### Country: MONGOLIA Reporting period: 2012-2016

### **COUNTRY PROGRAMME PERFORMANCE SUMMARY**

### **I. EXECUTIVE SUMMARY (1/2 page maximum)**

Under the 2012-2016 Country Programme, UNDP Mongolia had three outcomes and 11 outputs below:

**CPAP outcomes and outputs**

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| **Outcome 1**  | **Outcome 2** | **Outcome 3** |
| Economic development is inclusive and equitable, contributing towards poverty alleviationOutput 1: National Development policy and planning system improved.Output 2: Improved capacity for pro‐poor policies including support to the development of a national poverty reduction programme (NPRP).Output 3: Pro‐poor and trade policies supported through promoting global and South‐South Cooperation. | Strengthened governance for protection of human rights and reduction of disparitiesOutput 1: Functions, financing and capacity of subnational level institutions enabled to deliver improved basic services and respond to priorities voiced by the public.Output 2: Parliament and electoral management body enabled to perform core functions for improved accountability, participation and representation.Output 3: Capacities of human rights institutions strengthened. | Improved sustainability of natural resources management and resilience of ecosystems and vulnerable populations to the changing climate Output 1: Environmental policy reform supported with focus on enhanced law enforcement.Output 2: Management of pasture/ land, water resources and biodiversity improved through landscape‐based planning approach.Output 3: National climate and disaster risk management capacities improved in coordination, communication and networking.Output 4: Capacities of vulnerable sectors and communities strengthened in climate change adaptation and mitigation.Output 5: Innovative and cost‐efficient technologies made available for reducing disparities in access to safe drinking water and adequate sanitation. |

In 2015, a CPAP Outcome Evaluation was conducted and concluded that the UNDP is a trusted partner to the Government of Mongolia (GoM) on complex and politically sensitive issues of governance and development as well as its convening role creates space for development partners (DP) and others to engage with the GoM on development and governance issues.This has enableddevelopment of various legal and policy instruments in the country, though implementation and enforcement of these lag behind. UNDP has been instrumental in developing capacity of various institutions mostly at the national level, namely: National Human Right Commission of Mongolia, International Think Tank for Landlocked Developing Countries, National Emergency Management Agency and the Ministry of Finance, in particular.

### **II: Country Programme Performance Summary**

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| **Country information** |  |
| **Country name: Mongolia** |
| **Current country programme period: 2012-2016** |
| **Outcomes** | **Total Expenditure** | **Key Indicators of outcome (1-4 per outcome)** | **Progress made against key indicators** |
| **OUTCOME 1.** **Economic development is inclusive and equitable, contributing towards poverty alleviation** |  $4,781,862 (2012 – 2015) | Progress of formulating and approving the development policy and planning law | Baseline 2011: Lack of policy coherence and no law regulates development policy and planning Target: Development policy and planning law approved and implementedCurrent status: Achieved. Development policy and planning law got approved in November, 2015. Mongolia’s Development Vision document approved in February, 2016.  |
| Approval of a national poverty reduction programme with pro‐poor measures focused on disparity reduction. | Baseline 2011: No national poverty reduction programmeTarget: National poverty reduction programme exists and incorporates employment and social protection issuesCurrent status: No progress made under this indicator due from the GoM in the absence of focal body in the government who deals with poverty reduction and inequalities. However, other related efforts are reported below in the output achievements section. |
| Capacities of LLDC Think Tank increased; number of studies commissioned on LLDC issues. | Baseline 2011: LLDC Think Thank lacks institutional capacity to fully deliver its mandate as a global knowledge base for LLDCsTarget: LLDC Think Thank has adequate human and financial resources and at least five studies are commissioned and used for policy debateCurrent status: Achieved. Detailed report below. |
| **UNDP Contribution:***(Please provide an assessment of the progress made against the CP outputs over the cycle, and indicate their contribution to the outcome. Please indicate each of the main outputs and provide a summary assessment of overall progress*)In achieving Outcome 1, the UNDP Mongolia Country programme identified three major outputs to support the Government:1. National development policy and planning system improved;
2. Improved capacity for pro‐poor policies including support to the development of a national poverty reduction programme (NPRP),
3. Pro‐poor and trade policies supported through promoting global and South‐South Cooperation.

Findings of the CPAP 2012-2016 Outcome Evaluation points to the following achievements against the stated outputs. Where applicable, reference to project evaluations findings and annual reports is made.Progress and Achievements:**Policy, guidelines and institutional capacity:** * UNDP has assisted the Government of Mongolia (GoM) to draft a development planning law which has generated considerable buy‐in and engagement from parliamentarians for improving development planning and setting up a coherent system in the country. Mongolia has been used to developing policies often without clear plan of action and cost-benefit analysis of various policy options, with the result that many of the policy documents end up as mere wish lists that are hard to implement as there is no budget alignment and inter-ministerial coordination. This newly approved Law on Development Policy and Planning (LDPP) enables the Ministry of Finance (MoF) to assess each draft policy for its financial feasibility before it goes to the Cabinet or Parliament for approval. According to key partners in the GoM, this law will contribute to ensuring that policies developed in the country are realistic and pass the test of feasibility of implementation. This law and its associated guidelines will serve as a legal base for harmonised and coordinated planning system both at national and local levels in the country bringing together different sectors, local strategies and policies. Moreover, planning and M&E guidelines have been developed and piloted at sectoral and local level.
* The country has now developed a vision document setting out economic development roadmap for the period 2016-2030, assisted by UNDP and other development partners. UNDP advocated for integrating poverty eradication in particular as one of the key goals of the vision document and the ensured focus on sustainable development goals (SDGs) for which UNDP helped carry out data needs assessment for outcomes and indicators. The vision document along with the LDPP will ensure that any new policy is assessed for their alignment and contribution to the SDGs.

