EVALUATION OF THE UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK

FOR MONGOLIA

UNDAF (2012 – 2016)

EVALUATION REPORT

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Disclaimer

The findings, analysis, and recommendations made in this report reflect the views of the independent evaluation team and do not necessarily reflect the views of the United Nations or other stakeholders involved in the evaluation.

A. EXECUTIVE SUMMARY

The Government of Mongolia (GoM) and the United Nations Country Team (UNCT) commissioned a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2012-2016, which was undertaken by a team of three independent evaluators over the period 30 April to 1 July 2015. As per the Terms of Reference (TORs), the specific objectives of the evaluation were:

a) To assess the contributions made by the UNCT to national development results in the framework of the UNDAF and based on the outcome indicators,
b) To identify the factors that affected the UN's contributions and identify constraints and challenges,
c) To identify the UN's valued-added and comparative advantage, including good practices and lessons learned,
d) To make recommendations for the design and implementation of the next UNDAF in the context of the changing development context, and
e) To assess the effectiveness of the UN strategies, including the extent to which the UN addressed its core principles (gender equality, human rights-based approach, environmental sustainability, results-based management and capacity development).

Methodology

The evaluation was based on an Evaluation Matrix contained in the Inception Report that was approved by the Evaluation Steering Committee (ESC), which outlined the evaluation questions and proposed data collection methodologies, data sources, and key respondents. Data collection consisted of review of background documents, including UNDAF and UN agencies' programme reports, followed by triangulation with UN senior management, Government officials, civil society organisations (CSOs) and development partners, as well as online survey of UN programme staff and a site visit to Nalaikh District of Ulaanbaatar.

A total of 46 individuals were interviewed, out of which 25 were UN personnel, 13 government officials from key line Ministries, 4 representatives of civil society organisations and three development partners. The staff survey was administered to 40 UN programme staff and yielded 33 responses with three incomplete responses for a total 75% response rate.

The evaluation was affected by two major limitations. Some of the indicators lacked adequate data such as baselines and targets, and it was also difficult to attribute changes in the indicators directly to the work of the UN because some of them were set at a national level while the UN was working in a limited number of regions. Secondly, there was limited joint programming by UN agencies, thereby making assessment an UNDAF evaluation of the UN's collective contribution, including joint planning, joint implementation and joint monitoring difficult. There were however some joint initiatives undertaken with collaboration among two or more UN agencies, but many of these were outside the planned UNDAF framework.

Development Context

Governance. Mongolia transitioned to democracy, free market economy and multi-party parliamentary system in 1990. Since the adoption of a new Constitution in 1992 Mongolians have voted in six general parliamentary elections – the State Great Khural - the next of which is scheduled for 2016; while the next Presidential election is scheduled for 2017. In 2011, Mongolia adopted a new Budget Law, which provides a block grant fiscal transfer through the Local Development Fund (LDF) to local governments. When implementation of the Budget Law started in 2013, the share of local government expenditure in total government expenditure rose to 28.7%, from 10.5% in 2011. However, there are still governance concerns, particularly with regards to corruption, inequality, unemployment, and widening disparities. Mongolia is currently working on a new long-term development vision document, which was prepared by the National Development Institute and at the time of drafting, was under review by the Parliament.

Economy. Mongolia's economy expanded by 17.3% in 2011 due to increasing investments in the mining sector; but has been declining since then (12.4% in 2012 and 11.7% in 2013), and was projected by the International Monetary Fund (IMF) to decline further to 4.4% and 4.2% in 2015 and 2016 respectively. Despite this economic growth, poverty remained high, especially in rural areas, and income inequality within communities and between regions was widening. According to World Bank reports, rural poverty was estimated at 35.5% especially in the Khangai and Western regions, while men in rural areas, and women in urban areas were more likely to be poor.

The economy was vulnerable to external imbalances due to declining foreign direct investment and weak mineral exports; and was also exposed to international commodity price volatility due to its dependence on regional export markets and imports, particularly energy. About 80% of the country's exports and half of its imports came from China, while a substantial amount of electricity and almost all petroleum imports came from Russia. The livestock sector which constitutes 63% of the assets of rural households and about 40% of the workforce was also highly vulnerable to the weather, in particular dry summers followed by extremely harsh winters (dzud). In 2009/10, the dzud destroyed an estimated 10 million livestock, almost 25% of the national stock.

Environment. Climate risk poses a serious challenge with interrelated consequences across all sectors, especially desertification and loss of forest cover due mainly to combination of human activity, including as well as natural disasters. The air quality was also declining rapidly, especially in urban areas, with a reported 85% of urban residents relying on wood or coal for heating and cooking; and some studies by the World Bank in cooperation with Ministry of Health estimating that 1,600 people died prematurely every year due to high air pollution.

With estimated 45% of the population living in or around the capital, an increasing number of people were also exposed to natural disasters in urban areas; with Ulaanbaatar itself experiencing 30 to 50 quakes above 5.0 on the Richter magnitude scale on an annual basis. The rural population was also vulnerable to natural disasters, including the dzud, in which a dry summer is followed by severe winter with abnormally low temperatures and high winds that could lead to economic crisis and food insecurity.

Human and social development. Mongolia is a medium human development country, although its human development index (HDI) ranking was below the average for countries in East Asia. While many of the health-related Millennium Development Goals (MDG) targets had been achieved, the health sector was increasingly characterized by inequalities, both geographic and socioeconomic; and there were wide disparities across the country in maternal mortality and child health. The availability and quality of social services in rural areas was also hard to maintain due to the country's geographic expanse and sparse population density.

An increasing proportion of the population was moving to urban centers in search of better economic opportunities and social services; and Ulaanbaatar's population doubled to approximately 1.2 million in just two decades and it was expected to reach 1.9 million by2030. Majority of migrants to Ulaanbaatar settle in unplanned peri-urban "ger areas", which currently comprise 60% of the city's population and 90% of its administrative area; but had limited or no access to public services, and also suffered from higher rates of unemployment and heavy reliance on the informal sector for their livelihoods.

Evaluation Findings

The evaluation made 21 key findings, based on the agreed evaluation criteria of relevance, effectiveness, efficiency and sustainability.

Relevance

The evaluation made three key findings with regards to the UNDAF's relevance in the context of its alignment with national goals and priorities, as well as international treaties and obligations.

1. The UNDAF was aligned to national development goals, MDGs and international treaties.

The country's long term development goals are defined in the National Development Strategy (NDS) 2008 – 2021, which was developed with support from the UN and was formally named the 'MDG-Based Comprehensive National Development Strategy. The UNDAF was later developed in 2010 aligned with the NDS and MDGs. There was also broad based consensus

among stakeholders that the UNDAF was aligned to national priorities and international obligations.

2. The design of the UNDAF, in particular the number of Outcomes did not reflect its overarching purpose as a strategic framework for UN agency collaboration.

The UNDAF has 13 outcomes and 21 outcome indicators. However, only a few of the UNDAF outcomes are repeated by UN agencies in their respective Country Programme Documents (CPDs) as CP outcomes. Majority of UN agencies aligned their CP outcomes with the UNDAF strategic priority areas (SPAs), in part because some of them were limited by their programming guidelines in terms of the number of outcomes; and also because the UNDAF outcomes were too specifically tailored around individual UN agency mandates. Although most of the UNDAF outputs were adopted in UN agency CPDs, the fact that they had different outcomes made it difficult to attribute UN work to UNDAF outcomes, and also limited scope for joint programming, monitoring and reporting.

3. The UNDAF outcomes have appropriate balance between upstream and downstream work, which reflects the UN's comparative advantages.

The UN's distinct comparative advantages in Mongolia - **brand recognition, trusted partner, and convening power -** placed it in good position to influence policies through normative upstream work. Out of 44 UNDAF outputs, 31 (70%) were at upstream level, and 13 (30%) at downstream level.

Effectiveness

4. The UN's contribution to results is difficult to assess due to weak internal RBM and M&E capacity

By end of 2014, out of the total 21 outcome indicators, 7 (33.3%) were reported to have been achieved and another 5 (23.8%) were on track. However, 9 (42.9%) outcome indicators could not be tracked or reported due to a variety of issues, including (a) lack of relevant data such as baselines and targets, (b) no mechanism established to specifically monitor the indicator, or (c) indicators could only be measured in 2015 or 2016 (e.g. # of women candidates in elections), and in some cases, periodic surveys to collect data were not done.

Majority of UN programme staff acknowledged that the UNDAF had weak M&E system, with the UNDAF M&E Group further noting that programme staff and senior management were not adequately involving them in planning and design processes to strengthen the M&E framework.

SPA 1: Sustainable Economic Development

5. Although not reflected through the indicators, the UN contributed to improve livelihoods of vulnerable groups at both upstream and downstream level

Outcome 1. The outcome indicator was at too high a level to effectively measure UN contribution. However, the UN contributed through its normative work, including various studies and capacity building initiatives; while at downstream level, the UN supported Small and Medium Enterprises to create jobs and diversify their products, markets and risk, including through micro-insurance.

Outcome 2. The outcome statement does not reflect development change, and would therefore be more appropriate as an output. The UN contributed to strengthen relevant institutional capacity and systems in critical areas of poverty reduction policy formulation, including through strengthening national information systems, data collection and policy analysis.

SPA 2: Basic Social Services and Social Protection

Four key findings were made with respect to UN work in the basic social services and social protection sector.

6. *The UN cont*ributed to improve national school systems and capacities, thereby increasing opportunities for disadvantaged and vulnerable groups.

Outcome 3. UN normative and downstream work contributed to improve enrolment and completion of primary and basic education, including for disadvantaged groups although data was not sufficiently disaggregated by relevant target groups. UN contribution both at the policy and community levels can be directly associated with improvements in access for disadvantaged groups, including particularly studies on teacher working conditions and child friendly schools.

7. Although access to safe water and sanitation improved overall, UN contribution was fragmented and there was weak targeting for urban ger areas.

Outcome 4. The proportion of population with access to safe water improved from 53% in 2010 to 58.7% in 2013, while access to improved sanitation facilities improved from 32% and 64% for rural and urban areas in 2008, to 39.4% and 69.1% respectively. Most of the UN work was coordinated through the Water and Sanitation Working Group, including strengthening institutional capacities of Public Utilities Service Organizations, (PUSOs) for the delivery of water and sanitation, clarification of roles and responsibilities of different actors, as well as improving financing and accountability mechanisms.

8. The UN contributed to strengthen national capacities in health service delivery but disparities among vulnerable groups persisted.

Outcome 5. The UNDAF targets related to Maternal and Child Health (MCH) were achieved. UN contribution was acknowledged by majority of stakeholders, including in government and civil society, especially its advocacy effort, especially advocacy and capacity building work to strengthen national systems, including inter alia, health policies and strategies and national guidelines. However, there were remaining challenges, especially with regards to disparities in antenatal care and reproductive health among vulnerable groups. While health care expenditure relative to GDP declined from 3.5% in 2009 to 2.7% in 2014, and also proportion of budget allocations to public health care decreased from 23% to 16.3% over the same period, infant mortality due to newborn complications increased from 55% in 2009 to 65% in 2014; andthe prevalence of sexually transmitted infections (STIs) was increasing not only in at-risk populations, but also in the general population.

9. The UN contributed to strengthen the social protection system

Outcome 6. The UN contributed towards strengthening overall social protection system in Mongolia, including support for establishment of the Social protection Floor (SPF), which was followed by a report indicating that Mongolia had already achieved some of its SPF indicators for health and children guarantees, although gaps remained with respect to working age and old age protection. However, UN programme staff and senior management observed that some of the interventions were misplaced and more related to UN work in the governance sector.

SPA 3: Environment, Climate Change and Disaster Risk Reduction (DRR)

Overall UN contribution under the environment and climate change cluster was more effective at upstream level but had limited upscaling by the government.

10. *The* UN contributed to strengthen capacity for sustainable resources management at national and local levels.

Outcome 7. The UNDAF targets for this outcome were achieved in 2013 according to UN reports. The UN supported development of various new laws and regulations, including the National Green Development Strategy and contributed to strengthening environmental governance in Mongolia. The National REDD+ Roadmap was formally approved by UN-REDD Policy Board in 2014, and also Mongolia became the first country to implement the global Partnership for Green Economy (PAGE) programme. Downstream, the UN supported training in diverse areas, including participatory pastureland, water and forest management, biodiversity protection, maintaining ecosystems and river basin management, leading to increase in protected area coverage, including locally protected areas.

11. The UN effectively contributed to mainstreaming of DRR in national legislation and policy.

Outcome 8. The extent of progress was difficult to determine due to weak choice and formulation of the outcome indicator. However, UN support contributed to disaster preparedness, coordination and management at all levels, including national legislative and policy making level, as well as at community levels, including setting up an Early Warning System targeting herder communities that ensures automatic transmission of localized hazard warnings to every registered mobile phone users at particular localities. Several laws and guidelines, including climate change policy were developed with UN support. The UN was also leading the national Water and Sanitation (WASH), Education, Nutrition clusters, as well as the Child Protection sub-cluster on emergency preparedness and response.

12. The UN contributed to innovation, national capacity and knowledge but there was limited upscaling at downstream level.

Outcome 9. The outcome indicator was not monitored regularly, except for a 2013 independent evaluation that estimated UN contribution to GHG emissions at 124,826 tons of CO2. However, UN contributed by supporting development of 60 building norms and standards revised and updated; 12 new energy efficiency standards developed to comply with the international energy efficiency requirements. A health impact assessment of mercury was undertaken, including strengthening of national capacity in sustainable mercury management. One of the results from these efforts was decontamination of 350 tonnes of PCBs-containing oils and equipment.

SPA 3: Governance and human rights

Overall the outcome indicators for governance and human rights do not seem to be appropriate. However, the two key findings indicate that the UN contributed to strengthen legislative and policy frameworks, including for local governance, human rights and gender equality.

13. The UN contributed to strengthen legislative and policy frameworks for planning and budgeting, transparency and accountability, including local government service delivery.

Outcome 10. The UN supported implementation of the Budget Law, including developing capacity for over 7,000 locally elected representatives on their core oversight functions. The UN also provided technical assistance for the revision of the Law on Administrative and Territorial Units and Their Governance (1992) which is the main law governing local government affairs; as well as drafting of Law on Development Planning and long-term development vision document.

Outcome 11. Stakeholders noted that UN was instrumental in the increase of female Members of Parliament to 14.5% in 2012, from 3.9% in 2008; and percentage of women in cabinet to 15.8%, although the percentage of female elected representatives in local councils decreased to 27.3%. The UN facilitated a national dialogue with high level representatives from parliament, government, and non-state actors to generate consensus for implementation of a 6-point action plan to increase political participation of women. In addition, the UN supports leadership training to over 2,200 women elected representatives at the local level. In the area of transparency and accountability, the UN supported drafting of Law on Law, which was passed in May 2015, to increase the quality of legislative drafts and citizens' scrutiny. The UN also supported implementation of the United Nations Convention against Corruption (UNCAC), as well as preparation of the country's self-assessment for the next review of UNCAC implementation.

14. While the UN contributed to strengthen legislative framework for human rights and gender equality, actual implementation remains weak

Outcome 12. The UN has been supporting capacity development of the National Human Rights Commission of Mongolia (NHRCM), including development of a methodology for human rights impact assessment that will be piloted in the mining sites. With UN support, government was reviewing labour laws, while child labour and forced labour provisions were now reflected in the draft Criminal law, and the government has indicated that it will be ratifying the ILO Conventions on Safety and Health in the Mining Sector.

Outcome 13. UN advocacy support contributed to the increase of state budget for implementation of the Gender Equality Law, including Presidential decree declaring domestic violence a crime. However, the National Gender Machinery was still weak, and the UNDAF Theme Group on Gender often assumed the role of national coordination platform for gender issues.

Crosscutting Issues

15. Internal UN capacity for mainstreaming RBM, HRBA and gender equality in programming was weak

The UN played a major role to strengthen national capacity, including of government and civil society to report on progress against various development issues including human rights, gender and MDGs. However, interviews with respective Theme Groups revealed that they had difficulties in mainstreaming cross-cutting issues, and they also noted that were not sufficiently involved in the country analysis processes from the beginning. Civil society stakeholders and UN programme staff also confirmed the general view that observed that the UN was weak in mainstreaming human rights, gender and results-based management; further observing the lack of disaggregated indicators as a particular mainstreaming weakness.

Efficiency

Overall, the UNDAF was not effectively used as a vehicle for interagency collaboration and joint programming as reflected in the following evaluation findings.

16. There were some successful joint initiatives and joint programmes undertaken collaboratively but were not reported in the context of the UNDAF.

UN agencies undertook some joint initiatives collaboratively, but some of these were outside the UNDAF. The UN also implemented a number of joint programmes, for example, PEI, PAGE and Expanded Programme on Immunisation (EPI), but these had varying levels of success and some of them were just starting. However, evidence from interviews suggested that UN agencies were not very keen on joint programming, with some of them noting that there was no perceived value-added in joint programmes; while also there was no shared understanding of the concepts that are behind the UN reforms on coherence.

17. Some of the structures that were established by the UNCT to strengthen UNDAF coordination worked effectively while others did not.

The United Nations Country Team (UNCT) established and implemented some measures and mechanisms to strengthen coordination, harmonize and streamline operations. Some of them worked well, particularly Theme Groups in part because they had common themes to work on from the vantage point of their respective mandates as well as dedicated support from the 'chair' UN agencies. However, Results Groups did not seem to work that well, partly because of design issues and different outcomes.

18. The RCO did not have adequate capacity to support the UNRC and UNDAF coordination.

The Resident Coordinator's Office (RCO) was thinly staffed with two substantive staff funded through the UN Development Operations Coordination Office (UNDOCO), and another two positions on secondment from UN agencies. However, as the institutional mechanism behind the Resident Coordinator system, there was insufficient capacity to support policy analysis, joint communication and resource mobilisation among others.

19. The UNDAF budget delivery rate was low.

By end of 2014 after three years of implementation, 45.4% of the budget had been delivered. Some of the challenges behind the low delivery rate was implementation delays due to government restructuring, and for some interventions, delays due to extreme weather conditions.

20. The UNDAF resource mobilisation targets (RMT) are not likely to be achieved, and appears to have led to a shift in priorities.

Total RMT achieved was about 17.2%, with evidence suggesting a further general decline in development funding, including core resources, in part due to the country's transition to middle income status.

Sustainability

21. UN results have high sustainability risk due to frequent government restructuring and weak partnership with civil society

The frequent restructuring and change of governments could be a risk to sustainability, while also the UN's weak engagement and partnership with civil society does not help to strengthen sustainability.

Good practices and lessons learned

Among some of the good practices developed, (i) the UNCT established and operationalized the basic structures for a full DaO, (ii) UN acknowledged the changing context in Mongolia and made efforts to redefine its outcome indicators as well as outputs, including efforts by UN agencies to refocus and shift their programmes upstream, and (iii) effective advisory services and technical assistance for Mongolia's compliance with international standards and treaties.

There were however some key emerging lessons that should inform and strengthen future programming.

Lesson 1. The UNDAF cannot be evaluated if individual UN agency have outcomes and outputs that not the same as the UNDAF outcomes. In such a situation, it becomes difficult to establish a direct causal association between the work of UN agencies and the UNDAF.

Lesson 2. An UNDAF with too much detail down to outputs and activities limits the UN's flexibility to respond to changes in its external environment.

Lesson 3. It is difficult to monitor and track progress without a good M&E framework.

Lesson 4. UNDAF outcome indicators at national level are not only difficult to track, but are also inappropriate measures of the UN's contribution.

Lesson 5. The UN value-added does not have to be in funding and implementing projects, but the UN has more effective leverage on its comparative advantages by shifting upstream, to support analytical work, developing and strengthening national systems and capacity, and building national database for evidence-based policy making and programming.

Lesson 6. Mainstreaming the UN's programming principles are fundamental elements for the UN's relevance and effectiveness, because they reflect the UN's comparative advantages.

Lesson 7. While it is possible to undertake joint initiatives outside of the UNDAF, it is difficult to reflect and report on such results in the context of the UNDAF.

Lesson 8. In order to ensure the effective function of the UNRC system, it is important for the UNCT to collectively invest in building the capacity of the RCO, including identifying the key functions and staffing them appropriately.

Lesson 9. Establishment of coordination structures cannot by itself ensure coherence and effective coordination. It is equally important to develop staff capacity, knowledge and acceptance for the UNDAF at all levels.

Lesson 10. In a context of dwindling resources, including development assistance in general and UN core resources in particular, the UN has to be more creative in developing new partnerships.

Conclusions and Recommendations

Overall, the evaluation concluded that the UN performance and delivery of UNDAF results was not adequately reflected in its reporting, mainly due to the weakness of its design and particularly weak M&E framework. Moreover, UN agencies did not demonstrate commitment for collaboration and working together, thereby indicating a requirement to invest in change management, including for senior management level as well as programme staff. Despite that, the UN made some significant contributions, particularly in advisory services and technical assistance for strengthening the national legislative frameworks and systems, as well as compliance with international treaties and standards.

The evaluation made six recommendations to address these gaps and improve future UNDAF design and implementation.

Recommendation 1. The UNCT should consider continuing with current strategic priorities with changes in the formulation of outcomes to more effectively define expected development changes for specific target groups.

Recommendation 2. The UNCT should consider adopting an UNDAF with outcomes only, while also limiting the number of outcomes.

Recommendation 3. The UNCT and UN agencies should consider ways to strengthen joint programming, including particularly joint programmes.

Recommendation 4. The UNCT and UN agencies should invest more time and resources to strengthen internal staff capacity, especially in application of RBM, M&E and mainstreaming the UN's core values and principles.

Recommendation 5. The UNCT should consider ways to strengthen capacity of the RCO.

Recommendation 6. The UNCT and UN agencies should consider creative approaches for building and strengthening new partnerships, especially with civil society and private sector.

