • linkages between UNDP's specific interventions and indicators established to monitor contribution to UNSDCF defined outcome level changes and attribution of change in those indicators to UNDP support; • linkages between UNDP specific interventions and indicators established to monitor progress towards intended outputs, and attribution of change in those indicators to UNDP support; • reported contributions towards gender equality.
	Was the CPD realistic about the expected size and scope of the results that could be delivered with the available resources and resource mobilisation opportunities?	<ul style="list-style-type: none"> • UNSDCF & CPD 	

Review Questions	Sub-questions	Data/Info to be collected	Data collection methods and tools (e.g.)
in planning, implementation, reporting and evaluation of development results?	Has UNDP actively adapted to changes in the development context, incl. COVID-19, since the CPD was approved to maximise the relevance and impact of its work on intended outcomes?	<ul style="list-style-type: none"> • Indicative Country Office Results and Resources Framework (from CPD) • Current Country Office Results and resources framework (if different from the one included in the CPD) • Explanation for revisions (if any) to country office results and resources framework, and of approval of these changes through the monitoring and programme board or Executive Board. • Data to validate CO explanation of changes in context since CPD approval (if any significant changes have occurred). 	<p>In light of assessment of achievement or contribution, assess and summarise evidence about the:</p> <ul style="list-style-type: none"> • realism of the CPD • adaptation to changes in context • quality of existing results frameworks in light of UNDP programming standards.²²²
	Are the programme's outcomes and outputs and associated indicators at an appropriate level and do they reflect a sound theory of change?		
	Are there any specific factors that are in the control of UNDP and have constrained achievement of expected results that need to be factored in when planning the next CPD?	<ul style="list-style-type: none"> • ICPR questionnaire • Staff and stakeholder interviews • Staff and partnership survey data • Human resource data • Programme and project documentation and audit reports (as above) 	Consideration of evidence collected about internal factors that have constrained achievement of expected results and the strength of those factors.
	Has UNDP collected sufficient evidence to account for the work undertaken and results achieved? Has the CO made good use of evaluation to promote accountability and learning?	<ul style="list-style-type: none"> • CO evaluation plan and updates to it. • Evidence identified above. 	<ul style="list-style-type: none"> • In light of assessment of achievement or contribution, assess and summarise evidence about the quality of evidence collected to account for the work undertaken and results achieved? • Assess progress in implementing evaluation plan, and consistency of approach to evaluations with expectations set out in UNDP's evaluation policy and guidelines.
RQ 3. To what extent is the adapted programme in sync with relevant local	What is the official coordination structure in the country? How does UNDP coordinate with stakeholders (formally and informally)? How does the coordination system prioritize for COVID-19?	<ul style="list-style-type: none"> • UNSDCF and operationalizations, if any. • Documentation on the COVID-response of the Mongolia UNCT including division of labour. 	<ul style="list-style-type: none"> • Triangulate data collected (e.g. cross-check interview data internal and external sources) to validate or refute statements, e.g. about barriers to/opportunities for synergies.
	What other actors operate in the outcome areas UNDP focuses on and what are they doing? What were any barriers to/opportunities for synergies, and how were these managed?		

²²² Outcomes and outputs are defined at an appropriate level, are consistent with the theory of change, and have SMART, results-oriented indicators, with specified baselines and targets, and identified data sources. Gender-responsive, sex-disaggregated indicators are used when appropriate. Relevant indicators from the Strategic Plan's Integrated Results and Resources Framework (IRRF) have been adopted in the programme or project results framework.

Review Questions	Sub-questions	Data/Info to be collected	Data collection methods and tools (e.g.)
coordination systems and with the efforts of other key actors?		<ul style="list-style-type: none"> • Review of meeting notes/conference proceedings dedicated to relevant outcome areas as well as the overall COVID-response. • Interviews with key stakeholders inside and outside UNDP. • Other, as required. 	<ul style="list-style-type: none"> • Consideration of evidence collected about factors that have constrained coordination and synergy and the strength of those factors.
	How has the programme involved partners with relevant expertise to maximize positive effects? Has UNDP played an effective knowledge brokering role in this middle-income context?	<ul style="list-style-type: none"> • UNDP Partnership Surveys. • Evidence in ICPR questionnaire detailing CO self-assessment and evidence identified. • Project documents, annual workplans, annual progress reports, audits and evaluations covering the agreed ICPR project list. • Interviews with country office staff and/or key stakeholders. • Other, as required. 	<p>Triangulate data collected (e.g. cross-check interview data internal and external sources) to validate or refute statements regarding partnerships and knowledge brokering.</p> <p>Assessment to consider validity and reliability of evidence of:</p> <ul style="list-style-type: none"> • Reported convening and co-creation; • Reported leveraging, including of resources; • Reported thought leadership and knowledge brokering; • reported collaboration towards gender equality and ensuring 'no one left behind'.