* UNDP supported the GoM to monitor its achievement of MDGs through which a poverty map was produced to help policy and decision makers in evaluation of progress on MDG indicators. UNDP’s assistance for T-21 macroeconomic modelling is enabling the MoF in scenario planning which is being used for developing long-term vision document for 2016-2030. A comprehensive database for macroeconomic indicators has been created and used as evidence for macroeconomic policies and public investment planning. To complement this, UNDP supported a statistical needs assessment for local level policy making which was conducted and approved by the National Statistical Office (NSO). UNDP supported the NSO to publish statistical compendiums for 21 *aimags* and the capital city, analysing local trends and providing comparative analysis across locations. Through this initiative, local level statisticians were trained to collect, interpret and provide data for policy making, thus bridging the gap between gathering of data and policy making. It is the first time that such local data and analysis have been conducted on such scale and this is already proving to be an extremely valuable source of information for local and national policy makers.

**Poverty Alleviation*** A key target of the CPAP was to support the Government to develop a comprehensive poverty reduction programme, but this has not been realised. Within the country’s political establishment, there is a reluctance to acknowledge that poverty alleviation needs a concerted strategy directly addressing the root causes. Instead, there is a chorus of opinion among policymakers that economic growth will take care of poverty. Development partners (DPs) face this challenge in the country as poverty is dismissed in political discourse – more so in the last few years as the country has progressed from low middle income to high middle-income status. Despite these constraints, UNDP was however able to contribute to the following intermediate outputs:
* Ensure that Comprehensive National Development Strategy was MDG-based and has poverty focus
* Development of knowledge products and analytical tools such as poverty maps and National Human Development Reports
* Facilitated agreement on poverty rate in Mongolia between World Bank and National Statistical Office
* SDGs mainstreaming into the vision of the Government of Mongolia.
* UNDP has organised several development dialogues on Development Policy and Planning Law, poverty alleviation, mining, micro insurance for the poor, sustainable urbanisation and related issues attended by members of Parliament, government officials, scholars and researchers, civil society, NGOs and development partners. In 2014, in partnership with Mongolian National Chamber of Commerce and Industry, UNDP organised a national consultation on role of small and medium enterprises (SME) in sustainable development. Drawing on its work on microinsurance, UNDP organised an international forum on inclusive insurance which was attended by staff from Financial Regulatory Commission and other agencies.
* UNDP has facilitated Mongolia joining a joint UNDP-UNEP initiative (Poverty Environment Initiative) to address poverty through sustainable natural resource management and moving toward green economy (Partnership for Action on the Green Economy). The SDG framework which brings together hitherto separate strands of discourse on poverty (MDG), climate change (UNFCC) and disaster risk reduction (Sendai Framework) into one coherent framework provides a new lens through which national policies, strategies and development planning can be looked at.

**Livelihoods and social protection support** * UNDP has successfully worked at the downstream level and implemented several livelihood support projects. Following the *dzud* of 2009-2010, UNDP launched a short-term recovery initiative (Alternative Livelihoods Project, 2010-2013) which supported herders in diversifying their household economy through skills and enterprise development. A total of 1500 herders received vocational training and 32 herder groups were assisted through the project. As a result, jobs were created and beneficiaries broadened their sales channels and increased income by achieving better terms for the purchase of inputs. Another initiative to promote development of small enterprises was the Enterprise Mongolia Project (EMP) in partnership with UNDP in two phases. EMP-2 made possible the creation of 273 jobs in target *aimags* and enabled rural business operators to reach new consumers by introducing new products. The evaluation team visited Selenge *aimag*, one of the project locations, to meet project beneficiaries and saw that the project beneficiaries were still successfully doing their own businesses and reported that their annual sales have increased by 30-50 percent.
* UNDP worked with insurance companies to develop and promote micro insurance products for vulnerable people in rural and peri-urban areas. Initially five companies offered products for insurance of *gers* in four *aimags,* but currently only two of them remain in the market as, according to key informants, the low uptake and insurance premium made this non-viable in some areas. However, an offshoot has been that because of the project supported by UNDP, the association of insurance companies have set up information centres in all *aimags* and people are more aware of the concept of insurance and its benefits.