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C. ACRONYMS

ADB	Asian Development Bank
CCA	Common Country Assessment
CFS	Child Friendly School
CP	Country Programme
CPD	Country Programme Document
CSO(s)	Civil Society Organisation(s)
CSW	Convention on the Status of Women
DaO	Delivering as One
DRR	Disaster Risk Reduction
EMG	Evaluation Management Group
ESC	Evaluation Steering Committee
FAO	Food and Agriculture Organisation
GDP	Gross Domestic Product
GEL	Gender Equality Law
GHG	Greenhouse Gasses
GoM	Government of Mongolia
HACT	Harmonised Approach to Cash Transfers
HCT	Humanitarian Country Team
HDI	Human Development Index
HRBA	Human Rights-Based Approach
ICT	Information and Communication Technologies
ILO	International Labour Organisation
IOM	International Organisation for Migration
LDF	Local Development Fund
LGBT	Lesbians, Gay, Bi-sexual and Transgender
M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MDG(s)	Millennium Development Goal(s)
MIC	Middle Income Country
NCGE	National Committeeon Gender Equality
NDS	National Development Strategy
NHDR	National Human Development Report
NHRC	National Human Rights Commission
NPRP	National Poverty Reduction Programme
NRA(s)	Non-resident Agency (s)
NSO	National Statistical Office
OMT	Operations Management Team
PAGE	Partnership for Green Energy
PEI	Poverty Environment Initiative
PLHIV	People Living with HIV
POP(s)	Persistent Organic Pollutant(s)
PPP(s)	Public-Private Partnership(s)
RBM	Results-based Management
RCO	Resident Coordinator's Office
RED	Reaching Every District

REDD	Reducing Emissions from deforestation and Forest Degradation
SMT	Senior Management Team
SPA	Strategic Priority Area
STI	Sexually Transmitted Infection
TBD	To be Developed
TOR(s)	Terms of Reference
UNAIDS	United Nations Programme on HIV and AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDOCO	United Nations Development Operations Coordination Office
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNIDO	United Nations Industrial Development Organisation
UNRC	United Nations Resident Coordinator
UNFPA	United Nations Population Fund
UN Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNRCO	United Nations Resident Coordinator's Office
UNV	United Nations Volunteers
WASH	Water and Sanitation Hygiene
WHO	World Health Organisation

I. INTRODUCTION

1. The Government of Mongolia (GoM) and the United Nations Country Team (UNCT) commissioned a final evaluation of the United Nations Development Assistance Framework (UNDAF) 2012-2016, in accordance with the General Assembly resolution 67/226, which 'requested the funds and programmes, and encouraged the specialized agencies and other relevant United Nations entities, to intensify the use of the UNDAF and the evaluations of the United Nations system-wide contribution to national development results'.[1]

2. The final evaluation was undertaken by a 3-member team of independent consultants over a period of 9 weeks during the period 30 April to 1 July 2015, under the supervision of a three-tiered evaluation management structure comprising of:

a) **Evaluation Steering Committee (ESC)**, which comprised of representatives of the GoM and UNCT to provide overall governance and decision-making responsibility,
b) **Evaluation Management Group (EMG)**, which was responsible for the day-to-day management of the evaluation, and comprised of the Monitoring and Evaluation (M&E) staff of respective UN agencies, and
c) **United Nations Resident Coordinator's Office (UNRCO**) served as the Evaluation Task Manager to facilitate logistics and other support to the consultants.

1.1. Scope, Purpose and Objectives

3. The evaluation was expected to provide analytical inputs to support formulation of the next UNDAF 2017 – 2021 by assessing the relevance of the current UNDAF to the development of the country, the contributions of the UNCT to national development results as well as the UN's comparative advantage among development actors in Mongolia.

4. The evaluation was also expected to help the UNCT position itself in the changing development context of the country, especially with regard to the end of the Millennium development Goals (MDGs) and the Post-2015 framework, existing and emerging priorities such as inequity, vulnerability, fragility, urbanization and Mongolia's transition to lower middle income country (MIC) status.

5. The evaluation covered the first three years of the implementation of the UNDAF (January 2012 - December 2014), with following specific objectives:

f) To assess the contributions made by the UNCT in the framework of the UNDAF to national development results based on the outcome indicators,
g) To identify the factors that affected the UN's contributions and identify constraints and challenges,
h) To identify the UN's valued-added and comparative advantage, including good practices and lessons learned,

[1]General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system (A/Res/67/226) of 21 December 2012, para 182.

i) To make recommendations for the design and implementation of the next UNDAF in the context of the changing development context,
j) To assess the effectiveness of the UN strategies, including the extent to which the UN addressed its core principles (gender equality, human rights-based approach, environmental sustainability, results-based management and capacity development).

1.2. Methodology

6. The evaluation was undertaken by a team of three consultants led by the international team leader and two national consultants. Tasks were divided so that each national consultant covered two of the UNDAF priority areas. The evaluation tried to focus particular attention on the achievement of the UNDAF outcomes and associated indicators.

7. The evaluation was based on an Evaluation Matrix contained in the Inception Report that was approved by the Evaluation Steering Committee, which outlined the evaluation questions and proposed data collection methodologies, data sources, and key respondents. Data collection consisted of review of background documents, including UNDAF and UN agencies' programme reports, followed by triangulation with UN senior management Government, civil society organisations (CSOs) and development partners. Site visits were limited to a single site visit to Nalaikh District of Ulaanbaatar.

8. Interview guides designed for respective key informant groups were developed based on the evaluation questions posed in the Terms of Reference (TORs). The following data collection tools were used:

a) Document review of background documents, UNDAF annual reviews, UN agency programme reports and other relevant literature. The list of documents reviewed is at Annex 1 to this report.
b) Semi-structured interviews were conducted with all heads of Agencies and members of the UNCT, including telephone interviews with heads of the non-resident agencies (NRAs). The interviews also covered questions related to their roles as the heads of the UNDAF Results Groups, Theme Groups and other related UNDAF coordination structures, such as M&E group, Communication group. Interviews were also carried out with government partners, representatives of CSOs and development partners. The list of individuals interviewed is at Annex 2 to this report.
c) An electronic survey was administered to all UN programme staff in Mongolia, with questions covering issues of the UNDAF's relevance, effectiveness, efficiency and sustainability. The survey had a response rate of 82.5% with 33 responses (3 were incomplete) out of the total 40 questionnaires sent out to programme staff. The Survey Responses are presented at Annex 3 to this report.
d) The evaluation team made a field visit to one district for on-site observations and conducted interviews with downstream beneficiaries.
e) As part of data collection and validation, a presentation of preliminary findings was made to the ESC and UNCT in Mongolia on 26 May 2015, which informed the drafting

of the first draft, which itself was also submitted for final comments. The final version of this report incorporates those comments.

1.3. Limitations

9. The major limitation was lack of adequate data such as baselines and targets for some of the indicators. In addition, the majority of the UNDAF outcome indicators were set at a scale representing national level, which makes it difficult to attribute any changes in the indicators directly to the work of the UN.

10. The second limitation was that there was the limited number of formal joint programmes and joint programming by UN agencies. Since an UNDAF evaluation is mainly about the UN's collective contribution, lack of formal joint programming, including joint planning, joint implementation and joint monitoring essentially shifts attribution of results to individual UN agencies as opposed to collective UN efforts as represented by the UNDAF outcomes. While there were some joint initiatives undertaken with collaboration among two or more UN agencies, majority of these joint initiatives lacked a formal joint programme document.

1.4. Organisation and Structure of the Report

11. This report represents the final output and deliverable of the evaluation. The report is presented in 6 chapters as detailed below.

- Chapter 1 introduces the evaluation, including its purpose scope and objectives, as well as methodology and limitations.
- Chapter 2 provides a description of the development context in Mongolia.
- Chapter 3 contains a background of the UNDAF 2012 - 2016, including the Results and M&E framework.
- Chapter 4 presents the findings of the evaluation. This chapter is structured around the evaluation criteria of relevance, effectiveness, efficiency and sustainability as defined by the United Nations Evaluation group (UNEG).[2]
- Chapter 5 contains good practices that were identified as well as the emerging lessons.
- Chapter 6 presents the evaluation conclusions and recommendations.

12. The report also contains 6 Annexes as detailed below.

- Annex1 – Documents reviewed.
- Annex 2 – Individuals interviewed.
- Annex 3 – Staff Survey Responses.
- Annex 4 – Mongolia MDG's at a Glance.
- Annex 5 – Results-based Performance Matrix.
- Annex 6 – Evaluation Terms of Reference.

[2] http://www.uneval.org/document/guidance-documents

II. COUNTRY CONTEXT

13. Mongolia is a landlocked country in east-central Asia bordered by Russia to the north and China to the south, east and west. According to the World Bank, Mongolia has per capita Gross Domestic product (GDP) of US$3,770 (2013) and is classified as a lower middle income country.[3] Mongolia is classified as medium-human development country ranking 103 out of 187 countries.[4]

14. The country has a population of 2,995,949[5], which is predominantly young (0-14 years old 27.4%; and 15-24 years 19% in 2014) with proportion of elderly aged 60 years and above on the increase.[6]An estimated 45% of the population live in the capital Ulaanbaatar and the rest are spread across small urban centers and vast steppes, with cattle herding as the major source of livelihoods. Living conditions (particularly in rural areas and in peri-urban areas) are harsh, and infrastructure services are limited. Wintertime temperatures sometimes go as low as -30^{o}Celsius; growing and construction seasons are short; and natural productivity is low with arable land constituting only 1 percent of the total land area.[7]

2.1. Development Context

Governance

15. Mongolia transitioned to free market economy and multi-party parliamentary system in 1990. Since adoption of the new Constitution in 1992, Mongolians have voted in six general parliamentary elections– the State Great Khural - the next of which is scheduled for 2016. Mongolia has a directly elected Presidency, and the next Presidential election is scheduled for 2017. Despite its remarkable progress in the consolidation of democracy, there were significant areas of concern still remaining, particularly increasing corruption, inequality, unemployment, and poverty. The growth of its economy has put strains on the political system because of alleged bureaucratic and political corruption, an inclination towards populist politics, and issues concerning the distribution of wealth.

16. Mongolia reformed its intergovernmental fiscal relations in 2011 through adoption of a new Budget Law. The Budget Law provides a block grant fiscal transfer to local governments through the Local Development Fund (LDF), and also introduced requirements for citizen participation in decision-making processes over the use of the LDF. When implementation of the Budget Law started in 2013, the share of local government expenditure in total government expenditure rose to 28.7% from 10.5% in 2011. However, Mongolia's decentralization agenda was still facing challenges, including *inter alia*, dependence on

[3]http://data.worldbank.org/country/mongolia

[4] Human Development Statistic, The United Nations, 2014

[5] National Statistical Office, 2014

[6]Mid-Term Review Report ,Fifth Country Programme 2012-2016, UNFPA Country Office Mongolia,2013

[7]Country Partnership strategy for Mongolia for the period FY2013-2017, The World Bank, 2012

transfers from the central budget, lack of clarity of local governments' structure and allocation of functions, as well as appointment system for local public servants.

Economy

17. The country is endowed with vast mineral reserves, including coal, copper, gold, tin, uranium, molybdenum, silver, iron, phosphates, nickel, zinc, wolfram, fluorspar, and petroleum. Official reports indicate that only a small fraction of these mineral reserves have been developed, while also there are reserves of rare earth elements whose quantities are not yet known.

18. Mongolia's economy expanded by 17.3% in 2011 due to increasing investments in the mining sector. However, growth has been declining since then - 12.4% in 2012; 11.7% in 2013[8];and 7.8%in 2014[9]. According to the International Monetary Fund, (IMF), the Mongolian economy was expected to grow by 4.4% and 4.2% 2015 and 2016 respectively.[10]Despite a booming economy, Mongolia's poverty rate remained high in rural areas, and income inequality within communities and between regions was widening. According to the World Bank, rural poverty was estimated at 35.5% (specifically in the Khangai and Western regions), while men in rural areas, and women in urban areas were more likely to be poor. Children were the most vulnerable members of poor households and were severely affected by intra-family disparities[11]. 48% of households with uneducated heads are poor, and about 35% of households with heads who are engaged in the agricultural sector are poor (National Statistical Office 2011). This data indicates that the poor were not benefiting and that the economic growth was non-inclusive, as observed by the Asian Development Bank (ADB): '*These fundamental inequalities are likely to result in long-term, gender-specific vulnerabilities unless they are pro-actively addressed*'[12] (ADB; SDC; NCGE 2010 cited in IRIM and SDC 2014, 26).

19. The economy is vulnerable to external imbalances due to declining foreign direct investment and weak mineral exports.[13]Mongolia's economy is also exposed to international commodity price volatility due to its dependence on regional export markets and imports, particularly energy. About 80% of the country's exports and half of its imports come from China, while a substantial amount of electricity and almost all petroleum imports come from Russia.

20. In the agriculture sector, livestock constitutes 63% of the assets of rural households and about 40% of the workforce, but contributes less than 15 % of GDP.[14] Almost half of the herders live on incomes below the national poverty line. Overstocking and overgrazing is

[8]Fiscal Policy for Inclusive Growth, Asian Development Outlook,ADB, 2014

[9]NSO, Mongolian Statistical Yearbook 2014

[10]http://www.imf.org/external/pubs/ft/scr/2015/cr15109.pdf

[11]Government of Mongolia 2013a cited in IRIM and SDC 2014, p.26

[12] Ibid. (IRIM)

[13]Ibid. ADB

[14]Ibid. World Bank

destroying pastures and intensifying desertification and land degradation, further undermining the main source of rural livelihoods. In addition, the livestock sector is highly vulnerable to the weather, in particular dry summers followed by extremely harsh winters (dzud). In 2009/10, the dzud destroyed an estimated 10 million livestock, almost 25% of the national stock.

Environment

21. Climate risk poses a serious challenge with interrelated consequences across all sectors. About 70% of Mongolia's grasslands are affected by desertification due to combination of human activity, including overgrazing and poor management of mining activities as well as natural disasters, with national forest area cover reported at 11.9% in 2011.[15] Although still contested, there were widespread perceptions of declining water resources and water quality, while the impact on local communities and herders whose livelihood depends on groundwater from wells and springs was still unknown.

22. The air quality is also declining rapidly, especially in urban areas. 85% of urban residents rely on wood or coal for heating and cooking. According to the World Bank the concentration of particulate matters in Ulaanbaatar's ger areas can be up to 35 times higher than the World Health Organisation (WHO) standards, leading to a high incidence of respiratory diseases, especially for children, and cardiovascular diseases. A World Bank study in cooperation with Ministry of Health estimated that 1,600 people die prematurely every year due to high air pollution.[16]

In winter, Ulaanbaatar is not only the coldest capital in the world; it is also the most polluted.

23. With estimated 45% of the population living in or around the capital, an increasing number of people are exposed to natural disasters in urban areas. Poorly maintained storm water management facilities, low quality housing in hilly areas, degradation of land water retention capacity, and desertification in watershed areas expose Ulaanbaatar to increasing risk of flash floods. Some reports indicate that Ulaanbaatar is situated in one of the most seismically active parts of the world, experiencing 30 to 50 quakes above 5.0 on the Richter magnitude scale on an annual basis. The rural population was also vulnerable to natural disasters, including the dzud, in which a dry summer is followed by severe winter with abnormally low temperatures and high winds that could lead to economic crisis and food insecurity.

Human and social development

24. Mongolia made steady improvements in human development[17]. With literacy rate of 97.5% and life expectancy at birth of 68.5 years, Mongolia is a medium human development country. However, the country human development index (HDI) ranking is below the average

[15]UN REDD programme, 2011

[16]World Bank, Air Quality Analysis of Ulaanbaatar: Improving Air Quality to Reduce Health Impacts, 2011.

[17]See also Annex 4: Mongolia's MDGs at a Glance

for countries in East Asia.[18]Many of health-related MDG targets have been achieved. However, the health sector is increasingly characterized by inequalities, both geographic and socioeconomic. There are wide disparities across the country in maternal mortality and child health. Adult mortality rates are on the rise, driven by a rising incidence of non-communicable diseases. The availability and quality of social services in rural areas is hard to maintain due to the country's geographic expanse and sparse population density. School enrolment rates are high for girls and boys at all levels, but with significant disparities by location and overall low system quality. About 24% of children aged 2-5 years do not have access to early childhood education due to lack of kindergarten facilities – the vast majority of them from disadvantaged communities.

25. Moreover, education and health outcomes are gender unequal. While women lead in tertiary education and on average live 7 years longer than men, they still lag behind in management, pay and politics. In 2013, women held only 9 out of 76 seats in parliament and 3 out of 19 ministerial posts.

26. An increasing share of the population has moved to urban centers in search of better economic opportunities and social services. Ulaanbaatar has seen its population doubled to approximately 1.2 million in just two decades and it is expected to reach 1.9 million by2030[19]. Typically, the migrant population comprises economically active individuals aged 15-44 years with Ulaanbaatar and Orkhon *aimag* getting the largest number of migrants, 28.4 and 27.4 persons per 1,000, respectively.

27. Majority of migrants to Ulaanbaatar settle in unplanned peri-urban "ger areas", which currently comprise 60% of the city's population and 90% of its administrative area. Until recently they were viewed as temporary and did not benefit from the city's development planning or investments, and consequently have limited or no access to public services. Ger area residents also suffer from higher rates of unemployment and rely more heavily on the informal sector for their livelihoods. Moreover, the demography with a majority young population and high unemployment of 7.4%,[20] youth unemployment is high at approximately 16%.[21] This is further compounded by a declining quality in the vocational education system and resultant skills mismatch in the labour market.

2.2. Government Policies and Strategies

28. The country adopted the MDGs as development benchmarks in 2005 as well as the framework for its National Development Strategy (NDS 2008 – 2021). Mongolia is one of the few countries to have a 9th MDG on 'Strengthening Human Rights and Fostering Democratic Governance' that emphasizes democratic governance and human rights as necessary conditions for the achievement of all the MDGs. After revising its MDG targets in 2008,

[18]Human Development Report, 2013

[19]Human Development Statistic, The United Nations, 2014

[20]National Statistics Office (http://en.nso.mn/)

[21]ILO (2014); Youth Employment Challenges in Mongolia

Mongolia has a total of 24 targets with 67 indicators for the nine MDGs. A new long-term development vision document was also under development by the National Development Institute and at the time of writing, was under review by Parliament.

29. The NDS 2008 - 2021 provides eight principles to guide Mongolia's development:[22]
    - Promote democracy, justice, human rights, freedom, equality, and national unity,
    - Create conditions for every citizen to participate, contribute and lead the country's development,
    - Build capacity and structure for the implementation of development policies and strategies,
    - Ensure dynamic and sustainable development based on principles of market economy,
    - Allocate funds in accordance with policy priorities and needs, ensure transparency, monitor their spending, evaluate outcomes and make plans for future,
    - Promote partnerships of all stakeholders,
    - Develop the capacity to adapt to changing conditions, and
    - Promote accountability at all levels, ensure transparency and respect the law.

30. The UNDAF 2012-2016 was developed during a pre-election period, and was implemented after new government was in place. The new government developed its own Action Plan for 2012-2016, which outlined economic development, social services environment, and good governance as the key themes for development (Figure 1). However, there has been four governments during the UNDAF cycle, each with its own action plan.

Figure 1. GoM Action Plan 2012 - 2016

Key pledges:	Key themes	Cross cutting themes
•Implement a budget, finance and monetary policy •Provide jobs with sufficient salary •Support Public-private partnership •Provide quality healthcare for all • Quality education with the emphasis on traditional culture, tradition and heritage •Promote green development	•Economic development •Social services (health and education) •Environment •Good governance	•Human rights •Gender equality •Social protection •Environmental sustainability •Public participation

[22] NDS 2008 – 2021, p 3-4

III. UNDAF PROGRAMME CONTEXT

3.1. UNDAF strategy

31. Formulation of the UNDAF 2012 – 2016 begun with the Common Country Assessment (CCA), which was completed in April 2010. Based on a prioritization exercise undertaken jointly with the GoM, the UNCT identified four strategic priorities for GoM-UNCT cooperation; (1) Sustainable economic development and poverty alleviation , (2) Basic social services and social protection, (3) Environment, climate change and disaster risk reduction, and (4) Governance and human rights.

32. Building on its past experience and lessons from the UNDAF 2007-2011, the UNCT, decided to adopt the following seven strategies for implementing the UNDAF:

(a) Focus on MDGs where Mongolia is either lagging behind, or has failed to achieve a stable positive trend, or where geographic and economic disparities belie the national averages.
(b) Ensure all programme interventions are targeted, particularly on vulnerable groups.
(c) Make significant headway on gender equality issues.
(d) Strengthen governance capacity to be more accountable, transparent and responsive in support of MDGs.
(e) Pay special attention to the implementation of recommendations of human-rights treaty bodies and other mechanisms through renewed focus on legal and policy frameworks, systems, and mechanisms for human rights promotion and protection.
(f) Position national capacity development as the main programmatic approach to build institutional capacity to manage for development results.
(g) Work with the government to identify opportunities for South-South cooperation, and explore public-private partnerships in more depth.

33. The UNDAF was signed on 17 March 2011 by the Minister of Foreign Affairs (then Minister of Foreign Affairs and Trade) on behalf of the GoM and the UNCT represented by the United Nations Resident Coordinator (UNRC) and fourteen[23] UN agencies operating in Mongolia, including 10 non-resident agencies (NRAs). The total planned budget for the UNDAF 2012-2016 was US$99,131,850, out of which US$ 34,084,450 million (34.4%) was to be funded by the UN and the remaining US$ 65,047,400 (65.6%) would be funded through resource mobilization.

3.2. UNDAF Outcomes

34. Based on the four strategic priorities, the UNCT developed 13 UNDAF outcomes to which the UN system in Mongolia would collectively contribute (Table 1). See also Annex 5 for the UNDAF Results, Monitoring and Evaluation Framework.

[23] These are FAO, IAEA, ILO, UN Habitat, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNV, and WHO.

Table 1. UNDAF 2012 -2016 Outcomes and Planned Budget

Strategic Priority	UNDAF Outcome	Planned Budget (US$)		
		Core	RMT	Total
Sustainable Economic Development: Economic development is inclusive and equitable contributing towards poverty reduction	1. Improved livelihood opportunities, with a focus on the poor and vulnerable groups.	2,110,000	3,640,000	5,750,000
	2. Policies and strategies developed for poverty reduction.	1,271,850	2,060,000	3,331,850
Basic Social Services and Social Protection: Equitable access to and utilisation of quality basic services and sustainable social protection	3. Increased access to and improved quality of education, especially for the vulnerable.	1,989,800	4,429,200	6,419,000
	4. Equitable access to safe water and sanitation services in urban ger areas and rural settlements.	1,220,800	5,583,200	6,804,000
	5. Increased access to and utilisation of quality health services, with a special focus on the vulnerable.	14,105,000	18,030,000	32,135,000
	6. Social protection is strengthened and expanded with a specific focus on the vulnerable.	530,000	1,370,00	1,900,000
Environment, Climate Change and Disaster Risk Reduction: Improved sustainability of natural resources management and resilience of ecosystems and vulnerable populations to the changing climate	7. Increased sector capacity for sustainable resources management, with the participation of primary resource users.	2,269,000	10,970,000	13,239,000
	8. Reduced risks and consequences of natural and manmade disasters at national and community levels.	2,290,000	5,605,000	7,895,000
	9. Innovative technologies made available for energy efficiency, green growth and the abatement of urban air pollution.	1,043,000	5,430,000	6,473,000
Governance and Human Rights: Strengthened governance for protection of human rights and reduction of disparities	10. Increased capacity of central and local governments for evidence-based planning and budgeting, results-based monitoring and evaluation.	3,140,000	2,260,000	5,400,000
	11. Representation, accountability and transparency of governing institutions strengthened.	2,630,000	3,370,000	6,000,000
	12. Strengthened national systems for the promotion and protection of human rights.	1,205,000	1,970,000	3,175,000
	13. Capacities to implement the Gender equality Law and to mainstream gender in policies and programmes improved	280,000	330,000	610,000
	TOTALS	**34,084,450**	**65,047,400**	**99,131,850**

IV. EVALUATION FINDINGS

35. This Chapter contains the main findings and issues arising from analysis of the information collected through document review and stakeholder interviews. The findings are structured around the evaluation criteria of Relevance (Section 4.1), Effectiveness (Section 4.2), Efficiency (Section 4.3), and Sustainability (Section 4.4).