Annex 4. List of Projects

Outcome	Output	ID	Project name	Start date	End date	Gender marker	Modality	Budget*	Expenditure*
1	1.1	00099307	Phase 1 SDGs implementation	Oct 2016	Dec 2018	GEN2	DIM	\$213,939	\$176,019
1	1.1	00110325	Support to SDG implementation	Apr 2018	Dec 2021	GEN2	DIM	\$1,265,139	\$700,164
1	1.1	00128705	Integrated approach to SDG Financing in Mongolia	Jul 2020	Jul 2022	GEN2	DIM	\$315,008	\$0
1	1.1/1.9	00117231	Activated2030 @ #Hub	Mar 2019	Feb 2020	GEN1	DIM	\$157,878	\$118,763
1	1.2	00065814	Green Economy transition in dev countries & LDCs	Mar 2012	Mar 2018	GEN1	DIM	\$47,400	\$43,495
1	1.2	00080572	International Think Tank-Land-Locked Developing Countries	Jan 2014	Dec 2018	GEN1	NIM	\$659,388	\$501,634
1	1.3	00047594	4NR Support to GEF CBD Parties 2010 biodiversity targets	Dec 2014	Mar 2020	GEN1	DIM	\$511,083	\$438,606
1	1.3	00085915	UNDP Mongolia - Engagement Facility	Jul 2018	Dec 2019	GEN1	DIM	\$338,460	\$306,078
1	1.3	00095244	Nagoya Protocol	Jul 2016	Dec 2020	GEN1	DIM	\$461,061	\$350,000
1	1.3	00106358	Biodiversity Finance Initiative (BIOFIN) Phase II	Aug 2019	Dec 2020	GEN1	DIM	\$102,651	\$26,778
1	1.4	00062394	Ecosystem-based adaptation	Jan 2012	Dec 2018	GEN2	NIM	\$681,828	\$612,104
1	1.4/1.5	00074554	Managed Resource Protected Area	Aug 2013	Dec 2018	GEN2	NIM	\$366,215	\$333,070
1	.4/1.5	00087440	Land Degradation Offset and Mitigation in Western Mongol	May 2015	Dec 2019	GEN2	NIM	\$1,067,969	\$1,015,136
1	1.5	00065831	Mongolia REDD+ Roadmap validation	Jan 2015	Dec 2019	GEN1	DIM	\$48,468	\$39,509
1	1.5	00086253	UN-REDD National Programme Mongolia	Sep 2015	Dec 2019	GEN2	NIM	\$2,225,090	\$1,921,062
1	1.6/1.10	00086244	Nationally Appropriate Mitigation in Construction (full)	Jul 2016	Dec 2020	GEN1	NIM	\$1,612,996	\$1,248,796
1	1.7	00059535	UNDP Seoul Policy Centre	Jan 2010	Dec 2017	GEN0	DIM	\$121,332	\$49,949
1	1.7	00075132	PEI Joint UNDP-UNEP Poverty-Environm Initiative-Phase II	Dec 2013	Jun 2018	GEN1	DIM	\$41,578	\$41,492
1	1.7	00081451	Innovation Facility	Jun 2014	Dec 2019	GEN1	DIM	\$52,058	\$50,266
1	1.7	00100102	ENSURE (full project)	Dec 2018	Dec 2026	GEN2	NIM	\$3,190,517	\$1,354,630
1	1.7	00104078	ENSURE Project Preparation	Aug 2017	Dec 2019	GEN2	DIM	\$211,955	\$193,692
1	1.7	00105341	UN Partnership for Action on Inclusive Green Economy	Jul 2017	Dec 2021	GEN0	DIM	\$321,594	\$54,269
1	1.8	00072800	Disaster risk reduction at the local level	Mar 2013	Dec 2017	GEN2	NIM	\$465,932	\$426,825
1	1.8	00085915	UNDP Mongolia - Engagement Facility	Mar 2020	Dec 2020	GEN2	DIM	\$150,000	\$40,377
1	1.9	00099307	Phase 1 SDGs implementation	Oct 2016	Sept 2017	GEN2	DIM	\$370,268	\$200,048
1	1.9	00120098	Deepening efforts to accelerate NDC implementation	Oct 2019	Jun 2021	GEN2	NIM	\$426,384	\$33,660
1/2	1.7/2.3	00086259	Environmental Governance for Sustainable Natural R. Mgmt	Oct 2014	Dec 2020	GEN1	DIM	\$513,318	\$418,618
2	2.1	00072915	Support to Participatory Legislative Process	Mar 2013	Dec 2016	GEN1	NIM	\$0	\$0
2	2.1/2.2	00096426	Strengthening Representative Bodies in Mongolia	Jan 2017	Dec 2020	GEN2	NIM	\$4,347,944	\$3,149,337
2	2.2/2.4	00110242	Citizen-centred civil service	Feb 2018	Dec 2021	GEN1	NIM	\$4,119,996	\$2,430,568
2	2.3	00085915	UNDP Mongolia - Engagement Facility	Mar 2020	Mar 2021	GEN2	DIM	\$20,000	\$4,444