**South-South cooperation*** UNDP’s support to the institutionalisation of the International Think Tank on Landlocked Developing Countries (ITT-LLDC) has been crucial in developing capacity of this nascent institution. Since 2012, the GoM has been providing bulk of the funds for this initiative. Eight countries have signed up so far to become members of this multi-lateral forum, with the latest to join being Kazakhstan. In 2014, Mongolia organised a high‐level LLDCs International Workshop on Trade Facilitation which reviewed the progress made in improving trade facilitation in LLDCs, assessed the WTO Trade Facilitation Agreement and its implications for LLDCs. ITT-LLDC has also produced a number of substantive deliverables such as the "Multilateral Trade negotiations and LLDC: A Handbook for negotiators and practitioners”, research reports on "Facilitating Trade for Fragile and Landlocked States in the post-Bali Institutional Environment" and on "Building resilience". A paper on “WTO Agreement on Trade Facilitation: Implications for LLDCs” was prepared as a first substantive study and this report was officially launched by ITT within the framework of the 2nd UN Conference on LLDCs in Vienna, Austria. ITT also facilitated discussions on access to seaports for LLDCs.
* UNDP’s assistance has been instrumental in getting the ITT initiative this far. Though UNDP’s direct financial contribution has been small (approximately, US$ 50,000 over 2014-2016), UNDP’s convening power and links with international expertise and knowledge resources have enabled the ITT to engage on complex trade issues which have been highly valued by members.
* UNDP supported exchange of experiences between Mongolia and Kazakhstan on development policy and planning; a delegation from Kazakhstan consisting Government officials and experts visited Mongolia to share experience on their long-term strategic document and its implementation mechanism with Parliament working group who were drafting Mongolia long-term vision document. Kazakhstan and Mongolia shared experiences and good practices in promoting women’s empowerment in public and private sectors. A group of 18 Kazakh women entrepreneurs also visited Mongolia during 2015. Besides this, UNDP assisted GoM in organising an international conference on best practices in mining to promote human development.

***Gender:**** Law on National Development Policy planning and the Planning guideline has been reviewed with gender perspective and the relevant gender components were incorporated such as gender analysis done in the situation analysis; gender-specific indicators introduced and data established in the National Statistics Office; gender mainstreaming throughout the planning cycle; targeted vulnerable population including female headed households; and employed gender-sensitive indicators and sex-disaggregated data in the M&E. - Mongolia's sixth NHDR on Youth and Development drafted and gender analysis made for each chapter.
* SDG data assessment has been conducted for identifying data availability and gaps for SDG indicators and gender related data gaps.
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| **Outcomes** | **Total Expenditure** | **Key Indicators of outcome****(1-4 per outcome)** | **Progress made against key indicators** |
| **OUTCOME 2.****Strengthened governance for protection of human rights and reduction of disparities** | $5,052,365 (2012-2015) | Relative value of corruption perceptions index | Baseline 2011: Mongolia ranks 120 out of 183 countries in the world (Transparency International 2011), Index of corruption 0.64 Target: Corruption Perception Index/Transparency ranking moved ahead (2016)Current status: Some progress – Corruption Perception Index for Mongolia moved to 72 in 2015 out of 168 countries with the scores of 39. This is ahead of 48 places as compared to 2011, though improvement in scores obtained was modest. |
| Positive change in the enjoyment of human rights | Baseline 2011: UPR/2010, CEDAW/2008, CAT/2010, ECOSOC/2010, CCPR/2011 Target: Improved status of implementation of human rights obligationsCurrent status: Some progressUPR review 2nd cycle – out of 164 recommendations Mongolia accepted 150. The revised Criminal Code was adopted in 2015 with many provisions intended to improve human rights. The revision formally abolished death penalty. In 2015, Mongolia got elected as a member of the UN Human Rights Council. Mongolia went through its second cycle of UPR. No major progress has been made in the human rights situation compared with the previous review.  |
| Increased representation of women in Parliament, Local khurals and Cabinet | Baseline 2012: 3.9% in parliament, no women aimag governors and hural chairs, 30.9% in soum hurals, 6.6% in cabinetTarget: MDG3 target 30% seats in Parliament and 15% at aimag levelCurrent status: Some progress – Representation of women in Parliament increase to 14.5% and the percentage of women in the cabinet increased to 13.3% while the percentage of female elected representatives in local councils decreased to 27.3%. Increase of women candidates’ quota from 20% to 30% has been reflected in the Election law (revised in Dec.2015). |
| **UNDP Contribution:**CP Outputs:The UNDP Mongolia Country Programme has three major outputs to achieve the Outcome2: 1. Functions, financing and capacity of subnational level institutions enabled to deliver improved basic services and respond to priorities voiced by the public.
2. Parliament and electoral management body enabled to perform core functions for improved accountability, participation and representation.
3. Capacities of human rights institutions strengthened.

Findings of the independent evaluation on the programme outcome points to the following achievements against the stated outputs.Progress and Achievements:***Contribution to policies and legislative process**** UNDP has contributed to development of various important laws and policies in the country: Law on Legislation, Law on Legal Aid for Indigent Defendants, Law on Protection of Witness and Victims, and will support implementation of Law on transparent account (“Glass Account”), General Law on Administrative Procedures, Law on Public Hearing, being some of the most critical ones. The Law on Legislation in particular which aims to improve public participation in drafting of laws and anticipating socioeconomic and financial implications of proposed laws holds the promise of transforming policy making in the country by making these responsive to citizen’s voices and priorities. UNDP supported awareness raising about the law, training of relevant staff of parliament, ministries, and local governments on the content of the law. UNDP’s comparative advantage here lies in the development of a process for public consultation and soliciting public feedback on draft laws.
* UNDP is a trusted partner and adviser to the GoM on complex and politically sensitive areas of governance, like constitutional and electoral reforms, for example. In a recent draft constitutional reform proposal submitted by the Parliament Working Group, it accepted 7 out 13 recommendations made by UNDP. This is a distinctive role played by UNDP and is widely appreciated by all development partners as this enables the latter to design their country assistance strategy and engage with the GoM on development and governance issues.