4.1. Relevance of the UNDAF

Finding 1: ***The UNDAF is aligned to national development goals and MDGs and international treaties***

36. The long term vision and development policy for Mongolia was articulated through the NDS 2008 - 2021, which defined a two-phase approach; (i) to achieve the Millennium Development Goals and intensive development of the economy in 2007-2015, and (ii), to make a transition to knowledge-based economy in 2016-2021.[24] The UN also supported formulation of the NDS based on the MDGs, and was formally named the 'MDG-Based Comprehensive National Development Strategy'.

37. An analysis of the UNDAF 2012 - 2016 reveals that its design also put substantial emphasis on specific MDGs, including specifically with respect to the outcome indicators. Table 2 below illustrates the alignment of specific UNDAF outcomes to related NDS goals, MDGs and international treaties.

Table 2: Relation of UNDAF Outcomes to National Priorities and MDGs

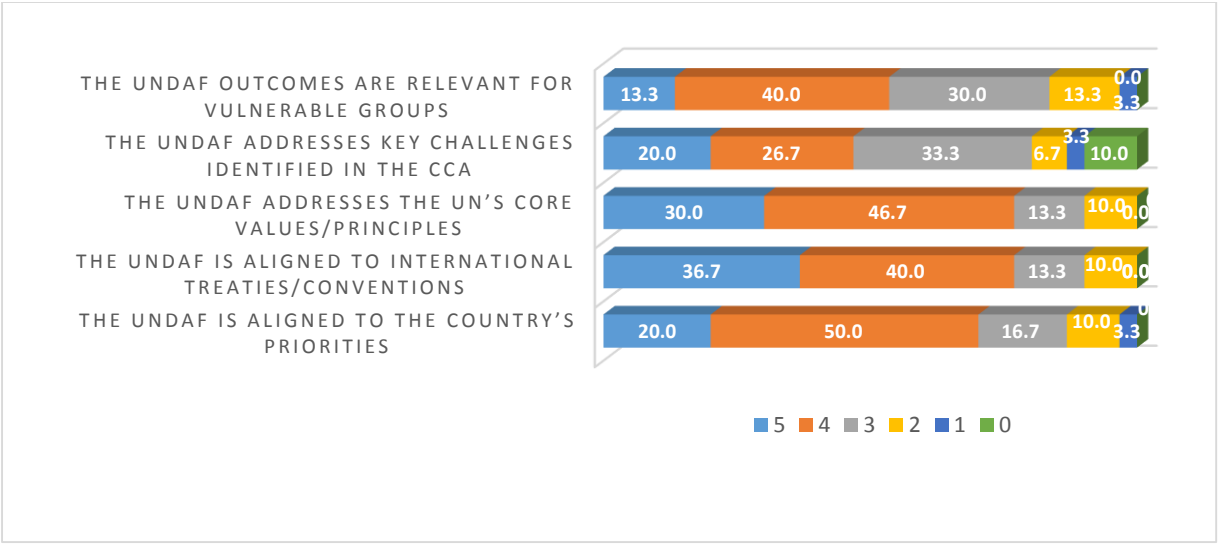
(NDS 2008 - 2021)	To eradicate poverty by intensifying economic growth and increasing jobs and livelihoods	To develop education, health services for all, and reforms in social welfare and security	To adapt environmental and climactic conditions, protect the environment and properly utilize natural resources	Strengthen government accountability and transparency, protect human rights and promote gender equality
MDGs	MDG 1:	MDG 2; MDG 4 ; MDG 5 MDG 6	MDG 7	MDG 3 ; MDG 8 MDG 9 (Mongolia) – Strengthen human rights and foster democratic governance
UNDAF SPAs	SUSTAINABLE ECONOMIC DEVELOPMENT AND POVERTY ALLEVIATION:	BASIC SOCIAL SERVICES AND SOCIAL PROTECTION:	ENVIRONMENT, CLIMATE CHANGE, AND DISASTER RISK REDUCTION:	GOVERNANCE AND HUMAN RIGHTS:
UNDAF Outcomes	Outcome 1 Outcome 2	Outcome 3 Outcome 4 Outcome 5 Outcome 6	Outcome 7 Outcome 8 Outcome 9	Outcome 10 Outcome 11 Outcome 12 Outcome 13

[24] NDS 2008 – 2021.

38. The majority of UN programme staff that responded to the survey (Figure 2) also confirmed that the UNDAF was broadly aligned to national priorities, MDGs and international treaties. However, it was noteworthy that out of the of the five questions related to relevance, there are more UN programme staff who were of the opinion that the UNDAF did not sufficiently address the key issues identified in the Common Country Analysis (CCA) and also that it did not adequately target vulnerable groups. Some interviewees noted that while UN agencies did not fully embrace the CCA, it also fell short of expectations by failing to identify the key trends that were imminent at the time – expansion of mining sector and widening disparities associated with the country's transition to MIC status.

39. On the question whether or not the UNDAF addresses the challenges identified in the CCA, 46.7% (less than half of respondents) were inclined to strongly agree, while 20% either strongly disagreed or didn't know. Similarly, on the question whether the UNDAF outcomes were relevant for vulnerable groups, 53% were inclined to strongly agree while 16% either disagree or strongly disagreed. In contrast, on the questions whether the UNDAF was aligned with national priorities, MDGs and international treaties, over 70% of respondents either agreed or strongly agree.

Figure 2: Staff survey responses on the UNDAF's relevance



{5= Strongly agree; 1 = Strongly disagree; 0 = Don't know}

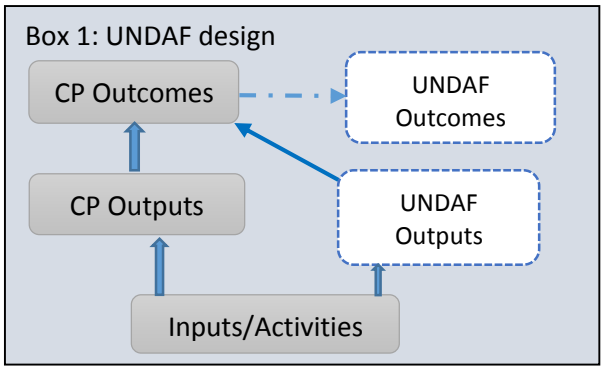
40. Furthermore, the UN facilitated a series of the national consultations in 2012-2014 with numerous stakeholder groups across the country, structured around three thematic pillars -- economy, social development and environment, to gather national views across all social groups, including women, youth and rural population, on the development agenda Post-2015.However, some stakeholders observed that one of the weaknesses of the UNDAF was absence of **extractives sector**, with regards to its implications on the country's development and the UN's response to this emerging issue. They noted that the boom in the extractives sector was linked to other emerging trends, including the increase in the proportion of **urban poor** and **migrant populations**.

Finding 2: ***The design of the UNDAF, in particular the number of Outcomes does not reflect its overarching purpose as a strategic framework for UN agency collaboration***

41. UNDAF has 13 outcomes and 21 outcome indicators. On the face of it, this suggests a compartmentalised approach in which every UN agency has its area of mandate directly reflected as an UNDAF outcome. However, a cursory review of the individual UN agency country programme documents (CPDs) indicates that most had generally aligned their respective Country Programme (CP) outcomes with the UNDAF Strategic Priority Areas (SPAs), with only a few actually adopting the UNDAF outcomes.

42. While some UN agencies are specifically required by their respective programming guidelines to adopt the UNDAF outcomes verbatim in their CPDs, they were still unable to do that, partly because there were too many UNDAF outcomes while their guidelines only allowed them to contribute to a limited number. In a very general sense, this appears to indicate that UN agencies found the UNDAF outcomes to be too generic and would not enable them to effectively account for their contribution. In practice however, there were a variety of other reasons that led to this anomaly, including that some UN agencies developed their CPDs ahead of the UNDAF, while in other cases, some of the UN agencies werelimited to a few outcomes in compliance with their guidelines and decided to adopt the broader SPAs as their CP outcomes.

43. Regardless of their specific reasons, there are two challenges that arise from the present UNDAF design. The first one is that there is no direct accountability by UN agencies for the UNDAF outputs and outcomes (Box 1). According to Results-based Management principles, individual UN agencies are accountable for the delivery of outputs, while contributing to outcomes. This entails that activities and inputs (resources) should be directly linked to the outputs.



44. As illustrated in Box 1, some UN agencies had UNDAF outputs directly reflected in their CP documents, while others had different CP outputs. However, since mostly the CP outcomes were not the same as UNDAF outcomes, UN agencies were therefore contributing to their respective CP outcomes. In other words, there is a direct causal association between inputs, outputs and outcomes. However, since there was no direct linkage between CP outputs and UNDAF outcomes, it is difficult to establish direct attribution for UNDAF outcomes.[25]

45. The second challenge is about collaboration. Since the individual UN agencies all have different CP outputs, this in theory limits the scope for joint programming and joint

[25]A mapping of UN agency outputs and outcomes indicates that CP outcomes were mostly aligned to the SPAs, with only a few UNDAF outcomes reflected verbatim by few UN agencies. UNDAF outputs were however much better reflected in the UN agencies' CPs than outcomes.

programmes. This design would naturally have consequences for UNDAF reporting. Since the UNDAF annual reports must be based on the UN's results related to UNDAF outputs/outcomes, there would always be a challenge about how to relate the UN agency activities to the UNDAF outputs.

Finding 3: ***The UNDAF outcomes have appropriate balance between upstream and downstream work, which reflects the UN's comparative advantages***

46. There are combined 44 UNDAF outputs, out of which 31 outputs (70%) were at upstream level, and 13 (30%) at downstream level. This is consistent with the UN's role expected in a middle income country (MIC), and also reflects the UN's comparative advantages in Mongolia.

47. Based on the information obtained through interviews, there was general consensus that the UN in Mongolia has comparative advantages in three areas.

a) **Brand recognition**. The UN brand is recognised and accepted as authentic representation of international standards and global best practice. Some informants noted for example, that the GoM seeks UN advisory support in various areas, including for example (i) legislative drafting process, (ii) domestic violence, and (iii) environment and climate change, such as reducing emissions from deforestation and forest degradation (REDD).

b) **Trusted partner**. Majority of interviewees observed that the UN had built a relationship of trust with the GoM, and was regarded as a long-term partner. They noted that bilateral relations were usually subject to political and ideological conflict, the UN was neutral and impartial.

c) **Convening power**. The UN has the trust of both government and civil society as well as other non-state actors, which placed it in a favourable position as convenor and consensus advocate.

48. In the context of these perceived comparative advantages, the UN has a better leverage in its normative upstream work. However, the UN also noted that they could also leverage these comparative advantages to support disadvantaged groups at downstream level, as well as use such opportunities to pilot scalable innovations. While this is an appropriate positioning the UN should be cognisant of its limitations in funding capacity and country presence to intervene at downstream level.

4.2. Effectiveness

49. Overall, some progress has been made towards the UNDAF outcome indicators. Based on 2014 UNDAF annual review, 7 out of total 21 outcome indicators were reported to have been achieved (33.3%), and another 5 (23.8%) were reported to be on track. Combined, this means that about 57% of the outcome indicators have either already been achieved or are expected to be achieved by

Box 2. Progress on UNDAF Outcome indicators

	SPA 1	SPA 2	SPA 3	SPA 4	Total
Achieved	1	3	1	2	7 (33.3%)

On track	1	3	0	1	5 (23.8%)
No data	1	3	2	3	9 (42.9%)

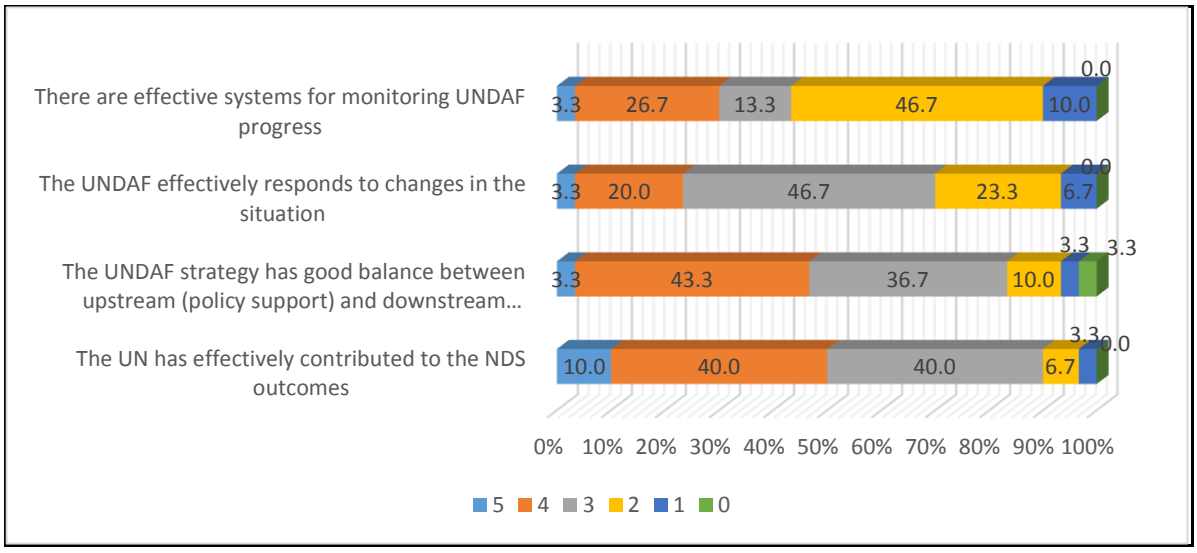
the end of the UNDAF cycle (Box 2). However, 9 outcome indicators, representing 42.9% of the total number of indicators could not be tracked or reported due to a variety of issues, including (i) lack of relevant data such as baselines and targets, (ii) because there was no mechanism established to specifically monitor the indicator, or (iii) indicators could only be measured in 2015 or 2016 (e.g. # of women candidates in elections). Also particularly, in cases where periodic surveys were required to monitor an indicator such as that for Outcome 4: 'Equitable access to safe water and sanitation services in urban ger areas and rural settlements', no baseline has not been established yet and such surveys were not undertaken to measure progress.

Finding 4: The UN's contribution to results is difficult to assess due to weak internal RBM and M&E capacity

50. As noted earlier, almost half of the outcome indicators were not being tracked either because they lacked requisite data such as baselines and targets, or in some cases due to weak formulation and inappropriate indicators. Members of the UNDAF M&E Group also agreed that there was a general weakness in the formulation of indicators, further noting that UN senior management and programme staff did not make adequate use of their expertise in planning processes in order to strengthen the M&E Framework.

51. According to the responses obtained from the survey, majority of UN programme staff (56%) either disagreed or strongly disagreed that the UNDAF had effective M&E systems. Figure 3 below also illustrates that programme staff had very strong views about the UNDAF M&E system, with a small proportion (13%) in the middle ground, while for the other questions one would notice a larger clustering of around 40% in the middle and therefore not inclined too strongly towards either agree or disagree. This indicates that M&E was a challenge that was widely recognised among programme staff.

Figure 3: Survey responses on effectiveness.



{5 = Strongly agree; 1 = Strongly disagree; 0 = Don't know}

52. It is also interesting to note that 50% of programme staff either agreed (40%) or strongly agreed (10%) that the UN effectively contributed to the NDS outcomes. There was however mixed opinion with regards to the question whether the UNDAF effectively responded to changes in the country context. A significant number of respondents (46.7%) were clustered in the middle without strong opinion either way, although more staff were inclined towards strongly disagree (30%) than those inclined towards strongly agree (23%).

53. Other evidence obtained through the interviews suggests that UN agencies had made an effort to shift upstream as well as focus on emerging issues of urbanisation and inequalities. However, these efforts were still to be translated into specific action plans and deliver tangible results.

4.2.1. Strategic Priority Area 1: Sustainable Economic Development

Economic development is inclusive and equitable contributing towards poverty reduction

54. Under the SPA 1, sustainable economic development, there are 2 outcomes defined in the UNDAF M & E Matrix: (1) improved livelihood opportunities, with a focus on the poor and vulnerable groups; (2) policies and strategies developed for poverty reduction. Evidence obtained suggests that the UN contribution includes a number of important outputs which could not be appropriately reflected through the indicators (Table 3).

Table 3. UNDAF contribution to SPA 1: Sustainable economic development

UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
1.Improved livelihood opportunities, with a focus on the poor and vulnerable groups	Labor Participation Rate (National)	National - 38.7% Urban - 30.6%, Rural 49.6% (NSO 2009).	National – 70%	According to Labor Force Survey of NSO, the rate was 62.1 percent as of the end of 2014 (national).
	Number of direct beneficiaries from the livelihood support activities	0	250	425 (2014)
2.Policies and strategies developed for poverty reduction	New poverty reduction program/policy	No policy paper on poverty reduction exists	New poverty reduction/program policy focused on disparity reduction formulated and approved	Initiated but no formulation started yet.

Finding 5: ***Although not reflected through the indicators, the UN contributed to improve livelihoods of vulnerable groups at both upstream and downstream level***

Outcome 1: Improved livelihood opportunities with a focus on the poor and vulnerable

55. There appears to be a disconnect between the stated outcome and its indicator, with the latter seemingly at too high a level to measure UN contribution focused on vulnerable groups. Despite that, the UN normative work should contribute to improve livelihoods for the poor and vulnerable groups. Some of the UN's notable contribution includes (i) a study on integration of transferable skills with emphasis on inclusiveness for persons with disabilities, (ii) development of the Rural Invest business plan preparation software, to improve access to investment funding for the rural poor, and (iii) development of innovative Integrated Pest Management (IPM) to improve crop yields for small scale farmers.

56. In downstream work, UN support resulted in job creation in different sectors, through targeted training in market access, technology application in the food value chain processes and crafts. Through UN supported interventions such as for example, Enterprise Mongolia Project and Alternative Livelihood Project, Small and Medium Enterprises (SMEs) and vulnerable groups in target aimags were able to diversify their products and markets, thereby creating new jobs as well strengthening their risk-management capacity by establishing micro-insurance system.

Outcome 2: Policies and strategies developed for poverty reduction

57. The outcome statement would have been more appropriate as an output rather than an outcome. According to RBM principles, an outcome should articulate an expected change for either duty bearers (capacity) or rights holders (access). However, progress towards development of the national poverty reduction policy has been slow and limited. Some key informants noted that the government was reluctant to address poverty issues at the time, including methodology on how to measure the poverty rate. In addition, latter government restructuring also abolished the Ministry of Economic Development, which was the main counterpart.

58. Despite the weakness in formulation, the UN contributed to strengthen relevant institutional capacity and systems in critical areas of poverty reduction policy formulation. Most notably, through UN support the National Codex Committee finalised the draft Codex Policy and Strategy and aligning it with the national policy on food security. UN also strengthened national information systems, data collection and policy analysis, including through support for the Social Indicators Survey and Social Sector Budget Review. A methodology to map spatial distribution of poor people to the smallest administrative and territorial unit was also developed. The UN also supported the national MDG and Poverty Monitoring and Assessment System to improve strategic planning and results-based monitoring capacity of government. This also culminated with development of the integrated macroeconomic model Threshold 21 (T21).

4.2.2. SPA 2: Basic Social Services and Social Protection

Equitable access to and utilisation of quality basic social services and sustainable social protection

59. There are four outcomes under the SPA 2, (1) Increased access to and improved quality of education, especially for the vulnerable, (2) Equitable access to safe water and sanitation services in urban ger areas and rural settlements,(3) Increased access to and utilization of quality health services, with a special focus on the vulnerable, and (4) Social protection is strengthened and expanded with a specific focus on the vulnerable. Most of the UNDAF targets for education and health were reported as achieved, but the UNDAF annual review (2014) did not report data on the indicators for the social protection outcome.

Table 4. UNDAF contribution to SPA 2: Basic Social Services and Social Protection

UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
3.Increased access to and improved quality of education, especially for the vulnerable	Net primary and secondary education enrolment ratios disaggregated by sex, ethnic groups, regions and provinces	2011: Primary-94.8% Secondary-90.1%	100%	Primary- 96% Secondary - 93.5% No data available by ethnic groups, regions and provinces.
4. Equitable access to safe water and sanitation services in urban ger areas and rural settlements	% of population using an improved drinking water source in rural areas	53% (2010)	65% (2015)	58.7 (2013)
	% of population using an improved sanitation facility	32% (2008-Rural) 64% (2008-Urban)	63% (2015-Rural) 83% (2015-Urban)	39.4% (2013-Rural) 69.1% (2013-Urban)
	% of population with improved access to basic urban services.	TBD	15 % of UB Ger Area population	No baseline or surveys done
5. Increased access to and utilization of quality health services, with a special focus on the vulnerable	Under-five mortality rate	23.7 (2009)	21 (2015)	17.9 (2014)
	Infant mortality rate	20.2 (2009)	15 (2015)	14.7 (2014)
	Maternal mortality ratio	81.4 (2009)	50 (2015)	36.4 (2014)
	% of MSM who are HIV infected	1.8%* (2009)	<5%*(2015)	12%** (2014)

UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
6. Social protection is strengthened and expanded with a specific focus on the vulnerable	Proportion of social protection program beneficiaries by target groups*	No data	No data	No data

*national data

**data in cities UB, Darkhan and Orkhon (currently, there is no data for national relevance)

Finding 6.The UN contributed to improve national school systems and capacities, thereby increasing opportunities for disadvantaged and vulnerable groups

Outcome 3. Increased access to and improved quality of education, especially for the vulnerable

60. Overall school enrolment increased, although the target of 100% was not yet achieved. UN contribution both at the policy and community levels can be directly associated with improvements in access for disadvantaged groups. At the normative level, some of the notable contributions include support for Child Friendly School (CFS) indicators and assessment tools, which were being implemented in 38 schools, with 32 of them already integrating inclusion of children with disabilities by improving conditions in classrooms and dormitories. A number of studies were also supported, including (a) qualitative study reports on mother tongue and Mongolian language learning achievement of ethnic minority children in the Bayan-Ulgii province, and (b) study on the status and working conditions of primary and secondary teachers in Mongolia as part of the Asia pacific region.