Source: Atlas PowerBI 2020 / Note: Data as of July 2020

Annex 5. Analysis of gender markers

CO GEN markers	IEO Assessment
Output 1.1, marked as GEN2	Despite having indicators there was no reporting on gender results.
Output 1.2, marked as GEN 1	No indicators in place and no evidence of contribution.
Output 1.3, marked as GEN 1	No indicators in place and no evidence of contribution.
Output 1.4, marked as GEN2	Evidence of significant cross-sectional contribution to gender mainstreaming through targeting and economic empowerment of women through alternative income-generating activities, albeit on a small scale.
Output 1.5, marked as GEN2	Evidence of contribution to gender mainstreaming through the gender and social inclusion action plan for UN REDD.
Output 1.6., marked as GEN1	Basic gender concerns taken into account when organizing trainings by ensuring gender-balanced participation.
Output 1.7, marked as GEN 0, GEN 1 (24%) and GEN 2 (71%)	No indicators in place and no evidence of contribution.
Output 1.8, CO marked as GEN 2	No gender-disaggregated data or indicators to show the projects' contribution to gender equality in Mongolia. No gender-specific interventions implemented under the projects towards Output 1.8.
Output 1.9. CO marked as GEN 1(18%) and GEN 2(82%)	The contribution to gender mainstreaming is weak, relative to the gender markers attributed to these interventions. Statistics were not useful to identify how women are being affected in many areas, including crime.
Output 1.10 CO marked as GEN 1	The project adopted a de facto gender targeting approach in line with its GEN1 rating. Although the project did not have any focus on gender issues initially, there was a change in attitude as the project later revised several outputs relating to women such as the number of women participating in decision making and capacity development, and the number of female beneficiaries in the demonstration projects.
Output 2.1, CO marked as GEN 2	Gender disaggregation of data is partial or not available (e.g. number of women participating in public hearings and consultations). Only a few women were involved in the small grants project and in the leadership training.
Output 2.2, CO marked as GEN 1 (72%) and GEN 2 (28%)	CO has indicated that for this output resources allocated were mostly GEN 1, however the review team found stronger contribution to gender equality, gender indicators and reporting on gender are available as well as evidence of contribution of women in political decision-making.
Output 2.3, CO marked as GEN 2	No gender indicators and reporting on gender equality under this output.
Output 2.4, CO marked as GEN 1	Gender results have addressed gender-based discrimination in labour relations, capacity gaps and raising awareness on gender equality. Lack of gender indicators.

Annex 6. Adequacy of evidence provided and IEO confidence on rating

Outcome/Output*	Adequacy of supporting evidence provided by CO	IEO confidence about rating
Outcome 1.		Fairly confident
Output 1.1.	Adequate	Fairly confident
Output 1.2.	Inadequate	Fairly confident
Output 1.3.	Inadequate	Fairly confident
Output 1.4.	Inadequate	Moderately confident
Output 1.5.	Adequate	Fairly confident
Output 1.6.	Inadequate	Moderately confident
Output 1.7.	Inadequate	Moderately confident
Output 1.8.	Inadequate	Moderately confident
Output 1.9.	Adequate	Moderately confident
Output 1.10.	Inadequate	Fairly confident
Outcome 2.		Fairly confident
Output 2.1.	Adequate	Confident
Output 2.2.	Adequate	Confident
Output 2.3.	Adequate	Moderately confident
Output 2.4.	Adequate	Confident

*Outcomes and outputs are colour coded following rating given by IEO: Cf. to annex 1 for detailed assessment of the adequacy of the evidence provided by the CO.



IEO | INDEPENDENT
Evaluation Office
United Nations Development Programme

Independent Evaluation Office
United Nations Development Programme
One UN Plaza, DC1-20th Floor
New York, NY 10017, USA
Tel. +1(646) 781 4200



/ www.undp.org/evaluation



/ [UNDP_Evaluation](https://twitter.com/UNDP_Evaluation)



/ [ieoundp](https://www.facebook.com/ieoundp)



/ [evaluationoffice](https://www.youtube.com/evaluationoffice)

Evaluations for a #strongerUNDP