***Institutional capacity – anticorruption and human rights*** * UNDP has made a major contribution towards building capacity of the national Human Rights Commission of Mongolia (the Commission). In 2014, for the third time the Commission was granted ‘A’ status by the International Coordinating Committee of National Human Rights Organisations (ICC). UNDP enabled the Commission to extend its outreach to provinces – now the Commission has one field officer in each of the 21 *aimags,* all provided for from the GoM’s budget. UNDP’s project support since 2012 enabled the Commission to undertake advocacy and lobbying with the GoM at the highest level to make this possible. Having field offices has enabled people in remote areas to access services provided by the Commission. Field officers conduct awareness campaigns and training for communities, police and prison staff regularly. People are coming forward with their grievances and complaints on violations of rights – in 2014, number of complaints increased by 40 percent. While previously most of the complaints came from prisoners, now a large number of complaints are coming from mine labourers, women (gender-based violence) and people facing discrimination at work places. It is also to be noted that, through its access to justice programme, UNDP was instrumental in setting up legal aid centres in the early part of the CPAP and running of these were later taken over by the Government.
* Commission has conducted several studies on various issues related to rights of citizens, children, LGBT communities and presented the findings in its human rights status reports submitted annually to the Parliament (Standing Committee on Law and Committee on Human Rights). As a result of these, in the past three years the Parliament passed two decrees for the GoM to act on specific issues related to mining related labour and human rights.
* Through UNDP’s support (‘Support to Participatory Legislative Process’), a study on financing, membership, and the role of political parties in local elections was undertaken and findings presented in a stakeholders' consultation workshop and then to parliamentary working groups. UNDP also assisted in commissioning independent studies on the monitoring of the implementation of the Law on Right to Information and the law on regulation of Conflict of Interests.
* UNDP supported drafting of the National Anticorruption Strategy and self-assessment report of Mongolia’s implementation of UN Convention Against Corruption (UNCAC) requirements. Training for staff of the Independent Authority against Corruption, Ministry of Justice and the General Prosecutor’s Office on international mutual legal assistance in asset recovery were also conducted. Overall, Mongolia has been making steady progress in relation to anticorruption measures, though results of these are yet to make a significant difference to the country’s standing in global corruption league.

***Sub-national/local governance*** * In order to support local *khurals* (citizens’ representative councils at sub-national level) in fulfilling their legally mandated roles to represent citizens in overseeing the functions of the executive and to ensure improved accountability of local governments, UNDP initiated the Capacity Strengthening for Local Self-Governing Bodies (CSLSGB) project in 2013. The training of the local *khural* members includes identifying core areas such as legal framework, decision making, citizen participation, budgeting and financial management, ethics, green development, human rights and gender. An evaluation of the project undertaken in 2015 found that the training courses have been effective in terms of improving the capacity of *khural* members to fulfil their functions adequately and that the latter used knowledge and skills gained during the training course.
* UNDP contributed to efforts toward youth empowerment through by including civic education curricula in secondary schools and tertiary institutions. It also supported extra-curricular activities by the youth, including youth networks. A youth advisory group was created and operationalised in 2012 in the Ministry of Population Development and Social Welfare, and the educational policy is undergoing a major overhaul to increase participation of children and youth in educational institutions.
* E-governance tools to support the interaction of elected representatives and their constituencies, including online complaints tracking system and integrated website for local councilors are being used to help bring about transparency and inclusiveness in legislative drafting and decision making. Local councils are increasingly using interactive website [www.khural.mn](http://www.khural.mn) for disclosure of their budgets and decisions, and it provides news and initiatives from other local self-governing bodies as well. In order to strengthen public accountability of local government institutions, UNDP supported Mongolia’s first-ever national survey on the public perception of local self-governing bodies (LSGBs) in April 2015. The survey found that only 20.8 percent and 48.5 percent of the population in Ulaanbaatar city and the countryside respectively regard that citizens’ requests, issues and complaints have been effectively considered and resolved by LSGBs.
* UNDP supported small grants to encourage improved oversight of local representatives related to Local Development Fund (LDF) implementation and service delivery. This resulted in establishment of inclusive *bagh* auditing groups, citizens’ polls, incorporation of *soum* development policies/plans in the LDF decision making, developing LDF implementation guidelines for *soum khurals*, and the creation of templates for improved LDF implementation and monitoring.