61. At downstream level, the UN targeted out-of-school children including 277 monk boys in three Buddhist temples and 220 children with disabilities, resulting in many of them joining mainstream schools, out of which 117 (14.3%) completed primary education and 55 (6.7%) completed basic education.However, data was not sufficiently disaggregated by relevant target groups, while also at policy level, stakeholders noted that the UN and government could do more to develop capacity and enforce policy implementation to increase learning opportunities for the most vulnerable such as children with disability.

Finding 6: Although access to safe water and sanitation improved overall, UN contribution was fragmented and there was weak targeting for urban ger areas

Outcome 4. Equitable access to safe water and sanitation services in urban ger areas and rural settlements

62. According to UNDAF annual reviews, the proportion of population with access to safe water improved from 53% in 2010 to 58.7% in 2013, while access to improved sanitation facilities improved from 32% and 64% for rural and urban areas in 2008, to 39.4% and 69.1% respectively. The UN contributed at the normative and community levels, including notably

(i) support for the revision of drinking water quality standards, (ii) development of water safety programme for Ulaanbaatar City now under implementation, (iii) introduction of innovative technologies for safe water and sanitation, including for schools and kindergartens, and (iv) development of national standards for On-site Sanitation facilities.

63. The UN established a Water and Sanitation (WASH) Working Group to coordinate programme planning and implementation. Notably, UN support strengthened institutional capacities, including the Public Utilities Service Organizations, (PUSOs) for the delivery of water and sanitation, clarification of roles and responsibilities of different actors, as well as improving financing and accountability mechanisms. It was noted however that the UN could have been more effective through better collaboration and joint programming. For example, an independent evaluation of the joint programme 'Promoting Social Equality in the Gobi-Areas of South Mongolia' observed that UN agencies mostly worked separately, and noted:

> *"…there were comparative advantages realized through certain implementation modalities by individual agencies, however the shortcomings associated with the general lack of joint programming outweighed the benefits realized by operating in parallel (sic) for some of the activities".*[26]

Finding 7: The UN contributed to strengthen national capacities in health service delivery, but disparities among vulnerable groups persisted

Outcome 5. Increased access to and utilization of quality health services, with a special focus on the vulnerable

64. The UNDAF targets related to maternal and child health (MCH) were achieved, while the crude prevalence of HIV for MSM actually increased to 12%, although this was measured in urban areas only.[27] However, despite the progress on MCH reflected through the indicators, there were remaining challenges, especially with regards to disparities in antenatal care and reproductive health between urban/rural and most/least educated. Infant mortality due to newborn complications also increased from 55% in 2009 to 65% in 2014; while also the prevalence of sexually transmitted infections (STIs), which increase the risk of HIV transmission was increasing not only in at-risk populations, but also in the general population. UN reports indicated that health care expenditure relative to GDP declined from 3.5% in 2009 to 2.7% in 2014, while also proportion of budget allocations to public health care decreased from 23% to 16.3% over the same period.

65. Nonetheless, the UN contribution was acknowledged by majority of stakeholders, including in government and civil society, especially its advocacy effort, the Reaching Every District (RED) strategy, and introduction of the Pneumococcal conjugate vaccine and exclusive

[26]Terminal Evaluation report, UNTFHS, 2013

[27]HIV/STI Epidemiological review and impact analysis for Mongolia, June 2014.

breastfeeding promotion[28].UN normative work focused mainly on strengthening national systems and capacity development, including inter alia, development of several national guidelines such as on antenatal and postnatal care, STI and HIV management, TB care, management XDR-TB; as well as strategies for adolescent and youth friendly health services and relevant guidelines. Mongolia was certified as Measles free in April 2014, partly due to the UN's contribution to immunization.[29]

66. In the area of capacity building, the UN facilitated training of trainers and service providers to implement national health policies and strategies, including among others, national surveillance system for maternal and new-born health, national plan on Early Essential New-born Care, National Communication for Development (C4D) Strategy, Nutrition Action Plan and 7th National List of Essential Medicines, and International Classification of Diseases) classification (ICD10).

67. In sexual and reproductive health area the UN collaborated with the Asia Development Bank (ADB) to reduce the overlaps and increase complementarities, while the Theme Group on HIV/AIDS coordinated UN programming in that sector. UN support through the UNDAF Theme Group on HIV/AIDS supported joint advocacy for elimination of stigma and discrimination of Lesbian, Gay, Bisexual and Transgender (LGBT) groups and people living with and affected by HIV (PLHIV);strengthening of the legal environment on AIDS; revision of the HIV and Sexually Transmitted Infections (STI) case management guidelines; as well as advocating for amendments to the Family Law and Labour Law in order to eliminate HIV-related discriminatory provisions.[30]

Finding 8: The UN contributed to strengthen the social protection system

Outcome 6: Social protection is strengthened and expanded with a specific focus on the vulnerable

68. The UNDAF objective for outcome 6 was to address poverty and disparity by developing national capacity to formulate policies and legislation related to social security, safety nets, and occupational safety and health, including developing national and sub-national capacity to monitor the application of international standards concerning the rights of the disabled, migrants, children, women and the elderly, as well as building capacity to assist victims of gender-based violence and violence against children.

69. Evidence obtained from various sources, including documents and interviews indicates that most of the UN's interventions in this area focused on youth development, rather than the target groups - children, elderly, women, disabled and migrants. Some UN staff members

[28]UNICEF Annual report, 2013

[29]Although the country was certified measles free in June 2014, there has been an ongoing measles outbreak since April 2015**.** In mid-March, cases were reported in Ulaanbaatar and have spread to several provinces, with many of those infected reported as infants who were too young to be vaccinated. (*May 28, 2015,* https://www.internationalsos.com).

[30] 2014 report on UNTG

also acknowledged in the interviews that this was yet another reflection of the weakness of the UNDAF design to include issues related to youth under this outcome when they could have been better addressed in other outcome areas such as governance.

70. However, the UN contributed towards strengthening overall social protection system in Mongolia, notably through support for the national dialogue on establishing the Social Protection Floor (SPF), which culminated with the launch of the report, "Social protection assessment based national dialogue: Definition and cost of Social protection floor in Mongolia" in May 2015. The report indicates that Mongolia has already achieved part of the SPF in health and children guarantees, although some gaps remain for working age and old-age protection[31].

4.2.3. SPA 3: Environment, Climate Change and Disaster Risk Reduction (DRR)

Improved sustainability of natural resources management and resilience of ecosystems and vulnerable populations to the changing climate

71. There are three UNDAF outcomes under the SPA 3: (1) Increased sector capacity for sustainable resources management, with the participation of primary resource users; (2) Reduced risks and consequences of natural and manmade disasters at national and community levels; and (3) Innovative technologies made available for energy efficiency, green growth and the abatement of urban air pollution. Overall, UN contribution was effective in normative work, while downstream work was affected by limited scale and lack of upscaling by government.

Table 5. UNDAF contribution to SPA 3: Environment, Climate Change and DRR

UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
7. Increased sector capacity for sustainable resources management, with the participation of primary resource users	# of approved and amended laws and policiesfor efficient use of natural resources	Needs determined for legislative reform	5 environment laws amended, 3 newly formulated	Target achieved already in 2013: formulations and amendments of 6 laws associated 12 regulations, and 1 national plan on disaster management.
8. Reduced risks and consequences of natural and manmade disasters at national and community levels	Reduction in number of emergency cases and economic losses	2,468 registered emergencies causing loss of 247 human lives, 468,570 livestock heads and US$22m	5% decrease	4,467 registered emergency cases (80.9% increase), 201 human casualties (18.6 % decrease), economic loss 21,961.4 m MNT which equals US$13.2 (39.8% decrease) in 2013
9. Innovative technologies made	Decrease in energy/emission	Per GDP emission -	1% reduction	Independent evaluation conducted in 2013

[31]Fourth social protection ABND dialogue, ILO, 2014

available for energy efficiency, green growth and the abatement of urban air pollution	intensity of the country's economy and per-capita GHG emission	11.16kg CO2eq/US$ (2nd National Communication, 2006)		estimated the UN contribution to reduction of GHG emissions as 124,826 tons of CO_2

Finding 9: ***The*** **UN contributed to strengthen capacity for sustainable resources management at national and local levels**

Outcome 7. Increased sector capacity for sustainable resources management, with the participation of primary resource users

72. Based on the UNDAF annual reports, the targets for this outcome were achieved in 2013. The UN worked at both upstream and downstream levels to strengthen sustainable resources management, with its contributions resulting in significant results for Mongolia. At upstream level, UN supported development of various new laws and regulations, including the National Green Development Strategy. The UN also contributed to strengthening environmental governance in Mongolia, including for example, through support to improve consistency of policies for protection, proper use and rehabilitation of natural wealth; transparent and accessible information related to nature and the environment; and increasing public participation and monitoring in the protection of nature and environment. With UN support, the National REDD+ Roadmap was formally approved by UN-REDD Policy Board in 2014, which should have a large impact on reducing deforestation and improving forest resources management. The UN also supported capacity building in land use planning, research and protected area management, including amendment of the Law on Specially Protected Areas. As a result of these efforts, by 2013, the total protected area territory increased to 27.69% of the country's total land area, including locally protected areas.

73. Mongolia is the first countries to implement the global Partnership for Green Economy (PAGE) programme to develop national green economy strategies that will generate new jobs and skills, promote clean technologies, and reduce environmental risks and poverty, by shifting investment and policies towards the creation of a new generation of assets, such as clean technologies, resource efficient infrastructure, well-functioning ecosystems, green skilled labour and good governance. With UN support, the Parliament of Mongolia approved National Green Development Strategy under the PAGE in 2014. The UN is also collaborating with the government to implement the Poverty Environment Initiative (PEI) programme to strengthen capacity of planners at national and sub-national level in the areas of pro-poor gender responsive environmental management and monitoring and evaluation.

74. At downstream level, the UN worked with CSOs, Non-governmental organisations (NGOs) and communities to build their capacities in sustainable natural resources management in the context of climate change adaptation and mitigation strategies. The UN supported training in diverse areas, including participatory pastureland, water and forest management, biodiversity protection, maintaining ecosystems and river basin management.

Community based organisations (CBOs), including herder communities were given skills to enable them to diversify their sources of income through biodiversity conservation and natural resources management.

Finding 10: The UN effectively contributed to mainstreaming of DRR in national legislation and policy

Outcome 8. Reduced risks and consequences of natural and manmade disasters at national and community levels

75. There was weak choice and formulation of the indicator for this outcome, making it difficult to determine the extent of progress. However, UN support contributed to disaster preparedness, coordination and management at all levels, including national legislative and policy making level, as well as at community levels. Notably, the UN supported setting up an Early Warning System targeting herder communities that ensures automatic transmission of localized hazard warnings to every registered mobile phone users at particular localities.

76. The Law on Disaster Protection and National Disaster Management Plan were reviewed and amended with support of the UN. A program on reducing negative effects of chemicals was developed, including establishment of a national forum on Chemicals-Environment-Health that will contribute towards developing an action plan for emergency preparedness for chemical poisonings. The UN supported a study on climate change education for sustainable development resulting in integration of new courses on climate change education in teacher training curricula, includingtechnical support for the development and implementation of the 'Strategy on Reduction of climate Change and Protection of Human Health: 2011-15' and 'National Emergency Medical Retrieval Network Program (2012-16).

77. A community-based Disaster Risk Reduction Program was developed; and the UN also facilitated development of locally adapted Mongolian climate change education resource materials, including Youth Exchange Climate Change and Lifestyles Guidebook, which was now translated and published in Mongolian. In addition, the UN was leading the national Water and Sanitation (WASH), Education, Nutrition clusters, as well as the Child Protection sub-cluster on emergency preparedness and response.From 2012, the UN has been providing technical support to maintain the water provisioning services supplied by mountains and steppe ecosystems by internalizing climate change risks within land and water resource management regimes.

Finding 11: The UN contributed to innovation, national capacity and knowledge but there was limited upscaling at downstream level

Outcome 9. Innovative technologies made available for energy efficiency, green growth and the abatement of urban air pollution

78. Progress on this outcome is difficult to determine because it was not monitored regularly. There was virtually no current data except independent evaluation conducted in

2013 that estimated the UN contribution to reduction of GHG emissions as 124,826 tons of CO2.

79. However, the UN has contributed at various levels in the three areas – energy efficiency, green growth and air pollution. A total of 60 building norms and standards revised and updated; 12 new energy efficiency standards developed to comply with the international energy efficiency requirements.The UN also supported the installation of a non-combustion heating process in health institutions, as well as retrofitting of the boiler in National Power Plant 4 in order to reduce emission of Persistent Organic Pollutants (POPs). Through its Partnership for Green Economy (PAGE) programme, the UN supported knowledge generation by mapping of Green Jobs as well as Green Economy Stocktaking. Green Business Option Business Modules were translated into the Mongolian language and guidelines for conducting Green jobs statistics were developed for the National Statistics Office (NSO).

80. The UN also contributed to strengthen national capacity for control and inspection of hazardous chemicals and wastes, as well as integrated management of e-wastes and hazardous wastes. A health impact assessment of mercury was undertaken, including strengthening of national capacity in sustainable mercury management. One of the results from these efforts was decontamination of 350 tonnes of PCBs-containing oils and equipment. The UN supported a socio-economic impact study of POPs to humans and the environment, and the National Implementation Plan for the Stockholm Convention on POPs was prepared and submitted to the Secretariat of the Stockholm Convention on POPs.

81. At downstream level, the UN supported a public-private partnership (PPP) to connect water, sanitation and heating systemsin a new ger settlement in Ulaanbaatar, thereby providing access to about 165 households. Although the outcome was about urban air pollution, the UN also supported establishment of centralized water supply and sewerage collection and treatment system in 9 soums with an estimated number of beneficiaries above 5,000.All of these represents a scalable solution which could have great impact on access of basic services by disadvantaged groups while also addressing environmental issues. A cursory review of the UNDAF outputs indicated that majority of planned interventions were normative, targeting policy formulation and capacity building, while interventions at community level were very limited in number and scale.

4.2.4. Governance and human rights

Strengthened governance for protection of human rights and reduction of disparities

82. Under the SPA 4, the UN contributes to four outcomes: (1) Increased capacity of central and local governments for evidence based planning and budgeting, results based monitoring and evaluation, (2) Representation, accountability and transparency of governing institutions strengthened, (3) Strengthened national systems for the promotion and protection of human rights, and(4) Capacities to implement the Gender Equality Law and to mainstream gender in policies and programmes improved.

Table 6. UNDAF contribution to SPA 4: Governance and Human Rights

UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
10. Increased capacity of central and local governments for evidence based planning and budgeting, results based monitoring and evaluation	New Mongolia development goals	Initial discussion underway, and law on planning and budgeting being prepared	Mongolia development goals approved	The draft document was completed in April 2015.
	Number of country-led evaluations on key policies on human development	1	3	1 (2013)
11.Representation, accountability and transparency of governing institutions strengthened	Proportion of women (to men) participating as candidates in local and national elections	2008: 13% 2012: 174 women/544 total candidates (32%)	2016: 30 %	This indicator was proposed and agreed in 2014. Thus, progress will be reported in 2016 only.
12. Strengthened national systems for the promotion and protection of human rights	Status of implementation of human rights obligations	126 recommendations were accepted and 3 rejected out of 129 for UPR 2010	Improved human rights situation evidenced by 2015 UPR concluding observations	Mongolia was reviewed by UPR in May 2015; no analysis of progress since the last review in 2010
13.Capacities to implement the Gender Equality Law and to mainstream gender in policies and programmes improved	Amount of government budget allocated for implementation of GEL, DV law, National Program on gender equality, and National program to combat DV	2009 – 29 m MNT 2010 - 45 m MNT State budget for NCGE operational expense but 0 MNT for the implementation of DV law, and National programs	100 m MNT in the state budget for GEL implementation	53 m MNT (2014)
	Number of gender sub-program developed by ministries*	No such sub-programs	At least 4 ministries will have sub-program on GE	2 ministries have developed and approved gender sub-program.

83. Overall the outcome indicators do not seem to be appropriate. For example, for Outcome 11, the proportion of women that participate as candidates in elections does not quite fit as an indicator for transparency and accountability. For Outcome 13, the indicator purports to measure budget allocations for Gender Equality Law (GEL), Domestic Violence Law and two national programmes related to domestic violence, but the target only refers to GEL. It was also difficult to determine the boundaries between the outcomes as many of the reported interventions and results cut across one or more outcomes. However, the UN still contributed significantly, including; (i) increasing the number of female representatives in the parliament; ii) strengthening national information system, including review of the Official

Statistical Indicator framework and registry-based population and household database, which will be used for the national census, for the first time; (iii) study on the assessment for the contribution of the MDGs to Mongolia's development, (iv) development of comprehensive database for macroeconomic indicators through T-21 macroeconomic modeling, and (v) National Human Development Report focusing on the situation, challenges and opportunities for the youth.

Finding 12: ***The UN contributed to strengthen legislative and policy frameworks for planning and budgeting, transparency and accountability, including local government service delivery***

Outcome 10.Increased capacity of central and local governments for evidence based planning and budgeting, results based monitoring and evaluation

84. The UN supported induction training for over 7,000 locally elected representatives on their core oversight functions, including decision making within legal framework, budgeting and financial management, citizen participation, environmental management, human rights and gender. For example, UN support for the implementation of the Budget Law the UN focuses on developing oversight capacity of local elected representatives over the budget execution and local service delivery, as well as on child-sensitive planning and budgeting, and prioritization of the LDF for child-friendly investments. An interactive website connecting 361 local hurals was launched which serves as a knowledge and information exchange platform for locally elected representatives. The UN also provided technical assistance for the revision of the Law on Administrative and Territorial Units and Their Governance (1992) which is the main law governing local government affairs.

85. In collaboration with the Parliament of Mongolia, the UN commissioned a first ever independent study on the Role of the Constitution in Consolidating of Democracy in Mongolia, which indicated the need for in-depth studies in areas such as the state of property rights in the country; the functioning of local governments; and the system of public administration. The UN also supported drafting of Law on Development Planning and long-term development vision document, including capacity development to the National Statistical Office (NSO), culminating in development of a statistical compendium of 21 aimags and the capital city with detailed data on various social and economic indicators.

Outcome 11.Representation, accountability and transparency of governing institutions strengthened

86. UN joint support was provided in the media sensitization on gender equality and communication training for aspiring women candidates resulting in increased number of female Members of Parliament to 14.5% in 2012, from 3.9% in 2008; and percentage of women in the cabinet increased to 15.8%, although the percentage of female elected representatives in local councils decreased to 27.3%.In December 2014, the UN facilitated a national dialogue with high level representatives from parliament, government, political parties and civil society to discuss the barriers to women's political participation, resulting in

broad-based commitment to uphold and implement the 6-point action plan to increase political participation of women. In addition, the UN supports leadership training to over 2,200 women elected representatives at the local level.

87. With regards to transparency and accountability, the UN supported drafting of Law on Law, which was passed in May 2015, to increase the quality of legislative drafts and citizens' scrutiny; and as a result, Parliament introduced e-governance tools, including interactive websites, online petitions systems, legislative case management and video conferencing systems, to increase opportunities for public participation and transparency. An innovative platform - Glass wallet – which enables the public to track government transactions is also being implemented. The UN also supported implementation of the United Nations Convention against Corruption (UNCAC), including monitoring of implementation of these legislations as well as preparation of the country's self-assessment for the next review of UNCAC implementation. Despite all these efforts for transparent and accountable government, progress towards amendment of key legislation such as the Election Law, Law on Political Parties and Political Finance, and Civil Service Law have been stalled, ostensibly due to elections scheduled for 2016, while also legislative reforms on conflict of interest and right to information remained areas of concern.

Finding 13: ***While the UN contributed to strengthen legislative framework for human rights and gender equality, actual implementation remains weak***

Outcome 12. Strengthened national systems for the promotion and protection of human rights

88. In its work on human rights in Mongolia, the UN has been supporting capacity development of the National Human Rights Commission of Mongolia (NHRCM). A methodology for human rights impact assessment was developed and will be piloted in the mining sites. The government was also reviewing labour laws, and the draft Labour Law was tabled for discussion in Cabinet. Child labour and forced labour provisions were now reflected in the draft Criminal law, and the government has indicated that it will be ratifying the ILO Conventions on Safety and Health in the Mining Sector.

89. With support of the UN, the NHRCM has also undertaken research and reporting on emerging human rights issues, including in the areas of HIV/Aids and Lesbian, Gay Bisexual and Transgender (LGBT) community, children attending religious schools and temples, and impacts of bureaucracy and mining on human rights. In collaboration with the United states Agency for International development (USAID), a national dialogue on LGBT was organized in March 2014 culminating with the publishing of the 'Being LGBT in Asia: Mongolian Country Report'.

Outcome 13. .Capacities to implement the Gender Equality Law and to mainstream gender in policies and programmes improved

90. Through UN advocacy and support, the state budget for GEL implementation is increased from MNT 53 million (about US$ 30,000) in 2014 to MNT 72 million (about US$ 40,000) in 2015. Gender sensitive budgeting concepts and tools, guidelines and training manuals were developed and a national expert team was established. The President of Mongolia graciously signed the "COMMIT" card in March, by declaring domestic violence a crime and by calling on the government to hold perpetrators accountable for the crime. The President pledged to work with policy makers to create a new, effective legal system that would provide services and safeguards to domestic violence survivors. The revised Domestic Violence Law and other related laws such as Crime Law, which included a provision to fully recognize domestic violence as a crime, was tabled in Parliament for debate in the spring session of 2014. UN and civil society advocacy on allocation of funds to support One Stop Service Centres for victims of violence resulted in actual commitments of around MNT 329.1 million (US$184,300) in pilot sites.

91. In spite of these results, the National Gender Machinery was still weak, and the UNDAF Theme Group on Gender often assumed the role of national coordination platform for gender issues. However, internal UN capacity in gender mainstreaming is itself weak. Based on analysis of the staff survey, less than half of programme staff agreed or strongly agreed that gender equality was sufficiently mainstreamed in programmes (see also Section 4.2.5 below).