***Gender:**** Through the women’s political empowerment project, UNDP promoted gender equality in the electoral and political party reform, raise public awareness and create positive images of women in politics through building partnership with media, public outreach campaign, and training of journalists. Several training, workshop and development dialogue were held with women’s wings of political parties, civil society, media, academia and government. As a result of lobbying by UNDP jointly with women wings of political parties, the revisions made to the election law in 2015 include increase of quota for women candidates from 20 percent to 30 percent. UNDP also organised a leadership training programme for local elected female representatives. Outcome of these initiatives are yet to be reflected in the result of the national and local elections in 2016.
* UNDP continues its support to build the capacity of aspiring women leaders for the upcoming elections and also the current elected representatives. Gender is mainstreamed into the training manual for elected representatives at all levels. Some 3000 elected representatives, including committee and presidium members, have received gender sensitization training. A separate leadership training for elected women representatives has been completed. It provided skills for elected women how to analyse development problems and how to strategically advocate for the needed changes in their respective councils using horizontal and collective leadership skills. A leadership training offered to all women elected representatives who account for 27.3% of the local representatives.
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| **Outcomes** | **Total Expenditure** | ***Key Indicators of outcome*** ***(1-4 per outcome)*** | ***Progress made against key indicators*** |
| **OUTCOME 3.** **Natural resource management and resilience to climate change** | $ 14,717,174(2012-2015) | Positive change in the protected area and water sources | Baseline 2011: Protected areas cover 14% of total territoryTarget: 1% increase in protected areas Current status: Achieved. The total protected territory covers 27.7% of the total land, including the locally protected area.  |
| Reduction in number of emergency cases and economic losses | Baseline 2011: 2468 registered emergencies causing loss of $22 mln. Target: 5% decreaseCurrent status: No progress due to the increasing emergency cases. 5422 registered cases $79.9mln in 2015 |
| Effectiveness of environmental law enforcement | Baseline 2011: Low level of legal enforcement Target: 10 percent increase in convictions for causing environmental degradationCurrent status: Some progress. Creation of police division on environmental crimes. Introduction of incentives for reporting and revealing environmental crimes. |
| Number of policy and legislative documents developed/updated and adopted  | Baseline 2011: Existing policy and legislative frameworks and coordination mechanisms in adequate Target: 3 updated documents each for DRR and water and sanitation; 3 developed landscape conservation strategies; replicated emergency self-help group methodology in 4 aimagsCurrent status: Achieved. Formulation and amendments of 6 laws (Forest, Water, Waste management, Disaster management, Specially protected Areas and Energy efficiency) and associated 12 regulations, 1 National plan (Disaster management), 2 National programmes (Protected areas and Community based disaster risk reduction) and 1 strategy (Green development) supported. 3 river basin management plans developed and approved. Self-help groups established and voluntary task forces strengthened in 4 aimags. |
| Number of nationally appropriate mitigation actions (NAMA); number of studies on climate change and adaption | Baseline 2011: 11 areas for NAMA identifiedTarget: Support to implementation of at least 2 NAMA areas (researched and support formulated). Adaptation options with focus on impact on vulnerable sectors and groups.Current status: Some progress. Forest sector NAMA though UN-REDD programme and Construction sector NAMA support (GEF funded) started. Economic valuation of adaptation options finalized, based on which landscape specific adaptation options are being piloted at target sites. |
| Number of new or updated building code, norms and standards (BCNS) for energy efficiency, water and sanitation | Baseline 2011: Needs determined for BCNSTarget: 10 BCNS developed/updated and enforced. BCNSs on energy efficiency and 5 on water and sanitation.Current status: Achieved.A total of 4 energy efficiency norms and 25 standards and 1 norm and 6 standards on water and sanitation were developed and approved. Enforcement of the BCNS are ensured in collaboration with the State Standardization and Inspection Agencies. |
| **UNDP Contribution:**CP Outputs:The UNDP Mongolia Country Programme has five major outputs to achieve the Outcome3: 1. Environmental policy reform supported with focus on enhanced law enforcement;
2. Management of pasture/ land, water resources and biodiversity improved through landscape‐based planning approach;
3. National climate and disaster risk management capacities improved in coordination, communication and networking;
4. Capacities of vulnerable sectors and communities strengthened in climate change adaptation and mitigation;
5. Innovative and cost‐efficient technologies made available for reducing disparities in access to safe drinking water and adequate sanitation.