4.2.5. Crosscutting Issues

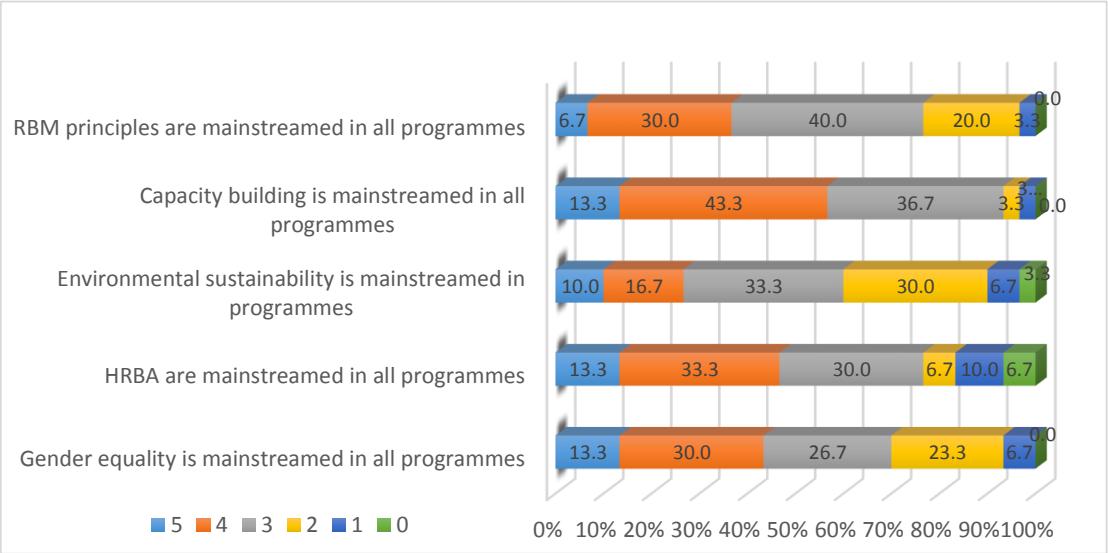
92. The UNDAF strategy was to mainstream the five core UN values of human rights-based approaches (HRBA), capacity building, results-based management (RBM), gender equality and environmental sustainability.

Finding 14: Internal UN capacity for mainstreaming RBM, HRBA and gender equality in programming was weak

93. The UN played a major role to strengthen national capacity, including of government and civil society to report on progress against various development issues including human rights, gender and MDGs. In particular, UN Theme Groups such as for Gender, Youth, HIV and AIDS were important platforms for joint initiatives, and as noted earlier, sometimes as national coordination mechanism (particularly the Gender Theme Group). However, interviews with respective Theme Groups revealed that they had difficulties in mainstreaming cross-cutting issues. They observed that Theme Groups were not sufficiently involved in the country analysis processes from the beginning, which limited the scope for interagency collaboration. Secondly and specifically for gender, there was no common gender framework, with UN agencies using their own frameworks, which also limited scope for mainstreaming. As an example, they noted that most UNDAF indicators were not disaggregated by sex, ethnic groups, regions and provinces due to lack of common gender toolkit.

94. Based on analysis of staff survey responses (Figure 4), it was further confirmed that the UN had weak internal staff capacity for mainstreaming crosscutting issues. Only 36.7% of respondents strongly agreed or agreed that RBM was effectively mainstreamed in programmes, while 23% either strongly disagreed or agreed. The majority of programme staff (40%) considered mainstreaming of RBM as average (ranking 3 on a scale of 1 - 5).More than half of the respondents (57%) either agreed (43%) or strongly agreed (13%) capacity building was sufficiently mainstreamed in programming. Only 7% were inclined to disagree that capacity building was being mainstreamed, with remaining 37% considering it average. With regards to environmental sustainability, a larger proportion of respondents (36.7%) disagreed that it was adequately mainstreamed compared to those who agreed (16.7%). A majority of programme staff considered mainstreaming of HRBA (46.6%) and gender equality (56.7%) to be weak.

Figure 4. Staff survey responses on crosscutting issues



{5 = Strongly agree; 1 = Strongly disagree; and 0 = Don't know}

4.3. Efficiency

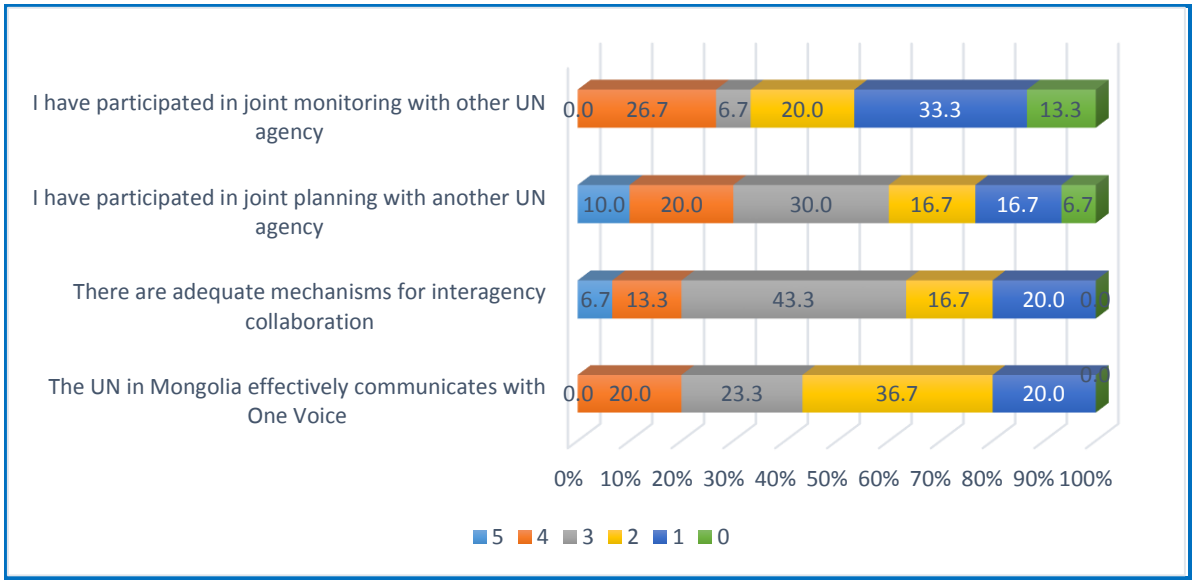
95. This sections presents the evaluation findings with regards to (i) implementation and coordination efficiency, and (ii) budget delivery and resource mobilisation.

4.3.1. Implementation efficiency

96. Overall, the UNDAF was not effectively used as a vehicle for interagency collaboration and joint programming (Figure 5). Based on the results of the staff survey, majority of programme staff (53%) said they had not participated in any joint monitoring with other UN agencies. Only 26% said they had done any joint monitoring. Over a third of programme staff (33.4%) said they had not been involved in any joint planning, with an additional 6.7% indicating that they did not know about joint planning in the context of the UNDAF. With

regards to availability of mechanisms for interagency collaboration, only 20% of programme staff were aware of any such mechanism, with 36.7% of programme staff 36.7% indicating that no such mechanisms existed. The majority of programme staff (43.3%) felt that the level of interagency collaboration was average.

Figure 5. Staff responses on joint programming and interagency collaboration



{5 = Strongly agree, 1 = Strongly disagree; 0 = Don't know}

Finding 15: ***There were some successful joint initiatives and joint programmes undertaken collaboratively but were not reported in the context of the UNDAF***

97. Some joint initiatives were undertaken by two or more UN agencies collaboratively, including for example, the National Human Development Report (NHDR), Social Indicator Survey and the Post-2015 agenda consultations. However, some of these initiatives were not particularly designed as UNDAF outputs, and therefore may not have been reflected as UN contribution to national development priorities. This underscores the prudence of developing an UNDAF only at outcome level.

98. Some joint programmes were also implemented by different UN agencies, for example, Expanded Programme on Immunisation, Poverty Environment Initiative (PEI) and Partnership for Green Energy (PAGE). These joint programmes had mixed levels of success. For example, an independent evaluation of the joint programme 'Promoting social equality in the Gobi areas of South Mongolia by fostering human security with integrated and preventive approaches' observed that (i) efficiency and effectiveness could have been enhanced with better joint programming, (ii) insufficient resources were allocated to M&E, and (ii) field coordination was inconsistent and not coordinated among participating UN agencies.[32]

99. Evidence from interviews suggest that UN agencies were not very keen on joint programming, with some of them noting that there was no perceived value-added in joint

[32] Terminal Evaluation, page 4-5

programmes. In addition, there was no shared understanding of the concepts that are behind the UN reforms on coherence and 'DaO'. Many UN staff members did not seem to accept that collaboration could increase effectiveness and efficiencies, while on the other hand, government counterparts were not quite familiar with the concept. In the UNDAF Annual Review 2012/13, the UNCT noted "*the UNCT will need to enhance coherence by aligning agency programmes with UNDAF and implementing joint programmes in a holistic way*".[33]

Finding 16: ***Some of the structures that were established by the UNCT to strengthen UNDAF coordination worked effectively while others did not***

100. The UNCT established and implemented some measures and mechanisms to strengthen coordination, harmonize and streamline operations (Figure 6).

Figure 6. UNDAF coordination structures

Management Teams	Results groups	Theme Groups	Task forces
SMT	SPA 1	Youth	HACT
HCT	SPA2	Gender	Dispensary
OMT	SPA 3	HIV and AIDS	Civil society
M&E	SPA 4		engagement
Communications			
Local salary survey			

101. There is mixed level of success among these structures – some have been effective, while others less so. One of the main challenges was the level of staffing of some of the UN agencies, particularly the non-resident agencies (NRAs). Some UN agencies had presence of one or two programme staff, such that their participation in the UNDAF coordination structures was regarded as cumbersome, compared to the value-added from such participation. This was more so given that their CP outcomes and outputs were different from the UNDAF outcomes/outputs.

102. According to the United Nations Development Group (UNDG) guidelines, Results Groups 'are mechanisms organized to contribute to specific UNDAF outcomes through coordinated and collaborative planning, implementation, monitoring and evaluation'.[34]Given that UN agencies had different outcomes from the UNDAF outcomes, it was not practical to expect the Results Groups to develop any 'joint work plans', which is the basis for joint implementation, joint monitoring and joint reporting. In the particular case of the UN in Mongolia, reporting was done through the UNDAF annual reviews. Information obtained through interviews suggests that Results Groups had difficulty linking the results achieved by UN agency from their interventions into a joint UNDAF results.

[33]UNDAF Progress Review 2012-2013, p 19

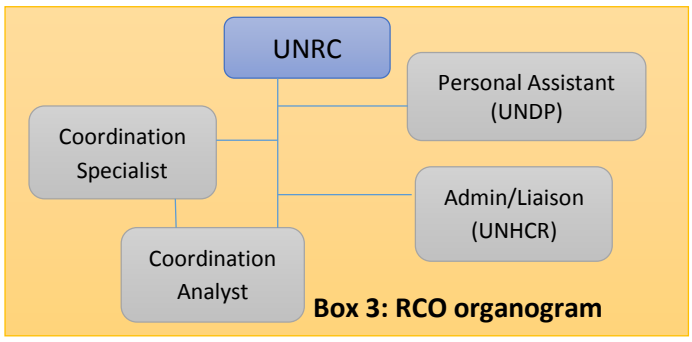
[34] Standard Operating procedures for Countries wishing to Adopt Delivering as One, 2013.

103. Based on interview information, the UNDAF Theme Groups were working quite effectively. Some interviewees observed: 'whenever issues arise that cannot be addressed by a single UN agency, the relevant Theme Groups convened to address such issues'. This was not unexpected, because the UNDAF Theme Groups were structured around common themes that UN agencies could relate with in their own programmes, and had dedicated secretariat support through the "chair" UN agency. Theme Groups therefore played a key role to support Government reporting on international obligations, thereby providing UN agencies with a substantive basis for coordination.

104. The Civil Society Engagement Group was inactive and dormant. The CSOs that were interviewed felt that the UN in Mongolia partnered mainly with the government, but not with civil society. They observed that *"…the UN acts as client when working with CSOs rather than as a partner*". The M&E Group was active, but was not effectively used as a planning resource in programme development, formulating outcomes and outputs, etc. That expertise could be tapped into to strengthen formulation of outcomes and indicators. There was limited communications capacity, and majority of UN agencies did not have Communications posts in their structures. Consequently common messaging and joint communication was weak. It would therefore be desirable if that capacity was available in the Resident Coordinator's Office (RCO).

Finding 17: *The RCO did not have adequate capacity to support the UNRC and UNDAF coordination*

105. The RCO was quite thinly staffed with two substantive staff funded through the UN Development Operations Coordination Office (UNDOCO), and another two positions on secondment from UN agencies (Box 3). However, the RCO is the institutional mechanism for effective functioning of the UNRC, and also provides coordination support to UNDAF structures, including support to the UNCT and NRAs, coordinating joint initiatives, and coordinating Humanitarian Country Team activities, Theme groups, Results groups, management teams, etc.). The RCO appears to be configured only to support coordination.



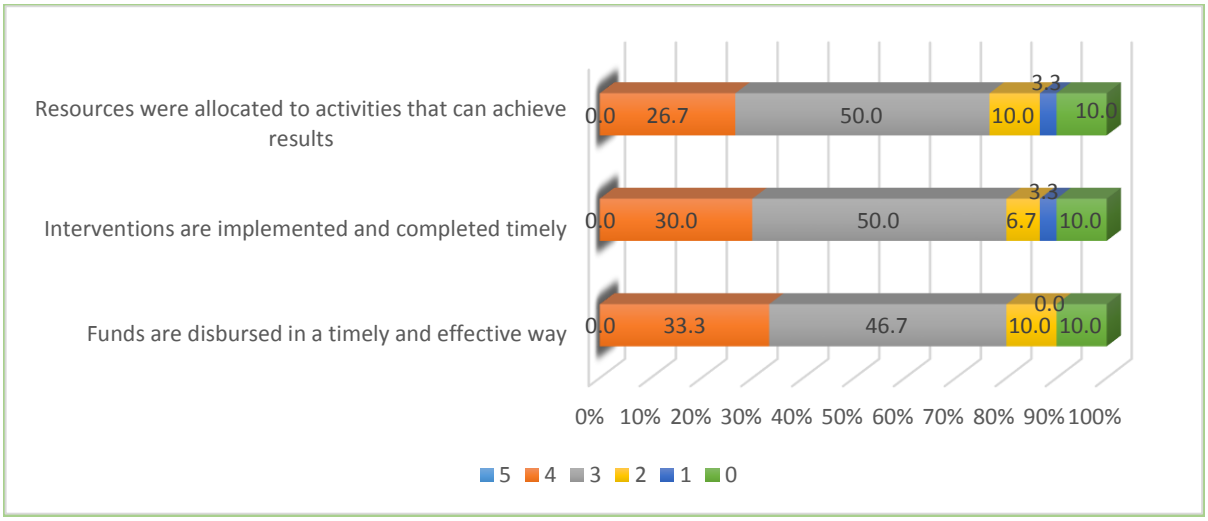
Box 3: RCO organogram

106. However, to leverage its unique comparative advantages the UNRC should applaud GoM for good practices and challenge it when improvements are required. To fulfill these functions, the UNRC requires specific capacities, especially for M&E/Policy support, and Communications. In addition, with Mongolia's transition to MIC status, most UN agencies were facing a decline in core resources, the RCO could benefit from resource mobilisation capacity.

4.3.2. Budget and resource mobilisation

107. Based on staff survey responses, programme staff were positive about the UNDAF budget delivery (Figure 7). While the majority of programme staff were generally locked midway between strongly agree and strongly disagree (ranking 3 on scale of 1-5). On balance it is clear that more staff were inclined to agree that resources were appropriately allocated, funds were disbursed timely and interventions were completed timeously.

Figure 7. Staff survey responses on budget issues



{5 = Strongly agree; 1 = Strongly Disagree; 0 = Don't know}

Finding 18: ***The UNDAF budget delivery rate was low***

108. By end of 2014 45.4% of the budget had been delivered (Table 7). After 3 years of implementation (2012 – 2014), it would be reasonable to expect at least 50% of the budget would have been delivered. Some of the challenges behind the low delivery rate was implementation delays due to government restructuring. For example, UN interventions to support National Development Planning and Policy (NDPP) were stalled for about 6 months before the counterpart department was transferred under the Ministry of Finance following abolition of the Ministry of Economic Development.

109. Extreme weather conditions, especially during the winter also caused implementing delays, particularly for construction related works, such as water and sanitation as Mongolia has very limited period for construction due to harsh weather conditions.

Table 7. UNDAF Budget delivery as at end of December 2014

	Budget(US$)	Disbursements(US$)	Delivery rate (%)
SPA 1	9,081850	4,423,744	48.71
SPA 2	47,258,000	20,560,879	43.51
SPA 3	27,607,000	11,349,648	41.11
SPA 4	15,185,000	10,194,640	67.14
Total	**99,131,850**	**45,033,240**	**45.43**

110. The Environment and Climate Change portfolio (SPA 3) had the lowest delivery rate of 41.1% while the Governance and Human Rights portfolio (SPA 4) had the highest delivery rate of 67.1%.

Finding 19: ***The UNDAF resource mobilisation targets (RMT) are not likely to be achieved, and appears to have led to a shift in priorities***

111. Available evidence indicates that there were only few bilateral donors in Mongolia, and even the ones present were reducing their funding. Assuming that all core resources have been delivered, then total RMT achieved was only 17.2% (Table 8). However, this is likely to be slightly higher because some UN agencies noted that their core resources had also declined, implying that the none-core would have increased.

Table 8. UNDAF Resource Mobilisation by Strategic Priority

	Resources required 2012-2016		Disbursed resources	Mobilized resources	% mobilized
	Core (a)	RMT (b)	Combined (c)	(c – a)	(c – a) / (b)
SPA 1:	3,381,850	5,700,000	4,423,744	1,041,894	18.28
SPA 2:	17,845,600	29,412,400	20,560,879	2,715,279	9.23
SPA 3:	5,602,000	22,005,000	11,349,648	5,747,648	26.12
SPA 4:	7,255,000	7,930,000	10,194,640	2,939,640	37.07
TOTAL	34,084,450	65,047,400	45,033,240	11,173,790	17.18

112. However, it is interesting to note the shift of resources allocation between the planned budget and actual delivery (Table 9). In terms of actual resources available and delivered, resources for the Basic Social Services and Social Protection portfolio (SPA 2) and Environment, Climate Change and Disaster Risk Reduction portfolio (SPA 3) declined, while resources for the Governance and Human Rights portfolio (SPA 4) increased. The decline for SPA 2 is consistent with trends in MIC; although it is difficult to explain the decline for SPA 3.

Table 9. Variance between planned and actual funding

	Planned Budget (US$)	Priority rank		Actual Disbursed (end 2014)	Priority rank	
		% of Total	Rank Position		% of Total	Rank Position
SPA 1	9,081850	9.2%	4	4,423,744	9.6%	4
SPA 2	47,258,000	47.7%	1	20,560,879	44.4%	1
SPA 3	27,607,000	27.8%	2	11,349,648	24.5%	2
SPA 4	15,185,000	15.3%	3	10,194,640	22.0%	3
Total	**99,131,850**			**46,303,911**		

113. While Table 9 shows that there was no shift in the rank importance betweenthe planned allocations and actual UNDAF disbursements, with SPA 2 and SPA 3 maintaining their respective positions as first and second most important priority area, their allocations declined. Although this might appear like an academic observation, the question for the UNCT is – was this deliberate, which means it was a strategic shift, or was it driven by donor priorities, because as indicated earlier, SPA 4 also had the highest RMT achievement rate of 37% compared to SPA 2 which only managed to achieve 9% of its target and SPA 3 – 26%.

4.4. Sustainability

Finding 20: ***UN results have high sustainability risk due to frequent government restructuring and weak partnership with civil society***

114. Most UNDAF interventions, especially for UN normative work in support formulation and development of legislative and policy frameworks were undertaken in partnership with the government, and were aligned to government strategies and priorities. Sustainability is therefore embedded in the notion of 'national ownership'. However, evidence obtained suggests that the frequent restructuring that has been taking place within the GoM has affected some of the UN initiatives. For example, the Unified Boards Management System established to streamline systems and processes across the government bureaucracy was abolished when the government restructured its Departments.

115. In addition, given the frequent changes in government structures, a potential mitigation measure would be to strengthen UN engagement with civil society. However, this has been minimal, and the Inter-agency Task Force established for the purpose was not active. One of the reasons cited by the UN was that there was no clear national counterpart in government, with which to collaborate. However, that seems to miss the point about engaging civil society in its own right as a national constituency for the UN.

116. One of the interviewees commented that:

> *"The UN should really work to build capacities and partnerships with CSOs in Mongolia. CSOs are key to Mongolia's development because they don't have specific political interests and gains, and they are the ones who reach people in low-cost and effective ways".*

V. GOOD PRACTICES AND LESSONS LEARNED

117. This chapter contains some good practices developed by the UN in the process of implementing the UNDAF 2012 – 2016, as well as emerging lessons to inform future programming, implementation and coordination.

5.1. Good Practices

118. Although Mongolia is officially not a 'Delivering as One' (DaO) country, the UNCT established and operationalized the basic structures for a full DaO. Most of these structures had specific terms of reference, and work plans. This can be leveraged positively to enhance coherence and interagency collaboration in order to improve effectiveness and efficiency. Theme Groups in particular proved to be quite effective in addressing common issues. For example, the HIV and AIDS Theme Group produced the 'being LGBT in Asia: Mongolia Country Report' collaboratively. This enables a multi-dimensional perspective on the issues as each member UN agency highlights issues from the vantage point of its individual mandate.

119. One of the good practice was in the recognition for the need to reposition the UN in line with changes in the development context in Mongolia. During the UNDAF annual review for 2012 – 2013, the UN acknowledged the changing context in Mongolia and made efforts to redefine its outcome indicators as well as outputs. Individual UN also made specific efforts to refocus and shift their programmes upstream. Specific studies such as the study on 'urbanization trends in Mongolia' and the 'Post-2015 agenda' were undertaken to better understand the changing context in Mongolia.

120. UN advisory services and technical assistance for Mongolia's compliance with international standards and treaties was also a good practice worth mentioning. Particularly noteworthy, Mongolia joined the UN-REDD Programme in June 2011, and the UN supported the joint multi-stakeholder taskforce to develop and finalise the national REDD+ Readiness Roadmap. Other examples include UN support for the Universal Periodic Report on human rights, the Beijing + reports as well as Convention on the Status of Women (CSW) reports.

5.2. Lessons Learned

121. A number of lessons have emerged that are worthy of future attention to strengthen UN programming, implementation and coordination.