Findings of the CPAP 2012-2016 Outcome Evaluation points to the following achievements against the stated outputs.Progress and Achievements:***Environmental governance**** A significant amount of work in this area has focused on developing laws and regulatory framework for better management of environment and natural resources. Several important legislations where brought in, of which the most crucial one where UNDP played a significant role was the development of green development strategy (GDS) after a year‐long review process in the Parliament. UNDP’s work on development of energy efficient building standards and codes led to development of laws and regulatory framework for energy efficient buildings and environmental impact assessment for business/commercial units. The GDS stipulates a reduction of building heat loss by 20 and 40 percent by 2020 and 2030 respectively through introduction of green solutions, energy efficient and advanced technologies and standards, including green building rating system, energy audit and introduction of incentives to promote these initiatives.
* Another important legislation has been with regard to the revision of the Law on Protected Areas (PA) which brings local PAs into the national PA system and outlines various revenue sharing mechanisms and retention; obligation of management and business plans for PAs; co-management and public-private partnership; agreements with NGOs and local communities to reduce management and cost burden to the government. National Programme on Protected Areas and regulation on PA entrance fee were amended and submitted for approval. Based on the guidelines supported by UNDP, the Government allocated budget to develop management plans for all PAs of the country. Through a needs assessment using UNDP Capacity Assessment Toolkit, a capacity building strategy for environmental NGOs/CSOs was developed, including review of fund raising options. Certified training opportunities were provided on environmental audit, procurement, Geographical Information System (GIS) application and financial management to 180 NGO/CSO representatives.
* Through the Environmental Governance project (II), UNDP conducted studies on cost benefit model for mining in Mongolia, together with development of training manual for implementation of cost-benefit analysis studies. UNDP has started initiatives on responsible mining pilot programme and sustainable land management programme in the mining sector. It has initiated discussions with the GoM on rule of law and human rights based approaches in environmental governance in Mongolia.
* UNDP supported in undertaking revisions of the Law on Disaster Management which has been submitted for Parliament’s approval; this will enable a cross sectoral coordination platform for mainstreaming Disaster Risk Reduction (DRR) into development planning, engaging volunteerism into disaster management and regulation of humanitarian assistance. The Government is currently working on bringing about amendments to the umbrella Law on Environmental Conservation with participation of UNDP and other partners. Besides these, UNDP’s technical assistance were critical for drafting of laws and bylaws for strengthening several laws, namely the Law on Environmental Protection, Law on Forests, Law on Water, Law on Air, and Law on Wastes.
* All these interventions and assistance provided by UNDP have played a key role in creating a favourable legal environment for sustainable use of natural resources, aligned with internationally recognised norms and principles and consistent with national priorities.

***Sustainable natural resource management**** The Law on Soil Conservation and Desertification Control which UNDP was involved in facilitating, led to developing a Mongolian action plan on combating desertification which is being implemented successfully. Based on this law and action plan, every year the government allocates budget for activities such as fencing springs sources, establishing water harvesting structures, desertification monitoring and tree planting. These are significant steps towards protection of land and combating desertification.
* Guidelines on rotational use of pasture was developed with support from UNDP. In the 13 target *soums* of Tuv, Uvurhangai, Dornogobi and Sukhbaatar *aimags,* an area of 961,700 hectares of pasture has been earmarked for rotational grazing. Support for the Pasture Management Division in the Ministry of Industries and Agriculture (MIA) improved the capacity of staff members in areas of pasture management and livestock policy, monitoring and evaluation.
* The management system for PA has been strengthened through UNDP’s interventions which introduced international best practices and state-of-the-art techniques in management planning, business planning, revenue-sharing, geographical information system (GIS) mapping and monitoring. By developing a systematic online M&E tool and training system for PA managers and staff, the UNDP programme has had a major impact in development of the Mongolia’s PA system. As a result, Government funding for PAs has more than trebled between 2008 and 2014. Additional funding has also been made available through the country’s Environment Conservation Fund. It has achieved substantial buy-in from stakeholders, and there is a sense that momentum generated by the project will help to drive continued development of the PA system. The strategic engagement with NGO partners has been a strength in delivering on high quality PA management planning and co-management, and in supporting the policy working group. PA network was expanded by 600 000 ha, which led to a substantial recovery of biodiversity and improvement of the hydrological conditions in the area demonstrated by a return of indicator species like white naped cranes in Ulz river basin of Eastern Mongolia.
* To facilitate Mongolia joining the UN-REDD (Reducing Emissions from Deforestation and Forest Degradation) programme, a national REDD+ roadmap was validated and approved by the UN-REDD Policy Board. A multi-purpose forest inventory using UN-REDD methodology has been developed.
* A solid waste management project ‘Turning Garbage to Gold’ was funded by the UNDP (RBAP Innovation Fund) and implemented successfully to generate household items made from recyclable wastes and support income generation for low-income migrant households at the outskirts of the capital city.The project was meant to create employment opportunity for over 100 migrant low-income households. People learned how to set up their own system for recyclable waste collection in their neighbourhood. They were provided with training opportunities to produce recycled goods, such as brooms and benches from plastic bottles, and to market those products.

***Climate change adaptation and mitigation at community level**** To address issues related to climate change adaptation (CCA) at community level, UNDP launched an ecosystem based planning in 3 *aimags* and 17 *soums* through integrated management of landscapes and river basins. A midterm evaluation of the project found major successes in improved natural capital base, mainly in rehabilitated creeks, rangelands and protected areas, where already indicator species which had left the area had returned and base flows have increased. Specific ecosystem based adaptation measures include: spring source protection through fencing, piloting simple water harvesting structures, establishing tree nurseries and promote tree planting, and livelihood improvements through grants such as introducing intensive farming model. UNDP has set up user groups and community mechanisms to ensure that project implementation and follow up process generated local ownership and participation. Key informant interviews with *aimag* and *soum* authorities revealed that such interventions at local level, especially for protection and development of water infrastructure in periphery areas, hold the promise of moving herders away from overgrazed areas. One of the activities supported through the ecosystem based adaptation project has been to promote nurseries and tree planting.
* Through the Building Energy Efficiency Project (BEEP), UNDP prioritised improving the energy utilisation efficiency in new construction in residential and commercial buildings - 60 codes, norms and standards to improve energy efficiency measures in new constructions were revised and 42 new designs of energy efficient houses developed. About 200 households were assisted with concessional bank loans (subsidised by a grant from Millennium Challenge Account) as an incentive to opt for energy efficient designs. Terminal evaluation of the project concluded that the UNDP interventions made a significant contribution to reducing key barriers in construction sector energy efficiency and helped in prioritizing energy efficiency agenda within the sector. The project helped set up four quality testing laboratories (energy efficiency centres) to undertake energy efficiency audit and assist in certification of building standards. The BEEP project led the GoM to recognise energy efficiency in building as a key issue – it is one of the priority issues in the GDS.