122. **Lesson # 1**. The most important lesson to emerge from this evaluation was about '***the importance of getting it right from the beginning***'. Many of the challenges of the UNDAF originate from its weak design. The UNDAF cannot be evaluated if individual UN agency have outcomes and outputs that not the same as the UNDAF outcomes. In such a situation, it becomes difficult to establish a direct causal association between the work of UN agencies and the UNDAF.

123. **Lesson # 2**. The second lesson is that an UNDAF with too much detail down to outputs and activities limits the UN's flexibility to respond to changes in its external environment. This is further compounded by frequent changes in government, as well as the fact that the UNDAF is formulated two years in advance of implementation. Particularly in the context of Mongolia's rapid development, the UN needs a certain level of flexibility to refocus and shift

its priorities periodically in order to remain relevant and respond to emerging challenges. This can be difficult when the outputs for a five-year cycle are determined two years in advance of implementation.

124. **Lesson # 3**. It is difficult to monitor and track progress without a good M&E framework. While it is possible that some baseline data may not be available at the time of planning, it is important for UN agencies to invest resources to collect and establish relevant baseline data, because progress cannot be measured without knowledge of the starting point. In addition, when selecting indicators, it is important to recognise that ***'not everything that can be measured is important, and not everything that is important can be measured'***. In order to get it right, it is also important for the UN to invest in building internal staff capacity for RBM.

125. **Lesson # 4**. UNDAF outcome indicators at national level are not only difficult to track, but are also inappropriate measures of the UN's contribution because their movement can be influenced by other factors other than the work of the UN alone.

126. **Lesson # 5**.The UN value-added does not have to be in funding and implementing projects. With development partners - both bilateral and multilateral – bringing larger resources for bigger projects, and civil society capacity to reach downstream more effectively, the UN does not have comparative advantages in that area. The UN has more effective leverage on its comparative advantages by shifting upstream, to support analytical work, developing and strengthening national systems and capacity, and building national database for evidence-based policy making and programming.

127. **Lesson # 6**. Mainstreaming the UN's programming principles are fundamental elements for the UN's relevance and effectiveness, because they reflect the UN's comparative advantages. However, in order to get it right, the UN should invest in building internal staff capacities as well as undertake joint training in order to develop a shared understanding of the concepts and terminology.

128. **Lesson # 7**. While it is possible to undertake joint initiatives outside of the UNDAF, it is difficult to reflect and report on such results in the context of the UNDAF. As a result, a lot of the UN's contribution may not be adequately acknowledged in reporting. In addition, it is also possible to have joint initiatives without necessarily developing formal joint programme documents. However, the results of such joint initiatives may not always be acknowledged due to lack of formal monitoring and reporting framework, which is provided by a joint programme document.

129. **Lesson # 8**.The UNRC system is the engine that drives interagency collaboration and coordination. For the effective function of the UNRC system, it is important for the UNCT to collectively invest in building the capacity of the RCO, including identifying the key functions

and staffing them appropriately. In the specific context of Mongolia with the UN's lean country presence and large contingent of NRAs, their contribution can be enhanced through strong interagency collaboration with resident UN agencies. The RCO can play a critical role in facilitating their contribution and visibility through strengthened joint communication and messaging.

130. **Lesson # 9**. Establishment of coordination structures cannot by itself ensure coherence and effective coordination. It is equally important to develop staff capacity, knowledge and acceptance for the UNDAF at all levels, including senior management and programme staff. In addition, UNDAF Results Groups require a solid reason for coordination, including specifically contributing to a common outcome through a joint work plan. When these are lacking, Results Groups cannot have the ***raisond'être*** for working together and they struggle only to fulfill the reporting requirement.

131. **Lesson # 10**. In the specific context of dwindling resources, including development assistance in general and UN core sources in particular, the UN has to be more creative in developing new partnerships. Particularly important is promoting more public-private partnerships to harness the immense funding potential of the private sector, as well as encouraging the government to allocate its resources more efficiently and strategically. An important constituency for UN partnership, to harness their passion for human and social development by investing in building their capacity.

VI. CONCLUSIONS AND RECOMMENDATIONS

132. This chapter concludes the evaluation report and provides recommendations for consideration by the UNCT in Mongolia for enhancing its effectiveness and contribution to development results in future programming.

6.1. Conclusions

133. Overall, the evaluation found that the UN performance and delivery of UNDAF results was not adequately reflected in its reporting. This was due mainly to the weakness of its design, particularly the fact that it had too many outcomes, while at the same time these outcomes were different from those reflected in the UN agency CP documents. In addition, the UNDAF had weak M&E framework, sometimes missing critical data such as baselines and targets. Despite that, the UN made some significant contributions, particularly in advisory services and technical assistance for strengthening the national legislative and policy frameworks and compliance with international treaties and standards.

134. The UN also made efforts to leverage on its comparative advantages, but the changing development context, especially consistent government restructuring and increasing

marginalization of the poor as a result of the country's rapid development and urbanization did not make it easy for the UN to effectively respond to these changes.

135. With regards to implementation effectiveness, UN agencies did not demonstrate commitment for collaboration and working together. UN coherence in the context of joint programming under the UNDAF framework entails a change of mindset, both at senior management level as well as at the level of programme staff. It therefore cannot be easily accomplished without targeted investment in change management. In the specific case of Mongolia, with many NRAs represented at country level by programme staff, more capacity building for national programme staff is imperative to strengthen joint programming and joint implementation of the UNDAF.

136. UNDAF coordination is anchored in a strong RCO. Inadequate capacity in the RCO, affects not only UNDAF coordination, but also deprives the UNRC of the requisite support to fulfill the representation function. In spite of that, the UN in Mongolia has potential to move towards 'Delivering as One', because it has already experimented with the structures and learned valuable lessons. Besides, this is much more imperative and urgent given the expected continued resourcing constraints. However, for more effective transition to DaO, the government has to be fully engaged and committed. Presently, government counterparts do not appear to be sufficiently familiar or committed to the concept. In addition, coherence under the DaO modality also implies coherence within government, and in that respect, it may be fruitful to engage with the government and shift overall UNDAF oversight from the Ministry of Foreign Affairs to the Office of the Cabinet, which also houses programme coordination and monitoring in government, or the Ministry of Finance.

6.2. Recommendations

137. This section contains the evaluation recommendations emanating from the foregoing analysis and lessons learnt.

Recommendation 1. The UNCT should consider continuing with current strategic priorities with changes in the formulation of outcomes to more effectively define expected development changes for specific target groups.

138. Overall, the evaluation was of the opinion that the focus areas of the UNDAF 2012 – 2016 remain relevant in the current situation (Chapter 2) and the UN's comparative advantages in Mongolia. Majority of stakeholders interviewed also confirmed that the SPAs were still relevant, although different interviewees stated their preferred priorities with a slight twist reflecting their sectoral interest (for government) or their mandate (for UN staff).

139. With the rapid growth taking place in Mongolia and its transition to MIC status, the poverty gap is expected to persist and the proportion of Mongolians not benefiting from the economic growth will increase, as will the challenge of youth unemployment.

140. Other resource-rich countries have experienced the 'resource-curse' characterised by high economic growth, increase in disparities and low human development due to declining productivity in other sectors and high exposure to global markets. The ongoing growth in the extractive sectors and lack of opportunities in the rural areas has precipitated an increasing migration to Ulaanbaatar. This rapid urbanization has not been matched by national capacity to provide basic services. The population is concentrating in Ulaanbaatar, which itself is growing rapidly pushing disadvantaged groups further to the margins where quality and access to basic services is either minimal or non-existent.

141. On the other hand, quality of life continues to be affected by land degradation from overgrazing or mining activities in rural areas or severe air and water pollution in urban areas. If these situations are not addressed, Mongolia faces the risk of regressing on its MDG achievements. In this context, the focus on poverty reduction and how the majority of Mongolians can benefit from the growth dividend remains relevant, as too the issues of basic services, environment and governance. Building capacity of duty-bearers in the context of local government service delivery may be central for the UN to achieve its objectives.

Recommendation 2. The UNCT should consider adopting an UNDAF with outcomes only, while also limiting the number of UNDAF outcomes.

142. The collective experience of the UN captured and disseminated through the UNDG guidelines indicates that fewer outcomes are easier to manage and coordinate than many outcomes.

143. In addition, if the UNDAF is formulated at outcome level only, and the outcomes are defined appropriately and in accordance with RBM principles, which define outcomes as 'short to medium term change in development situation' this will enable all participating UN agencies to relate to the outcome and identify relevant entry points from the perspective of their mandates (Box 4). An added advantage is that the UNDAF Results Groups will then have a common result to work towards and provide an incentive for joint planning, joint implementation and joint monitoring.

Box 4. Formulating outcomes

Some stakeholders put it this way: "…outcomes should be designed from a demand-side perspective (what people need today and in the future, and how UN can deliver), rather than what UN can deliver.

Recommendation 3. The UNCT and UN agencies should consider ways to strengthen joint programming, including particularly joint programmes.

144. The rationale for Joint Programmes is that they help to achieve greater coherence in support of national priorities and needs. The strategic intent is to demonstrate the intrinsic value in multisectoral approaches in tackling complex development issues.

145. In the context of the Quadrennial Comprehensive Policy Review (QCPR) of the United Nations, in 2012 the General Assembly adopted a resolution, paragraph 118 of which

"encourages the United Nations development system to further strengthen joint programming processes at the country level, where appropriate, as a useful way to promote greater coherence, taking into account the principles of national ownership, alignment with national priorities and the comparative advantage of individual entities of the United Nations system at the country level."[35]

146. Clearly, joint programmes should not be undertaken merely for their own sake. Joint Programmes are appropriate if they identify and build complementarities, and bring together the added value of participating UN agencies in addressing complex development challenges. A Joint Programmeis not recommended for small programmes below US$ 200,000, because the added-value can be lost in the cost of putting it together.[36] Several government officials also recommended that "*UN should combine the activities of their agencies and implement large-scale and high budget projects; because small projects have high transaction costs for the government".*

Recommendation 4. The UNCT and UN agencies should invest more time and resources to strengthen internal staff capacity, especially in application of RBM, M&E and mainstreaming the UN's core values and principles

147. RBM is tool for UN agencies ensure that their processes, products and services contribute to the achievement of desired results – outputs and outcomes. RBM is based on the notion of mutual accountability, which for the purpose of the UNDAF, means the respective accountability of UN agencies working together toward shared outcomes.

148. RBM involves planning, monitoring, evaluating and learning, and helps to keep the focus of UN interventions on demonstrating real and meaningful results.

Recommendation 5. The UNCT should consider ways to strengthen capacity of the RCO

149. The UNRC has the strategic role for positioning the UN in the country. These functions require that the RC is supported by an institutional mechanism with sufficient capacity to support key functions such as advocacy and policy advisory services, resource mobilisation and communication.

150. The RCO should also have sufficient capacity to support the UNCT, including NRAs to enhance their planning and coordination functions towards delivery of common UNDAF outcomes. In general terms, therefore the RCO manages the UNDAF and ensures that the UN fulfils its obligations for accountability to national partners for development results.

Recommendation 6. The UNCT and UN agencies should consider creative approaches for building and strengthening new partnerships, especially with civil society and private sector

[35] http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/67/226

[36] UNDG Guidance Note on Joint Programmes, May 2014.

151. The UN in Mongolia is operating in a changing environment characterised by declining resources. The UNRC and UNCT should consider further creative ways to develop new partnerships in order to remain relevant and effective. Partnerships with civil society are particularly important for sustainability of UN processes and results, especially in a context characterised by constant changes in government. On the other hand, the private sector has resources that can be leveraged not only from the perspective of corporate responsibility, but also from its inherent interest to expand the consumer base by moving a greater proportion of the population out of poverty.

ANNEX 1. DOCUMENTS REVIEWED

1. 2014 Progress Summary Report Mongolia UNDAF 2012-2016, 2015
2. Closing the Gaps: The United Nations in Mongolia Common Country Assessment 2012-2016
3. Government of Mongolia Action Plan 2012-2016
4. Endorsement of the MDGs based Comprehensive National Development Strategy of Mongolia (2007-2021)
5. FAO Country Programming Framework 2012-2016
6. Fourth social protection ABND dialogue, ILO, 2014
7. Healthy child and mother 2011-2015, www.legalinfo.mn, 2010
8. Human Development Statistic, The United Nations, 2014
9. Law on Technical Vocational Education and Training, www.legalinfo.mn 2012
10. MDGs based Comprehensive National Development Strategy of Mongolia 2008-2021
11. Mid-Term Review Report UNFPA Fifth Country Program 2012-2016
12. National Strategy to prevent HIV/AIDS 2010-2015, www.legalinfo.mn,2010
13. Objectives of the Ministry of Education, www.meds.gov.mn
14. Objectives of the Ministry of Labour, www.mol.gov.mn
15. Priority areas of the Ministry of Finance, www.mof.gov.mn
16. Priority areas of the Ministry of Population development and social protection, www.khun.gov.mn
17. Progress Review for 2012-2013 Final Report MONGOLIA UNDAF 2012-2016
18. Progress Report 2014 UNDP Country Program 2012-2016
19. Progress Report UNDP Country Program 2012-2016
20. Report on UNTG,2014
21. Terminal Evaluation report, UNTFHS, 2013
22. United Nations Development Assistance Framework MONGOLIA 2012-2016
23. UNDP Country Program 2012-2016 DP/DCP/MNG/2
24. UNDP Country Program Action Plan 2012-2016
25. UNDP Country Program 2012-2016 DP/FPA/CPD/MNG/5
26. UNDP CPAP review report 2014
27. UNFPA Country Program Action Plan 2012-2016
28. UNICEF Country Program Action Plan 2012-2016
29. UNICEF Annual report, 2013
30. UN Resident Coordinator's Annual Report for Mongolia, 2013

ANNEX 2. INDIVIDUALS INTERVIEWED

#	Organisation	Name	Position	Date
UN agencies				
1	UN-Habitat	Sh. Enkhtsetseg	National Programme Manager - UN Habitat	5/11/2015
2	ILO	P. Bolormaa	ILO, National Coordinator	5/11/2015
3	IOM	R.Oyunbileg	National Programme Officer	5/12/2015
4	WHO	Soe Nyunt - U and L. Nomin	WHO Representative, and Communications Officer	5/12/2015
5	UN-RCO	Sezin Sinanoglu	UN Resident Coordinator	5/13/2015
6	UN-RCO	A.Tsetsegmaa	UN Coordination Specialist	5/13/2015
7	UNFPA	Naomi Kitahara	Representative	5/13/2015
8	FAO	Percy Wachata Misika	Representative	5/19/2015
9	UNDP	Thomas Eriksson	Deputy Resident Representative	5/18/2015
10	UNICEF	Mr. Roberto Benes and Judith Nida Bruno	Representative and Deputy Representative	5/20/2015
11	UNIDO	Ajani Adegboyega	Officer-in-Charge, Regional Office	5/22/2015
12	UNESCO	Eunice Smith	Officer-in-Charge Programme Specialist, UNESCO, Beijing Office	5/28/2015
13	UN Gender Theme Group	Mr. Thomas Eriksson and Ms. Eunjung Oh	Chair and Secretary of the UN Gender Theme Group	6/5/2015
14	UN Theme Group on HIV/AIDS	D. Altanchimeg	UNAIDS Focal Point	6/5/2015
15	UNV	Miyeon Park	Program Officer	5/12/2015
16	Youth Theme Group	Naomi Kitahara	Chairperson	6/10/2015
Additional from UN				
17	UNDP	Ts. Davaadulam	Governance team leader	5/14/2015
18	FAO	G. Nyamjargal	Assistant Representative /OIC	5/14/2015

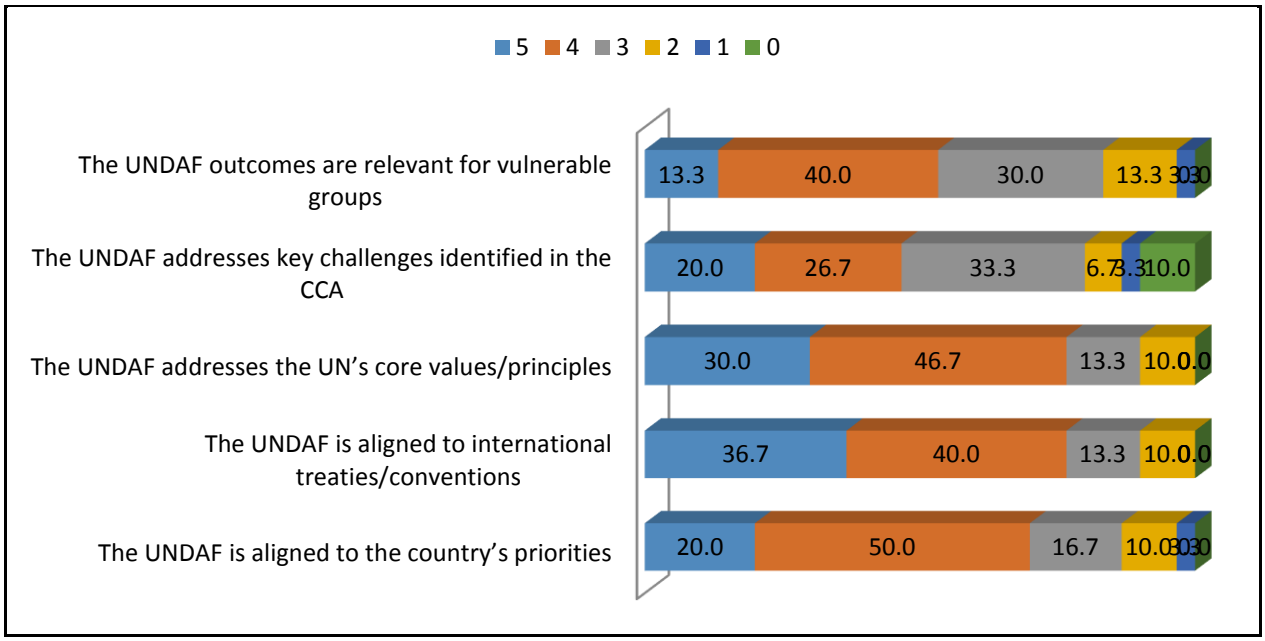
#	Organisation	Name	Position	Date
19	UNCT	Members of UNCT	Members of UNCT	5/18/2015
20	Evaluation Management Group	L. Bulgan, U.Buyanaa, S.Jigjidpurev, D.Khurelmaa	M&E officers from UNFPA, UNDP, FAO and UNFPA	5/13/2015
Government agencies				
21	Ministry of Construction and Urban Development	R. Erdendetsetseg	Deputy Director of Construction, Housing and Public Utilities Policy Coordination department	5/17/2015
22	Ministry of Population Development and Social Protection	Ch. Erdenechimeg	Senior Officer, Strategic Planning Department	5/20/2015
23	Ministry of Environment, Green development and Tourism	D.Davgadorj	Climate Change officer in the Ministry of Environment	5/20/2015
24	Ministry of Foreign Affairs	D.Gerelmaa	Vice-director of International Organizations Department	5/21/2015
25	Ministry of Education, Culture and Science of Mongolia	U.Ganbold	Officer of Department of Strategic Policy and Planning	6/10/2015
26	Ministry of Labour	J.Batkhuyag	Vice Minister for Labour	5/21/2015
27	Ministry of Finance	O.Idshinrinjin	Economic Policy Department	5/19/2015
28	Ministry of Health	D. Atarmaa	Vice Minister of Health	5/28/2015
29	National Statistics Office	D.Oyunchimeg	Director of the Population and Social Statistics Department	5/26/2015
30	Cabinet Secretariat	Kh.Oyuntsetseg	Head of Internal auditing, Monitoring and Evaluation Department	5/21/2015
31	Public Health Institute	U.Ganchimeg	Researcher, head of secretariat	5/20/2015

#	Organisation	Name	Position	Date
32	National Human Rights Commission	J.Byambadorj	Chief Commissioner	5/19/2015
33	National Committee on Gender Equality	M.Bolormaa	Secretary and Secretariat of NCGE	5/21/2015
CSO and private sector				
34	World Vision	M.Ariuntungalag	Grant-acquisition and management coordinator	5/21/2015
35	Globe International	Kh. Naranjargal	President	6/09/2015
36	MonFemNet	D.Enkhjargal	National Coordinator	6/03/2015
37	Mongolian National Association for Food and Agriculture	R.Munkhbat	President	5/21/2015
Development partners				
38	Asian Development Bank	Robert Schoellhammer	Country Director	5/21/2015
39	Swiss Agency for Development and Cooperation	Marcus Waldvogel	Country Director	5/26/2015
40	JICA	Sato Mutsumi	Chief Representative	5/28/2015
Field trip in Nalaikh				
41	"ErdmiinOrgil" secondary school	N. Oyun-Erdene	Social Worker	5/27/2015
42	Medical Center of Nalaikh district	B. Oyunchimeg	Nutritionist	5/27/2015

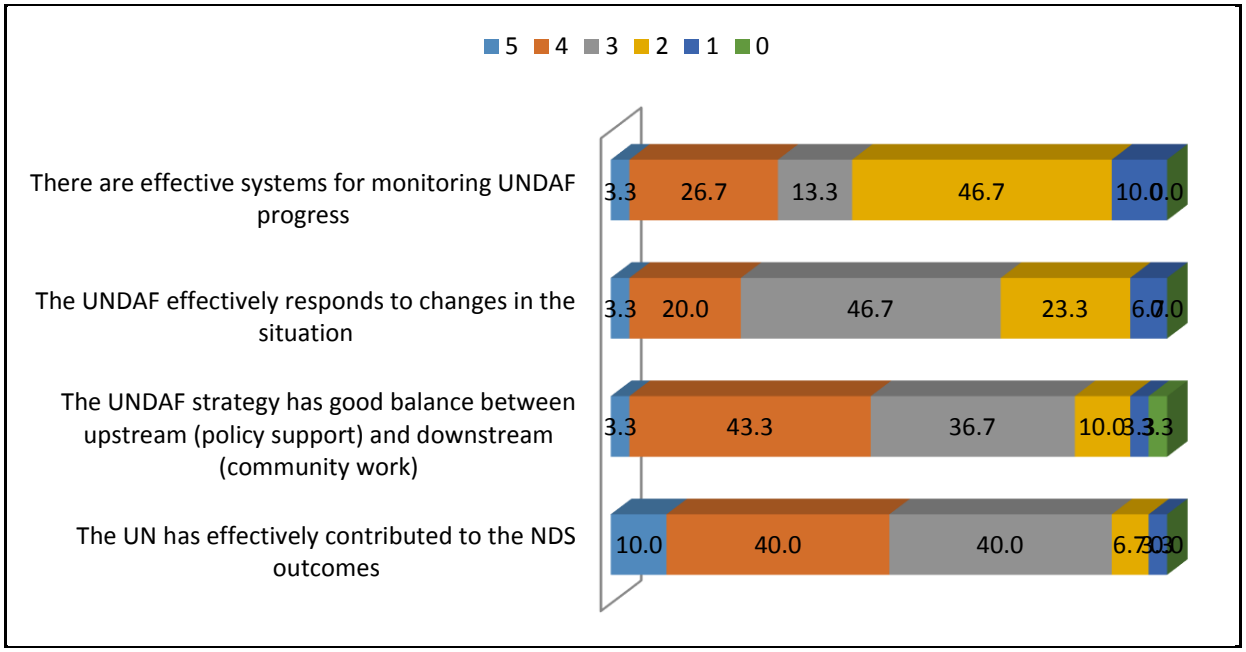
ANNEX 3. RESULTS OF THE UN STAFF SURVEY

5 = Strongly agree and 1 = Strongly disagree and 0 = Don't know (percentage)

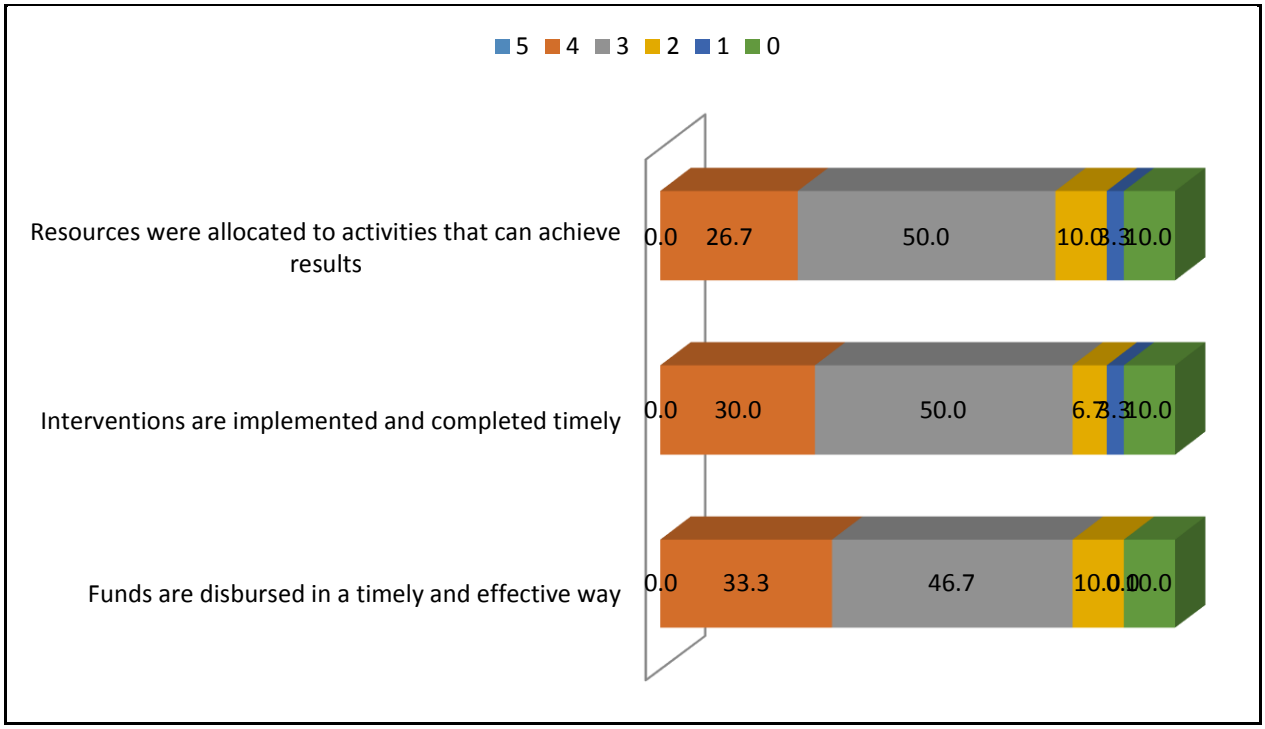
RELEVANCE



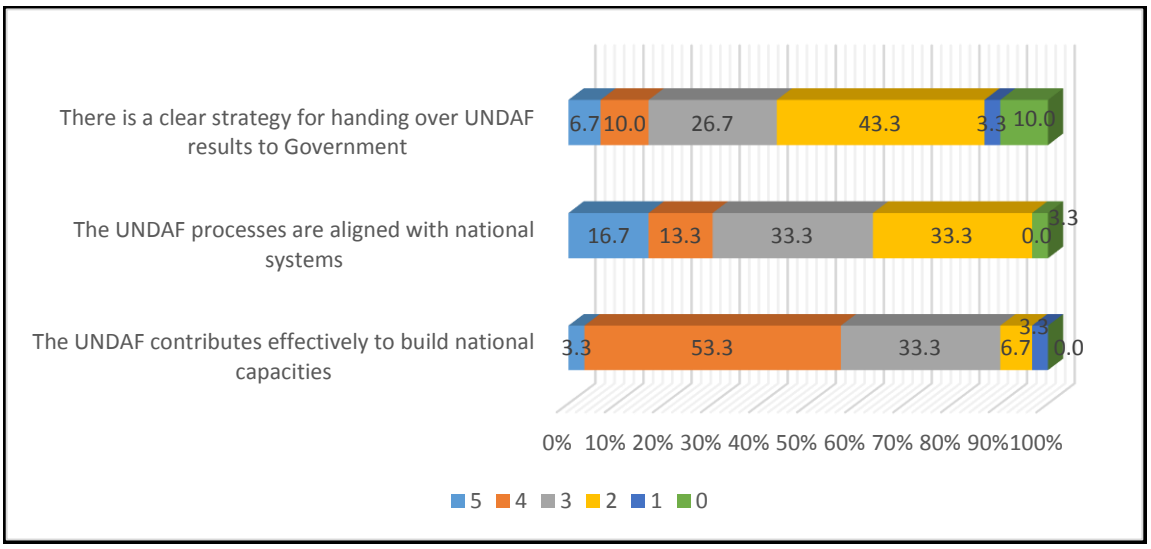
EFFECTIVENESS



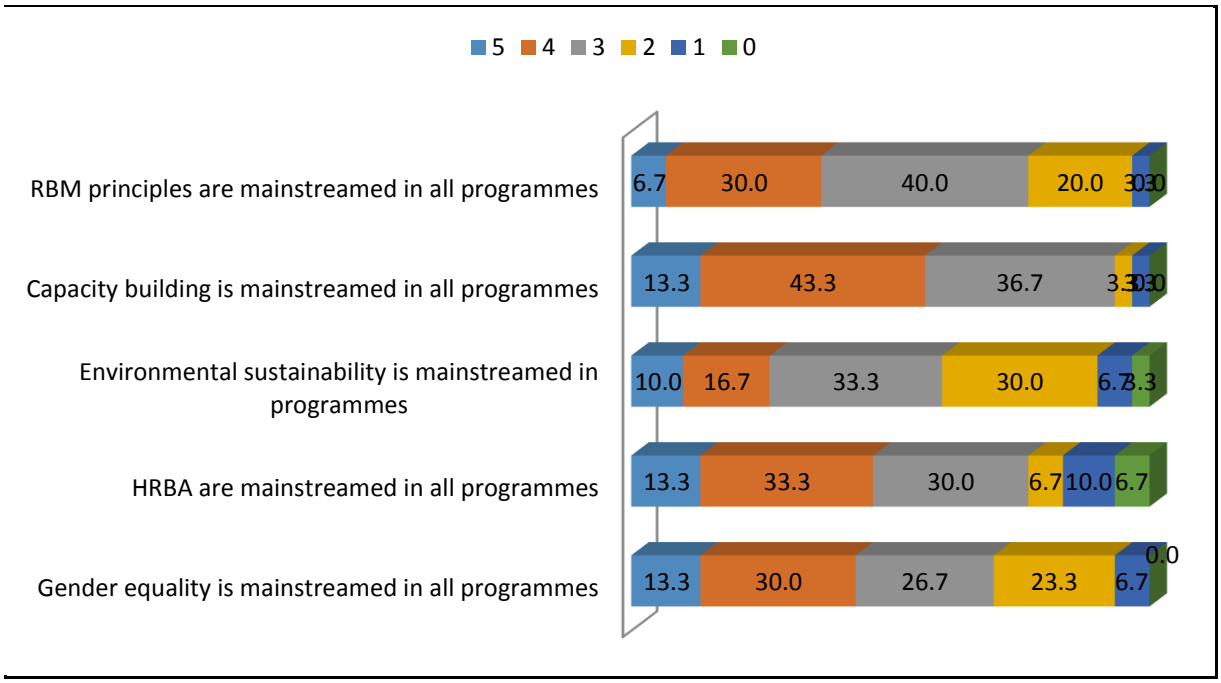
EFFICIENCY



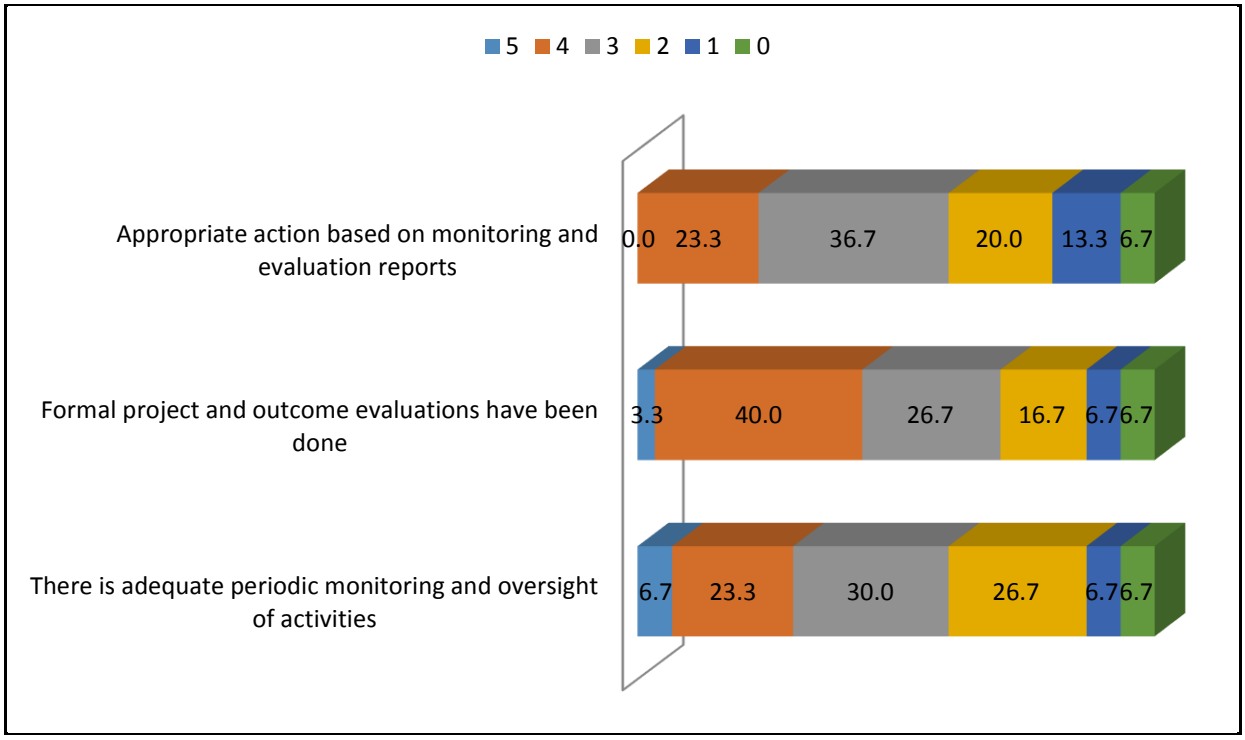
Sustainability



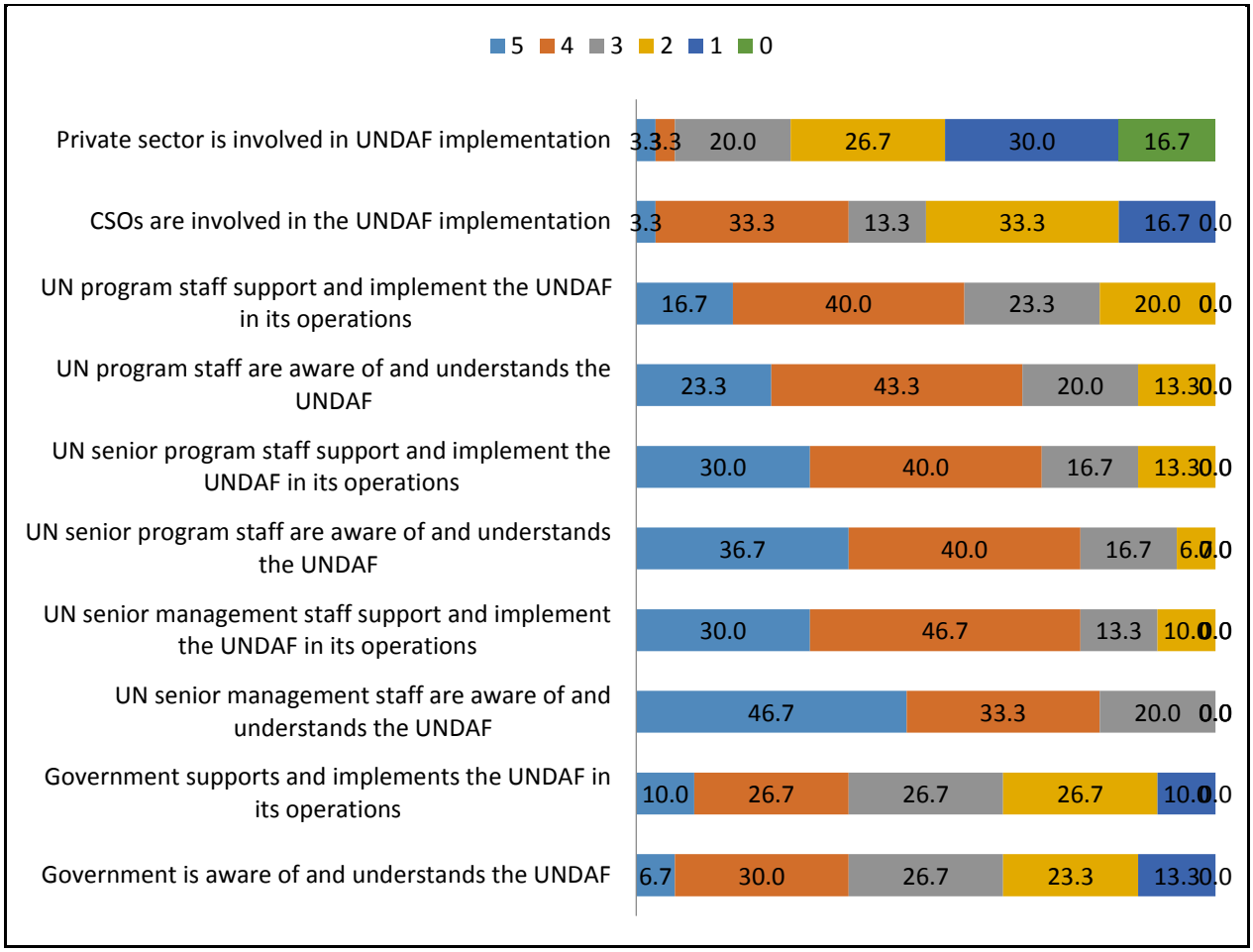
CROSSCUTTING ISSUES



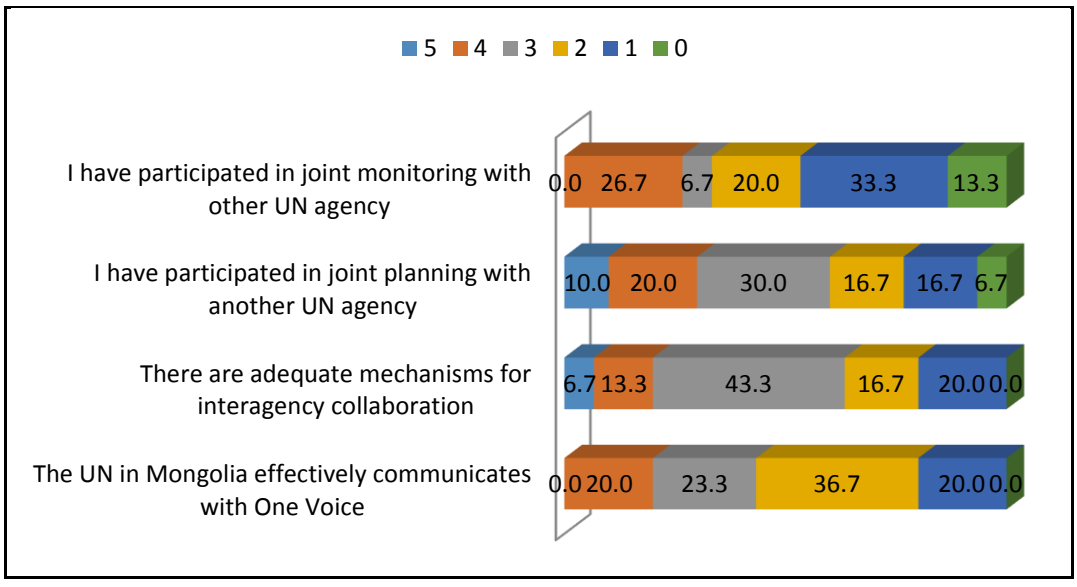
MONITORING & EVALUATION



COMMUNICATION AND PARTNERSHIP



OTHER



ANNEX 4. MONGOLIA'S MDGs PROGRESS AT A GLANCE

MDG TARGET	Difficult to achieve	Achievable with some effort	On track	Fully achieved
MDG 1: ERADICATE EXTREME POVERTY AND HUNGER				
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is below the minimum living standard				
Target 2: Reduce by six times, between 1990 and 2015, the proportion of people who suffer from malnutrition				
Target 3: Increase employment rate, reduce youth unemployment rate who are newly entering to the labour market				
Target 4: Reduce negative effects of population concentration and migration, provide migrants with basic social services	Data not available			
MDG 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION				
Target 5: Provide primary education for all children by 2015				
MDG 3: PROMOTE GENDER EQUALITY AND INCREASE WOMEN'S PARTICIPATION IN POLITICAL DECISION-MAKING				
Target 6: Achieve appropriate sex ratio in primary and secondary education preferably by 2009 and in all levels by 2015				
Target 7: Ensure gender equality in wage employment				
Target 8: Increase participation of women in politics and decision-making				
MDG 4: REDUCE CHILD MORTALITY				
Target 9: Reduce by 4 times, between 1990 and 2015, the under-five mortality rate				
MDG 5: IMPROVE MATERNAL HEALTH				
Target 10: Provide access to all individuals to required RHS and reduce by 4 times, between 1990 and 2015, the MMR				
MDG 6: COMBAT STIs/HIV/AIDS AND TB, REVERSE OTHER DISEASES				
Target 11: Limit and prevent the spread of Human Immunodeficiency Virus (HIV) by 2015				
Target 12: Reverse the spread of tuberculosis by 2015				
Target 13: Reverse the spread of caries among children	Data not available			
MDG 7: ENSURE ENVIRONMENTAL SUSTAINABILITY				
Target 14: Integrate the principles of sustainable development into policies, eliminate air pollution in urban areas				
Target 15: Reduce the shrinking process of rivers and streams by protecting and rehabilitating their sources				
Target 16: Reduce the proportion of people without sustainable access to safe drinking water and sanitation by 2015				

MDG TARGET	Difficult to achieve	Achievable with some effort	On track	Fully achieved
Target 17: Improve the housing condition of population by 2015				
MDG 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT				
Target 18: Create favourable condition for achieving MDGs through developing trade and financial system				
19: Address special needs of Mongolia as landlocked country through negotiation for favourable terms				
Target 20: Develop a debt strategy to ensure sustainability of external and internal debts				
Target 21: Development of new ICT and build an information society				
MDG 9: STRENGTHEN HUMAN RIGHTS AND FOSTER DEMOCRATIC GOVERNANCE				
Target 22: Fully respect and uphold the Universal Declaration of Human Rights, ensure freedom of media	Targets not defined			
23: Mainstream democratic principles and practices				
Target 24: Develop a zero tolerance environment to corruption in all spheres of society				

Source: Mongolia MDG Progress Report, 2013

ANNEX 5: RESULTS-BASED PERFORMANCE MATRIX

SPAs	UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
SPA 1: Sustainable economic development (2 outcomes)	1.Improved livelihood opportunities, with a focus on the poor and vulnerable groups	Labor Participation Rate (National)	National - 38.7% Urban - 30.6%, Rural 49.6% (NSO 2009).	National – 70%	According to Labor Force Survey of NSO, the rate was 62.1 percent as of the end of 2014 (national).
		Number of direct beneficiaries from the livelihood support activities*	0	250	425 (2014)
	2.Policies and strategies developed for poverty reduction	New poverty reduction program/policy*	No policy paper on poverty reduction exists	New poverty reduction/program policy focused on disparity reduction formulated and approved	Initiated but no formulation started yet.
SPA 2: Basic social services and social protection	3.Increased access to and improved quality of education, especially for the vulnerable	Net primary and secondary education enrolment ratios disaggregated by sex, ethnic groups, regions and provinces*	2011: Primary-94.8% Secondary-90.1%	100% (Note: results should be disaggregated as per indicator criteria)	As of the end of 2013, primary-96%, secondary education-93.5%. No data was available by ethnic groups, regions and provinces.
	4. Equitable access to safe water and sanitation services in urban ger areas and rural settlements	% of population using an improved drinking water source in rural areas	53% (2010)	65% (2015)	58.7 (2013)
		% of population using an improved sanitation facility	32% (2008-Rural) 64% (2008-Urban)	63% (2015-Rural) 83% (2015-Urban)	39.4% (2013-Rural) 69.1% (2013-Urban)
		% of population with improved access to basic urban services.	TBD	15 % of UB Ger Area population	No baseline was established. No survey was conducted to reveal progress.
	5. Increased access to and	Under-five mortality rate	23.7 (2009)	21 (2015)	17.9 (2014)

SPAs	UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
(4 outcomes)	utilization of quality health services, with a special focus on the vulnerable	Infant mortality rate	20.2 (2009)	15 (2015)	14.7 (2014)
		Maternal mortality ratio	81.4 (2009)	50 (2015)	36.4 (2014)
		% of MSM who are HIV infected	1.8% (2009)	5% (2015)	12% (2014) (only in UB, Darkhan, and Orkhon)
	6. Social protection is strengthened and expanded with a specific focus on the vulnerable	Proportion of social protection program beneficiaries by target groups*	No data	No data	No data
SPA 3: Environment, climate change and disaster risk reduction (3 outcomes)	7. Increased sector capacity for sustainable resources management, with the participation of primary resource users	Number of approved and amended legislation and policy documents towards efficient use of natural resources*	Needs determined for environmental legislative reform	5 environmental laws amended, 3 newly formulated	Target achieved in 2013. 6 Laws, 12 regulations, and 1 national plan on disaster management.
	8. Reduced risks and consequences of natural and manmade disasters at national and community levels	Reduction in number of emergency cases and economic losses	2,468 registered emergencies causing loss of 247 human lives, 468,570 livestock heads and US$22m	5% decrease	4467 registered emergency cases 80.9 % increase, 201 human casualties 18.6% decrease, economic loss 21961.4 m MNT which equals US$13.2 (39.8%decrease in 2013
	9. Innovative technologies made available for energy efficiency, green growth and the abatement of urban air pollution	Decrease in energy/emission intensity of the country's economy and per-capita GHG emission	Per GDP emission - 11.16kg CO2eq/US$ (2nd National Communication, 2006)	1% reduction	Independent evaluation conducted in 2013 estimated the UN contribution to reduction of GHG emissions as 124,826 tons of CO2
SPA 4: Governance and human	10.Increased capacity of central and local governments for	Progress of the government developing new Mongolia	Initial discussion underway, and the law on planning and	Mongolia development goals approved	The draft document was completed in April 2015

SPAs	UNDAF Outcome	Indicators	Baseline	Targets	Progress achieved
rights (4 outcomes)	evidence based planning and budgeting, results based monitoring and evaluation	development goals*	budgeting is being prepared		
		Number of country-led evaluations on key policies on human development*	1	3	1 (2013)
	11.Representation, accountability and transparency of governing institutions strengthened	Proportion of women (to men) participating as candidates in local and national elections*	2008: 13% 2012: 174 women/544 total candidates (32%)	2016: 30 %	Progress will be reported in 2016 only
	12.Strengthened national systems for the promotion and protection of human rights	Status of implementation of human rights obligations*	126 recommendations were accepted and 3 rejected out of 129 for UPR 2010	Improved human rights situation evidenced by 2015 UPR concluding observations	Progress cannot defined as next UPR is expected in 2015
	13.Capacities to implement the Gender Equality Law and to mainstream gender in policies and programmes improved	Amount of government budget allocated for implementation of GEL, DV law, National Program on gender equality, and National program to combat DV*	29 mln MNT in 2009; 45 mln MNT in 2010 state budget for NCGE operational expense but 0 MNT for the implementation of DV law, and National programs	100 mln MNT in the state budget for GEL implementation	53 mln MNT (2014)
		Number of gender sub-program developed by ministries*	No such sub-programs	At least 4 ministries will have sub-program on GE	2 ministries (Ministry of Environment, Green Development and Tourism and Ministry of Finance) developed and approved gender sub-program and Ministry of Health is drafting the program.