***Disaster management and disaster risk reduction**** UNDP continued its support to enhance climate change and disaster preparedness and risk reduction at the community level. Update of a National Disaster Management Plan was completed through UNDP support, and a Law on Disaster Management has been developed incorporating gender dimensions and role of volunteers in disaster response and risk reduction. Through UNDP’s support, the National Emergency Management Agency (NEMA) has developed a community based disaster risk management (CBDRM) framework drawing on principles of the Hyogo framework (as well as the Sendai framework agreed in 2015). From 2016, NEMA plans to launch a systematic training programme on disaster management for officials.
* Through UNDP’s ongoing support over the years, *soums* have developed substantial capacity for localised disaster response. Besides provision of basic equipment, training has been conducted for community leaders and youths on disaster risk assessment, first aid and preparedness. Local level Early Warning System using mobile phones for timely dissemination of warning messages on extreme weather events and other hazards have been developed and introduced in all *aimags* through UNDP support. This enabled provision of localised forecast of extreme weather and hazardous phenomenon to remotely residing herders and rural settlements. Its operational sustainability has been ensured by Deputy Premier’s decree issued to local Governments.
* Building disaster management capacity at national and local levels is a long-term process and UNDP has focused on this consistently over the years and continues to do so during the current CPAP. NEMA has developed substantial capacity and organisational maturity over the years for disaster preparedness, response and risk reduction.

***Innovative models for increasing access to water and sanitation**** The country met its target to reduce the proportion of population without access to safe drinking water sources to 40 percent by 2015. However the target to reduce the proportion of population without access to improved sanitation to 60 percent by 2015 has been slow, currently at 76.8 percent. UNDP got involved in the *[soum development]* programme in eight *soums* and introduced new models of cost sharing by donors, local and central governments and communities.The model was introduced along with training in operation and maintenance capacities and guidelines/ standards for water and sanitation facilities. A capacity development framework for water and sanitation sector was formulated along with activity plan for implementation. The UNDP model was then taken up by the Ministry of Construction and Urban Development (MoCUD), the lead Ministry for the programme. As a result, approximately 22,000 people benefitted from improved service provision in a total of 24 settlements in 2014.

***Gender:***In 2015, all UNDP projects have developed and implemented gender action plan and ensured gender sensitive approach in activities. The 2015 evaluation reports of the environment projects highlight the facts that local level activities were specified to economic needs of women, in particular of women headed households, were properly addressed in particular through enhancing and diversifying income generation from processing felt products and from horticultural products. Women were also involved in all committees and improved their skills in business planning. More than 40% of participants of training and discussions conducted by the project were women. At target sites, it was notable that women were involved in leadership roles in the community groups, and that the majority of active members were women as noted in the project evaluation report. Through the support of UNDP Gender thematic group the environment portfolio projects developed and implemented gender action plans, which was very helpful in promoting gender sensitiveness in project interventions.  |
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| **Summary of evaluation findings** (e.g. from outcome and project evaluations, UNDAF reviews, and other assessments)*Based on the evaluation s and/or assessments undertaken please provide a brief summary of the overall findings on the CP for the 4 year period in terms of performance effectiveness and efficiency and key achievements and lessons learned. Maximum 500 words.*Key Achievements:* Law on Development Policy and Planning got approved and serves as a legal base for harmonised planning system both at national and local level. Approval of the Country’s Development Visions 2016-2030 which incorporates SDGs agenda;
* UNDP’s capacity building support has been crucial in the steady progress in the evolution of the ITT-LDDC;
* Number of legal instruments and frameworks have been put in place to promote good governance;
* UNDP enabled NHRCM to extend its outreach to provinces and this has provided people access to its services. This combined with nationwide legal aid programme has brought access to justice for people in remote areas of the country;
* UNDP provided a nationwide and comprehensive training to build capacities of the local representatives;
* A significant achievement of UNDP’s long-standing advocacy has been in revising the election law to increase women’s quota to 30 percent;
* UNDP played a significant role in development of green development strategy and in creating a favourable legal environment for sustainable use of natural resources, aligned with internationally recognised norms and principles. The Law on Protected Areas (PA) which outlines various revenue sharing mechanisms, involvement of communities and local authorities at various levels has been another crucial legislation in this regard;
* At the national level, NEMA has developed capacity and organisational maturity over the years for disaster preparedness, response and risk reduction.

Major Lessons Learnt:* Within the political establishment there is a tendency to overlook poverty as a critical issue in the country. UNDP’s approach to addressing poverty and livelihoods had been scattered in the past due to weak upstream and downstream linkages to the overall outcome, though during 2014-2015, attempts have begun to be made to develop greater coherence through policy and advocacy initiatives. Though successful as individual projects, the livelihoods initiatives were often undertaken under different outcome areas, with little cross-programme linkage. UNDP needs to pay stronger focus on areas where poverty, environment and governance connects, such as mining sector;
* Lack of a theory of change (TOC) means that part of the results framework of the CPAP looks like a list of activities, with very little interconnectedness and links to outcome, resulting in UNDP getting involved in a diverse range of activities often without clear linkages to overall outcome or considerations of sustainability. If programme designs were informed by a clearly articulated TOC, the analysis would have provided opportunities for the programme team to work cross-thematically to ensure linkages and synergy;
* While UNDP’s initiative to provide training to local legislators is building the latter’s capacity, it is also vital that citizens are empowered simultaneously to ensure that they can hold the legislators and local authorities to account. The project evaluation observed that as the existing local government organisations have limited capacity and are at the same time politicised, only empowered citizens can ensure the local self-governing bodies play an effective role in local development and adhere to the principles of good governance;
* Due to multiplicity of governance institutions in cities and authority for decision making being dispersed at various levels, the local governance training provided to elected representatives in urban areas may not be as effective as in rural areas – this issue will need to be studied further as the results of training activities start to produce results;
* UNDP should take stronger role in facilitating cross-government/sector political sensitive issues such as effective rangeland management, environmental governance (implementation), etc.
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III. Country Programme Resources

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| **Outcomes** | **Source of Fund** | **Planned CPAP 2012-2016** | **2012** | **2013** | **2014** | **2015** | **2016\*** | **Total** | % of CPAP delivery (end 2016) |
|
| **Outcome 1. Economic development is inclusive and equitable, contributing towards poverty alleviation** |
| **Sub Total of Outcome 1** | **Trac** | **2,482,000** | **571,866** | **552,468** | **730,739** | **484,826** | **178,480** | **2,518,380** | 101% |
| **other** | **3,565,000** | **584,977** | **734,806** | **840,669** | **281,210** | **360,430** | **2,802,093** | 79% |
| **Total** | **6,047,000** | **1,156,843** | **1,287,574** | **1,571,409** | **766,036** | **538,910** | **5,320,772** | 88% |
| **Outcome 2. Strengthened governance for protection of human rights and reduction of disparities** |
| **Sub Total of Outcome 2** | **Trac** | **3,191,000** | **610,344** | **591,824** | **464,185** | **310,843** | **340,392** | **2,317,588** | 73% |
| **Other** | **3,600,000** | **266,452** | **501,850** | **1,329,876** | **976,993** | **667,252** | **3,742,423** | 104% |
| **Total** | **6,791,000** | **876,795** | **1,093,673** | **1,794,061** | **1,287,836** | **1,007,644** | **6,060,009** | 89% |
| **Outcome 3. Improved sustainability of natural resources management and resilience of ecosystems and vulnerable populations to changing climate** |
| **Sub Total of Outcome 3** | **Trac** | **1,418,000** | **697,097** | **929,113** | **396,388** | **136,383** | **1,186** | **2,160,167** | 152% |
| **Other** | **14,000,000** | **2,290,047** | **2,515,421** | **4,752,321** | **3,000,404** | **3,007,834** | **15,566,028** | 111% |
| **Total** | **15,418,000** | **2,987,144** | **3,444,534** | **5,148,709** | **3,136,787** | **3,009,020** | **17,726,195** | 115% |
| **TOTAL PROGRAMME** |
| **Total financial delivery** | **Trac** | **7,091,000** | **1,879,306** | **2,073,705** | **1,591,312** | **932,052** | **520,058** | **6,996,434** | 99% |
| **Other** | **21,165,000** | **3,141,476** | **3,752,076** | **6,922,867** | **4,258,607** | **4,035,516** | **22,110,542** | 104% |
| **Total** | **28,256,000** | **5,020,782** | **5,825,781** | **8,514,179** | **5,190,659** | **4,555,575** | **29,106,976** | 103% |
|   |   |   |   |   |   |   |   |
|  | Delivery by Final CDRs  |  |  |  |  |  |  |  |
|  | \* budget |  |  |  |  |  |  |  |  |  |

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| **Data sources:** Programme Outcome Evaluation of the CPAP 2012-2016; Results-based Annual Report 2015, CPAP annual review report 2012-2013, 2014, 2015; Decentralized project evaluations: Final evaluation reports of Sustainable Land Management 2012, Livelihoods projects 2012, UN Joint Programme on Water and Sanitation 2013, Building Energy Efficiency Project 2014, Environmental Governance II 2014, Micro-insurance 2014, Rural Water and Sanitation 2015 and Specially Protected Area Network (SPAN) 2015; mid-term evaluation reports of SPAN, 2014 and Ecosystem based Adaptation 2015; Final evaluation of Capacity Strengthening of the Local self-governing bodies 2015  |