*Denotes indicators are changed or revised from those in the original UNDAF 2012-2016 M & E Framework

ANNEX 6. EVALUATION TERMS OF REFERENCE

Background

The United Nations Development Assistance Framework is a strategic programme framework that describes the collective response of the UN system to national development priorities. It reflects the comparative advantage of the UN by emphasizing the thematic competence of the UN organizations involved, without necessarily highlighting their specific mandates. It shows where the UN system can bring its unique strengths to bear in advocacy, capacity development, programming, and cutting edge knowledge and policy advice, for the achievement of the internationally agreed standards and development goals, including MD/MDG related national priorities.

The UNDAF Mongolia for 2012-2016 was signed by the Government of Mongolia (GoM) and the UN in March 2011. Under this UNDAF, the UN Country Team (UNCT) works with the GoM, civil society and other development partners on the following 4 strategic priorities:

- Economic development is inclusive and equitable contributing towards poverty alleviation;
- Equitable access to, and utilization of, quality basic social services and sustainable social protection;
- Improved sustainability of natural resources management and resilience of ecosystems and vulnerable populations to the changing climate;
- Strengthened governance for protection of human rights and reduction of disparities.

In March 2015, the Government of Mongolia and UN Mongolia jointly conducted the second review of the UNDAF progress in 2014. This was a result of joint consultations between government and UN system, based on the four strategic priority areas. The review demonstrated that overall process of the UNDAF in 2014 was on track. According to the preliminary estimation 37% outcome indicators were reported as met their 2014 targets and 54 % as in progress. UN together spent around US$21 million in support for achieving development objectives in Mongolia. Some indictors in the UNDAF M&E matrix were reviewed and revised as a result of the review to better reflect the country's development priorities and conditions.

The UN Country Team has initiated a process for formulating a new UNDAF for 2017-2021. An independent evaluation of the on-going 2012-2016 UNDAF is an essential part of this exercise and will provide valuable analytical inputs by assessing the overall impact and relevance of the UNDAF to the development of the country, the contributions of the UNCT to national development results as well as the UN's comparative advantage among development actors in Mongolia.

The evaluation will also help the UNCT position itself in the changing development context of the country, especially with regard to the end of the MDGs and the Post 2015 framework, existing and emerging priorities such as inequity, vulnerability, fragility, urbanization and Mongolia's MIC status.

The evaluation will be conducted by independent consultants in accordance with the requirements of the 2010 UNDG guidelines "How to Prepare an UNDAF". The evaluation will cover the first three years of the implementation of the UNDAF (January 2012 - December 2014).

Duties and Responsibilities

Purpose and Specific Objectives

The evaluation exercise will be a combination of an evaluation and defining of the UN position in the country by looking at UN contributions at the strategic priorities areas (SPA) and outcomes level.

Overall purposes of the UNDAF evaluation are:

To support greater learning about what works, what doesn't and why in the context of an UNDAF. The evaluation will provide important information for:

- Strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle;
- Improving UN coordination at the country level; and
- Providing guidance on how the UN should position itself in the changing development context of Mongolia.

To support greater accountability of the UNCT to UNDAF stakeholders. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including national counterparts and development partners, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.

To support planning for the new UNDAF: by identifying good practices and lessons learnt as well as assessing the comparative advantage of the UNCT in Mongolia in the changing development context and priorities of the country, the evaluation will provide input to the design and formulation of the new UNDAF to cover 2017-2021.

The objectives of the evaluation are:

- To assess the contributions made by the UNCT in the framework of the UNDAF to national development results through making
- Judgments using evaluation criteria based on evidence;
- To identify the factors that have affected the UNCT's contributions, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks;
- To reach conclusions concerning the UN's contributions and comparative advantage, including good practices and lessons learned across the scope being examined;
- To provide actionable recommendations for the design and implementation of the new UNDAF. These recommendations should be logically linked to the conclusions and draw upon lessons learned identified through the evaluation;
- To provide specific recommendations on how the UN should position itself in the changing development context of Mongolia, including Mongolia's accession to lower middle income country status, emerging development priorities and the end of the MDGs.

Scope:

The scope of the evaluation is:

The UNDAF will be evaluated against the strategic intent laid out in the UNDAF document. More specifically, the evaluation will use as its basis the UNDAF 2012-2016 document and will assess:

- The UNCT's interventions in support of national development results as described in the four strategic priority areas and thirteen outcome statements included in UNDAF results framework;
- The effectiveness of the seven strategies employed for development cooperation by the UN in Mongolia;
- The extent to which the UNCT has addressed the five cross-cutting issues (gender equality, human rights-based approach, environmental sustainability, results-based management, capacity development, climate change & disaster risk-reduction, role of civil society & volunteerism, communications and information) in its results programming;
- The comparative advantage of the UNCT in the context of other development partners in achieving development results in Mongolia.

Other factors to be considered in the evaluation are:

To the extent possible the evaluation will also assess the extent to which the UNDAF contributed to:

UN Coordination: Did UN coordination reduce transaction costs and increase the efficiency of UNDAF implementation? To what extent did the UNDAF create actual synergies among agencies and involve concerted efforts to optimise results and avoid duplication? Did the UNCT respond and adapt to major national changes effectively through the UNDAF;

Data collection and analysis: To what extent did the UNDAF strengthen the capacities for data collection and analysis to improve understanding and support to vulnerable groups?

Partnership: To what extent did stakeholders participate in the implementation in the UNDAF and how did their presence improve its performance?

Methodology:

The evaluation will follow the UN Development Group (UNDG) Guidelines for UNDAF Evaluations.

Overall approach for the evaluation is:

The UNDAF evaluation is a programmatic evaluation in that it assesses performance against a given programme framework that specifies its strategic intent and objectives. The programme framework in this case is the national development outcomes contained in the results framework against which the UNCT contribution will be assessed.

It is a country-level evaluation carried out jointly with the UNCT and the overall approach is participatory and orientated towards learning how to jointly enhance development results at the national level.

Given that (a) outcomes are, by definition, the work of a number of partners, and (b) UNDAF outcomes are set at a very high level, attribution of development change to the UNCT (in the sense of establishing a causal linkage between a development intervention and an observed result) may be extremely difficult and in many cases infeasible. The evaluation will therefore consider the contribution of the UNCT to the change in the stated UNDAF SPA and the evaluators will need to explain how the UNCT contributed to the observed results at that level.

To make the assessment, first, the evaluators will examine the stated UNDAF SPAs and outcomes; identify the change over the period being evaluated on the basis of available baseline information; and observe the national strategy and actions in support of that change. Second, they will examine the implementation of UNDAF strategy and interventions in support of national efforts.

The UNDAF evaluation is also a forward looking evaluation. Based on its past achievements, best practices, lessons learnt and comparative advantages, the evaluation will provide

recommendations to the UNCT on how to position itself in the changing development context in Mongolia, especially with regard to the end of the MDGs and global/national discussions on the Post 2015 agenda, the fact that Mongolia has reached low middle income country status and ODA is expected to decline in the coming years and the emergence of new development challenges such as inequality and urbanization.
The UNCT will conduct a country analysis to better understand development trends and challenges with a view to identifying key entry points for the UN. It is important that the findings and recommendations of the evaluation inform and contribute to the country analysis and guide the UNCT in identifying priority areas for UN intervention.
The 2012-2016 UNDAF Evaluation will be participatory and inclusive exercise.

The evaluation criteria are:
The contribution of the UNCT to the development outcomes will be assessed according to the following standard set of evaluation criteria:

- Relevance: The extent to which the outcomes of the UNDAF are consistent with the issues, underlying causes and challenges identified in the 2010 Common Country Assessment and a reflection of Mongolia's commitments to internationally agreed goals, norms and standards;
- Effectiveness: the extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF; and the effectiveness of the UNDAF as a coordination and partnership framework;
- Efficiency: whether the UNDAF was appropriately funded and the extent to which UNDAF served as a mechanism to mobilize resources and minimize transaction costs for UN agencies and the GoM.
- Sustainability: The extent to which the benefits from a development intervention have continued or are likely to continue after the completion of the UNDAF; and led national capacity development;

Data collection methods are:
The UNDAF evaluation will draw on a variety of data collection methods including, but not limited to:

- Document review focusing on UNDAF planning documents, mid-term progress reviews (where undertaken), annual reports and past evaluation reports (including those on programmes and projects, and those issued by national counterparts), strategy papers, national plans and policies and related programme and project documents. These should include reports on the progress against national and international commitments;
- Other relevant UNCT and agency reports;
- Semi-structured interviews with key stakeholders including key government counterparts, donor community members, representatives of key civil society organisations, UNCT members, and implementing partners;
- Surveys and questionnaires including participants in development programmes, UNCT members, and / or surveys and questionnaires involving other stakeholders;
- Focus Group discussions involving groups and sub-groups of stakeholders, decision-makers;
- Other methods such as outcome mapping, observational visits, etc.

UN agencies and Government of Mongolia counterparts will provide the necessary information, data, support and guidance required to carry out planned activities and prepare the UNDAF Evaluation.

Management and Governance of UNDAF Evaluation

The evaluation will be commissioned by UNCT and the Government (represented by the Ministry of Foreign Affairs (MFA).

The UNDAF Evaluation Team will work under the supervision of a dual-tiered evaluation management structure.

Direct supervision is provided by the UNDAF Evaluation Management Group (EMG). This group will be responsible for the day-to-day implementation of the evaluation and management of the evaluation budget. The key roles of the EMG are:

- To guide the evaluation team in each step of the evaluation process;
- To review, provide substantive comments and approve the inception report, including the work plan, analytical framework and methodology;
- To review and provide substantive feedback to the draft and final evaluation reports, for quality assurance purposes;
- to ensure the quality and independence of the evaluation and to guarantee its alignment with UNEG Norms and Standards and Ethical Guidelines;
- To identify and ensure the participation of relevant stakeholders in coordination with the ESC throughout the evaluation process;
- to ensure the evaluation findings and conclusions are relevant and recommendations are implementable; and
- to contribute to the dissemination of the evaluation findings and follow-up on the management response

The decision-making organ for the UNDAF Evaluation is the Evaluation Steering Committee (ESC), bringing together representatives of the Evaluation Commissioners (UNCT and national counterparts) and possibly other key stakeholders such as national civil society organizations and donor representatives. All key deliverables need to be approved by the ESC.

The Evaluation Steering Committee is also the main body responsible for providing a written and agreed management response to the evaluation within two months of receiving the final evaluation report.

The UN Coordination Specialist of the UN Resident Coordinator's office (RCO) will serve as the Evaluation Task Manager and provide day to day support to the consultants.

Duration and Team composition

The evaluation is expected to be done in 9 weeks, starting from 30 April through 2 July 2015. Three consultants (one international and two national) will be mobilized through individual contracting modality. The international consultant will serve as the Team Leader and have ultimate responsibility for delivering results. He/she will be responsible for quality and timeliness of all deliverables and will guide the national consultants.

Evaluation team leader

The team leader will lead the entire evaluation process, working closely with all team members. He/she will conduct the evaluation process in a timely manner and communicate with the Evaluation Management Group on a regular basis and highlight progress made/challenges encountered. The team leader will have ultimate responsibility for producing all the key deliverables, including the inception report and the draft and final evaluation reports. He/she will also be responsible for ensuring data collection and analysis is conducted properly; presenting the evaluation findings and recommendations at the validation workshop; and working with and guiding the Country Analysis Team in identifying synergies between the evaluation findings and the country analysis in support of determining entry points for UN strategic interventions in the new UNDAF.

Evaluation team members

The two national consultants will comprise the Team Members and will contribute to the evaluation process substantively through data collection and analysis. They will share responsibilities for conducting desk review and interviews and conduct field visits to the identified project sites and collect data. They will provide substantive inputs to the inception report as well as to the draft and final reports. They will be tasked by and work under the supervision of the Team Leader.

Duty station of the assignment and travel

Duty station:

The place of the assignment is Ulaanbaatar. The consultant will have a temporary office in the UN RCO and will meet and consult with UN agencies, government authorities and other relevant stakeholders. The consultants are expected to field missions to the countryside as needed and as agreed during the inception phase.

Travel:

- International travel will be required to Mongolia to undertake the assignment;
- Individual Consultant(s) are responsible for ensuring they have vaccinations/inoculations when travelling to certain countries;
- Consultants are required to comply with the UN security directives set forth under https://dss.un.org/dssweb.

Deliverables and Timeframe

The duration of the assignment is expected to be 9 weeks.

Deliverables/Content/Duration

Kick off meetings and table review of key documents: Week 1 - Conduct meetings and communication with the UN RCO, EMG, UNDAF SPA leads and MoFA; review key documents;.

Inception report: Beginning of Week 2.

- Refine the overall evaluation scope, approach, methodology, design and timeframe;
- Recommend and agree on field missions;
- Present and agree on detailed outline of the UNDAF evaluation final report.

Data Collection: Week 2-4 - Data collection, field trips as needed, meetings and consultations.

Progress Report: End of Week 3 - Present progress report (1-2 pages) to the EMG/UNDAF Evaluation Steering Committee on:

- How tasks are progressing; and

- Any challenges faced, (this is not a report on initial evaluation findings, but related to the process).

Draft evaluation report: Beginning of Week 5 - Present draft evaluation report to EMG/UNDAF Evaluation Steering Committee, to include but not limited to:

- Findings and lessons learned;
- Conclusions concerning the UN's contributions and comparative advantage, including best practices and lessons learned across the scope being examined;
- Recommendations.

Work on draft evaluation report and data analysis: Week 5-7 - Incorporate comments and continue work on data collection and analysis.

Validation workshop: Beginning of Week 7 - Presentation of findings, conclusions & recommendations to stakeholder.

Work on finalization of the final evaluation report: Week 7-8 - Incorporate comments from stakeholders and finalize the report.

Final Report: Beginning of Week 8 - present final report.

Meeting to establish synergies between the Evaluation and Country Analysis: Week 9 - Work with the Country Analysis Team to present results and help establish synergies between the findings of the Evaluation and those of the country analysis.

Proposed Structure of the Final Report

The final report is expected to have sections related to the national context, evaluation findings and conclusions and recommendations. It shall also have an executive summary and introduction sections. The expected structure of the evaluation report is as follows:

- I. Executive Summary;
- II. Introduction (objectives, scope and methodology, limitations);
- III. Chapter 1: National development context;
- IV. Chapter 2: Evaluation Findings;
- V. Chapter 3: Conclusions and Recommendations (including UN positioning in the country);
- VI. Annexes: as relevant.

A detailed outline of the UNDAF evaluation final report should be included in the Inception report. The final report shall be prepared in accordance with UNEG guidance (Quality Checklist for Evaluation Reports).

Key Reference Documents:

- Mongolia Millennium Development Goals progress reports;
- Mongolia's country development strategies and policies;
- 2012 and 2013 UNDAF Review Reports;
- Respective agency's annual and mid-term review reports;
- Revised UNDAF M&E framework;
- Table on UN coordination structure, ie results groups, theme groups, working groups, TFs.
- Country Program Documents (CPDs) and Country Programme Action Plans of UN agencies;
- End-of-programme evaluation reports of all UN agencies that participated in the UNDAF Process;
- UN Evaluation Group Guidance Note on Application of Programming Principles to the UNDAF (2010);
- Standards for Evaluation in the UN System;
- Norms for Evaluation in the UN System;

- UNEG Ethical Guidelines;
- UNEG Code of Conduct for Evaluation in the UN system;
- Any other relevant documents and guidelines provided by the UNRCO and UN agencies.

Application procedure:
Qualified and interested candidates are requested to apply on-line using this site www.jobs.undp.org
Due to limitation in uploading several documents, applicants are advised to compile all documents into a single attachment and upload the attachment while applying on line.

Recommended presentation of offer:

- Cover letter, stating why the candidate thinks s/he is the best candidate for the assignment;
- CV indicating all past work experiences with details relevant to the announced TOR and at least two (2) professional references;
- Brief Description of Approach to Work/ Methodology;
- P11 shall be required from the selected candidate prior to conclusing a contract;
- Financial Proposal should be all-inclusive fixed total contract price, including professional fee, travel cost and DSA.

Note:
While preparing your financial offer, kindly note that the standard for all travel authorized by UNDP for individual subscribers is economy class and the UN's Daily Subsistence Allowance (DSA) rates USD213 for Ulaanbaatar, which should provide indication of the cost of living in a duty station/destination. Individuals on this contract are not UN staff and are therefore not entitled to DSAs. All living allowances required to perform the demands of the ToR must be incorporated in the financial proposal.
For further questions and clarifications, please contact UNDP Mongolia at bids.mn@undp.org.
Payment schedule:
The UNDP standard method of payment is the output-based lump-sum scheme and the payment will be made upon satisfactory completion of deliverables in up to 3 installments scheduled as follows:

- 1st: Upon submission of inception report - 15%;
- 2nd: Upon submission of the draft evaluation report - 40%;
- 3rd:Upon submission of the final report and acceptance by Evaluation Steering Committee - 45%.

Criteria for Selection of the Best Offer:
Applications will be assessed on a basis of a cumulative analysis that will evaluate both the technical suitability and the financial proposal. The weight of the technical criteria is 70%; the weight of the financial proposal is 30%. Only candidates with a minimum of 70% in the technical evaluation will be considered for the financial evaluation.
Breakdown for technical evaluation - 100p.

Technical Criteria/Obtainable points:

- At least 10 years of relevant education & experience and proven expertise with CCA/UNDAF processes, evaluations and reviews, including strong understanding of UN's relevant Programming Guidelines on Gender Equality, HRBA, Capacity Development, Environmental Sustainability and RBM - 30p;
- Previous experience in UNDAF or related evaluation process and practical experience in the Asia Pacific region and/or knowledge of the development issue in MICs - 30p;
- Excellent report writing skills, analytical skills as well as good computer skills - 15p;
- Experience in working as a team leader in evaluation teams - 25p.

The applicant receiving the highest combined score that has slo accepted UNDP's general terms and conditions will be awarded the contract.

Competencies

- A strong record in designing and leading evaluations**;**
- Data collection and analysis skills;
- Excellent report writing skills, analytical skills as well as good computer skills;
- Process management skills such as facilitation skills and ability to negotiate with a wide range of stakeholders;
- Technical competence in undertaking complex evaluations which involve use of mixed methods;
- Knowledge of UN role, UN reform process and UN programming at the country level, particularly UNDAF;
- An understanding of and ability to abide by the core values of the United Nations;
- Exposure to the Asia and the Pacific region, as well as MICs and post-socialist context as an added advantage

Required Skills and Experience

Education:

- Master's degree or equivalent in M&E, Economics, Development Studies, Social Studies, international Relations, Environment, Governance, Human Rights or other related field.

Experience:

- At least 10 years of relevant experience and proven expertise with CCA/UNDAF processes, evaluations and reviews, including strong understanding of UN's relevant Programming Guidelines on Gender Equality, HRBA, Capacity Development, Environmental Sustainability and RBM;
- Previous experience in UNDAF or related evaluation process and practical experience in the Asia Pacific region and/or knowledge of the development issue in MICs is an asset;
- Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods and in a wide range of evaluation approaches;
- Experience in conducting a UNDAF evaluation as an added advantage
- Strong experience and knowledge in the five UNDAF Programming Principles: human rights (the human rights based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development;
- Prior experience in working with multilateral agencies;

- Experience in working with teams as a team leader;
- Proven track record in evaluation and review writing.

Language:

- Proven excellent command in written and spoken English.